

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



**DATE:** February 27, 2023

**TO:** Land Use and Planning Committee

**FROM:** Anne Berry, Director, Planning and Development Services

**SUBJECT:** Initial Review of Active Rezoning/OCP Applications

---

**RECOMMENDATIONS**

THAT the Land Use and Planning Committee recommends that Council:

1. Direct staff to advance the zoning amendment application at 1590 Lancaster Street and proceed to the next stage in the application review process.
  2. Direct staff to advance the zoning amendment application at 1589 Maple Street and proceed to the next stage in the application review process.
  3. Direct staff to advance the zoning and OCP amendment application at 15409 Buena Vista Avenue and proceed to the next stage in the application review process.
  4. Direct staff to advance the zoning amendment application at 1341 Parker Street and proceed to the next stage in the application review process.
- 

**EXECUTIVE SUMMARY**

On September 28, 2020, Council gave final reading to a bylaw, which amended the City of White Rock's Planning Procedures Bylaw, 2017, No. 2234, to enable an initial review of zoning bylaw amendment ("rezoning") and official community plan amendments ("OCP amendment") applications. Upon receipt of an initial review report, Council can deny the application or direct staff to continue processing the file (without committing to the proposal's ultimate approval). An initial review is to provide Council with the opportunity to comment early on the project and to help avoid significant cost and time expended by staff and the applicant preparing a rezoning application for the first reading that may not have support.

If Council deems that the application meets the intent of the OCP, city bylaws and policies, it can provide comments and direct the application to the next stage in the application process. If Council deems that the application does not meet the intent of the OCP, city bylaws and policies, they may identify their concerns and send it back to staff or not support the application. If rejected, an applicant would be refunded a portion of their application fees and may consider making a subsequent application responsive to Council's concerns or continuing the current land use on the property. Alternatively, they may choose to develop within their current zoning provisions.

**PREVIOUS COUNCIL DIRECTION**

Motion # & Meeting Date	Motion Details
September 14, 2020 2020-443	THAT Council gives first, second, and third reading to "City of White Rock Planning Procedures Bylaw, 2017, No. 2234, Amendment (Initial Information Reports for Zoning Amendments) Bylaw, 2020, No. 2357."
September 28, 2020 2020-473	THAT Council give final reading to "City Of White Rock Planning Procedures Bylaw, 2017, No. 2234, Amendment (Initial Information Reports For Zoning Amendments) Bylaw, 2020, No. 2357."

**1590 Lancaster Street – Rezoning to allow for a triplex**

The application proposes changing the property's zoning from the RS-1 One-Unit Residential Zone to the RT-2 Three-Unit (Triplex) Residential zone (see figure 1). The rezoning, if approved, will enable the construction of a triplex on the property.



**Figure 1- 1590 Lancaster Street Rendering**

Table 1 below includes the basic development statistics. In addition, an orthophoto (illustrating the location and context of the property), a topographic survey and architectural drawings are included in Attachment A.

**Table 1: Existing and Proposed development statistics**

Zone Standard	RS-1 (Current Zone)	Standard (RT-2 Zone)	Proposal (RT-2 Zone)
Use	Detached (One-Unit Residential)	Triplex (Three-Unit Residential)	
<b>Lot Requirements</b>			
Lot Width ( <i>min</i> )	15.0 m	18.0 m	<b>25.91 m</b>

Lot Depth ( <i>min</i> )	27.4 m	30.5 m	<b>36.50 m</b>
Lot Area	464.0 m <sup>2</sup> ( <i>min</i> )	742.0 m <sup>2</sup> ( <i>min</i> )	<b>778.8 m<sup>2</sup></b>
Lot Coverage ( <i>max</i> )	40%	45%	<b>45%</b>
Height ( <i>max</i> )	7.7 m	7.7 m	<b>7.69 m</b>
Density ( <i>max</i> )	0.5 times the lot area	0.6 times the lot area	
Parking Spaces ( <i>min</i> )	2 per one unit residential; 1 additional for a secondary suite	2 per unit residential; 6 spaces in total (no secondary suites allowed)	
<b>Setbacks (<i>min</i>)</b>			
<i>Front (north)</i>	7.5 m	7.5 m	
<i>Rear (south)</i>	7.5 m	7.5 m	
<i>Exterior Side (west)</i>	3.8 m	3.8 m	
<i>Interior Side (east)</i>	1.5 m	1.5 m	
<b>OCP Land Use Designation</b>	Mature Neighbourhood – allows single-family homes (including secondary suites), duplexes, and triplexes, with density and height allowed per the applicable provisions in the Zoning Bylaw.		

If the rezoning is approved, Section 3 of the *White Rock Planning Procedures Bylaw, 2017, No. 2234*, provides that proposals for a duplex or triplex require a Minor Development Permit (DP), and the authority to issue such DPs is delegated to the City Manager (Chief Administrative Officer) on the advice of the Directors of Planning and Development Services and Engineering and Municipal Operations. In addition, duplex proposals are to be reviewed against the 'Mature Neighbourhood Infill' DP 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.

This redevelopment would create a significant loss in mature conifer trees, leaving little room to plant replacement trees on-site. An Arborist Report is also included in Attachment A.

### **1589 Maple Street – Rezoning to a CD zone to enable Six Storey Multi-Unit Residential Development**

The application proposes changing the property's zoning from the "RS-1 One Unit Residential Zone" to a property-specific Comprehensive Development (CD) zone. The CD zone will be modelled around the "RM-3 High-Density Multi-Unit Residential Zone". The rezoning would permit a six-storey multi-unit residential development with 84 dwelling units located above two levels of underground parking. Figure 2 on the following page illustrates a rendering of the proposed development along Maple Street.



**Figure 2: Rendering of the proposed development.**

The proposal includes a mixture of unit types: nine studio units, 38 one-bedroom units, 29 two-bedroom units and eight three-bedroom units. All three-bedroom units include a den. In addition, the 19 one-bedroom and ten two-bedroom units have a den/study space. The allocation of three-bedroom and two-bedroom units upholds the City's "family-friendly housing" policy, which seeks a minimum 10% supply of three-bedroom units and 35% supply of two or three-bedroom units, respectively.

Currently, the subject property houses a sales centre and construction site office to support the ALTUS development at 1526 Finlay Street. The subject property is surrounded by the White Rock Substation to the west, an ongoing 3-storey townhouse development with underground parking to the south and a 12-storey mixed-use building (ALTUS) on the southwest.

This initial application was originally presented to Council at the September 20, 2022, LUPC, following motion was made:

Motion # & Meeting Date	Motion Details
September 20, 2022 2022-LU/P-026	It was MOVED and SECONDED THAT the Land Use and Planning Committee recommend Council advance the zoning amendment application at 1589 Maple Street to the next stage in the application review process.  Motion DEFEATED

The primary concern with the application was only 10% was being set aside for affordable housing and with a requested reduction in Community Amenity Contributions (CACs). Policy 11.2.4 in the OCP refers to an "Affordable Housing Bonus" to allow rezoning in the Town Centre transition area to permit building up to six (6) storeys and 2.5 FAR (figure 3). Secured non-market and market rental housing and other forms of affordable housing are considered community amenities as they provide for a more diverse range of housing types, tenures and rent levels available to White Rock residents.



**Figure 3: Potential Affordable Rental Housing Sites (Figure 11 in OCP)**

Figure 3.0 above highlights (in yellow) properties within the City that are identified as potential affordable rental housing sites per *Figure 11* in the OCP. The red property in Figure 3.0 relates to the subject property at 1589 Maple Street. The development is proposed as a secured market rental development with 20% of the units proposed as affordable rental housing, which complies with OCP Policies 11.2.1.c & 11.2.4.c.

As per Policy 511, Density Bonus/Amenity Contribution secured non-market and market rental housing, as well as other forms of affordable housing, are considered community amenities as they provide for a more diverse range of housing types, tenures and rent or price levels that are available to White Rock residents. On this basis, the city will consider waiving or reducing community amenity contributions for these development applications on a project-by-project basis, using the following approaches to determine appropriate amenity contribution reductions based on:

- Secured market rental housing developments are those designated for rental purposes only and protected with a covenant, lease agreement, or housing agreement registered against the title for the life of the building.
- Consider waiving up to a maximum of 50 percent of applicable amenity contribution for secured market rental floorspace, subject to this floorspace being secured by relevant legal agreements and a review of the relevant development application and its merits in providing a secured market rental housing amenity that benefits the community.

Amenity contribution reductions may also be considered for other types of affordable housing applications on the condition that the proposals demonstrate the ability to provide rental, home ownership or other tenure models and dwelling units that are rented or purchased at rates below what is currently available on the housing market, as determined by local and sub-regional housing market and household income indicators, and continue to be offered at below market rates for a period specified by the City of White Rock and secured by relevant legal agreements. A market research/housing consultant may be utilized in determining potential amenity contribution reductions on a project-by-project basis and consistent with the approach described above regarding the determination of amenity contribution value. This would be visited if Council moved forward with proceeding to the rezoning process.

At the September 20, 2022, LUPC meeting, the following discussion points were noted regarding 1589 Maple Street:

Council's Comments	Applications Response
<p>Concern with only 10% being set for affordable housing (not enough) and with a request for a break on the Community Amenity Contribution with that noted amount for affordable housing.</p>	<p>This will now be a market condo building with 20% units that will be affordable rental units.</p>
<p>Question regarding affordable housing within the Official Community Plan (OCP).</p> <p>Referring to policy:</p> <p>Policy 11.2.1 New Non-Market and Rental Housing – Support new affordable and rental housing, especially in transit-accessible locations, by:</p> <ul style="list-style-type: none"> <li>- C. Allowing rezonings for projects with at least 20% of the units secured as affordable rental housing with a density of up to 2.5 FAR and a maximum of six storeys in the areas identified in Figure 11 (see below). Despite the present definition of affordable rental housing in the overview, zoning applications which have received third reading under a prior determination of affordable rental housing may be approved;</li> </ul> <p>Policy 11.2.4 Affordable Housing Bonus – Allow rezonings in the Town Centre Transition area to permit buildings up to six storeys and 2.5 FAR where the development provides:</p> <ul style="list-style-type: none"> <li>- A. For strata housing development, at least 20% of the units as Affordable Rental Housing;</li> </ul>	<p>As addressed above and we are now within the OCP's policies.</p>
<p>Concerns there is no loading zone and with higher heights due to the nearby development</p>	<p>A loading zone is on the drawings. Addressed these concerns by having 20 feet setback from the property line. This development has no impact on that.</p>

Would need more affordable units and less density	We now have 20% affordable rental units. OCP allows for 2.5 FSR with 20% affordable units, and the project is at 2.11 FSR.
The units, square footage does not appear to be family-friendly.	We completed research on size and mix based on other developments around the area. The unit mix we presented supports this. In addition, the allocation of three-bedroom and two-bedroom units upholds the City's "family-friendly housing" policy.

Table 2 below includes the development statistics. In addition, an orthophoto (illustrating the location and context of the property) and additional development drawings are included in Attachment B.

**Table 2: Existing and Proposed development statistics**

	Existing	Zone Standard (for high-density multi-unit residential developments)	Proposed
<b>Zone</b>	RS-1 zone	RM-3 zone	<b>CD Zone</b> (modelled around RM-3 zone standards)
<b>Use</b>	Detached (One-Unit) Residential	High-Density Multi-Unit Residential Zone	<b>Multi-Unit Residential</b>
<b>Lot requirements</b>			
Lot Area	<b>2,436.52 sq.m. (26,226.73 sq. ft)</b>		
Density ( <i>max</i> )	0.5 times the lot area	2.0 times lot area	<b>2.11 times lot area</b> (84 units in total - 67 market strata units, including 17 units [20%] as affordable rental housing)
Lot Coverage ( <i>max</i> )	45%	85%	<b>48%</b>
Height ( <i>max</i> )	7.7 m	23.0 metres	<b>Six storeys / 19.07 metres</b>
Off-Street Parking Spaces ( <i>min</i> )	2 per detached home and 1 per secondary suite	131 spaces (1.5 spaces per dwelling unit; 1 loading zone)	<b>125 spaces</b> (relief from 1 residential space)
<b>OCP Land Use Designation</b>	<b>East Side Large Lot Infill</b> – Allows mixed-use buildings on Finlay Street with a maximum density of 2.5 FAR in buildings of up to six storeys in height. On North Bluff Road, allow townhouses and low-rise buildings up to three storeys west of Lee Street, with six storeys and 2.5 FAR west of Lee Street if Affordable Rental Housing is included as outlined in Policy 11.2.1. c.		

**15409 Buena Vista – Rezoning and an Official Community Plan Amendment**

The application proposes changing the property’s zoning from the RS-1 One-Unit Residential Zone to the RM-2 Medium Density Multi-Unit Residential Zone and amending the OCP from

Mature Neighbourhood to Urban Neighbourhood. If approved, it will enable the construction of a low-rise 15-unit, 3-storey plus basement apartment building with underground parking for 17 cars (See table 3).

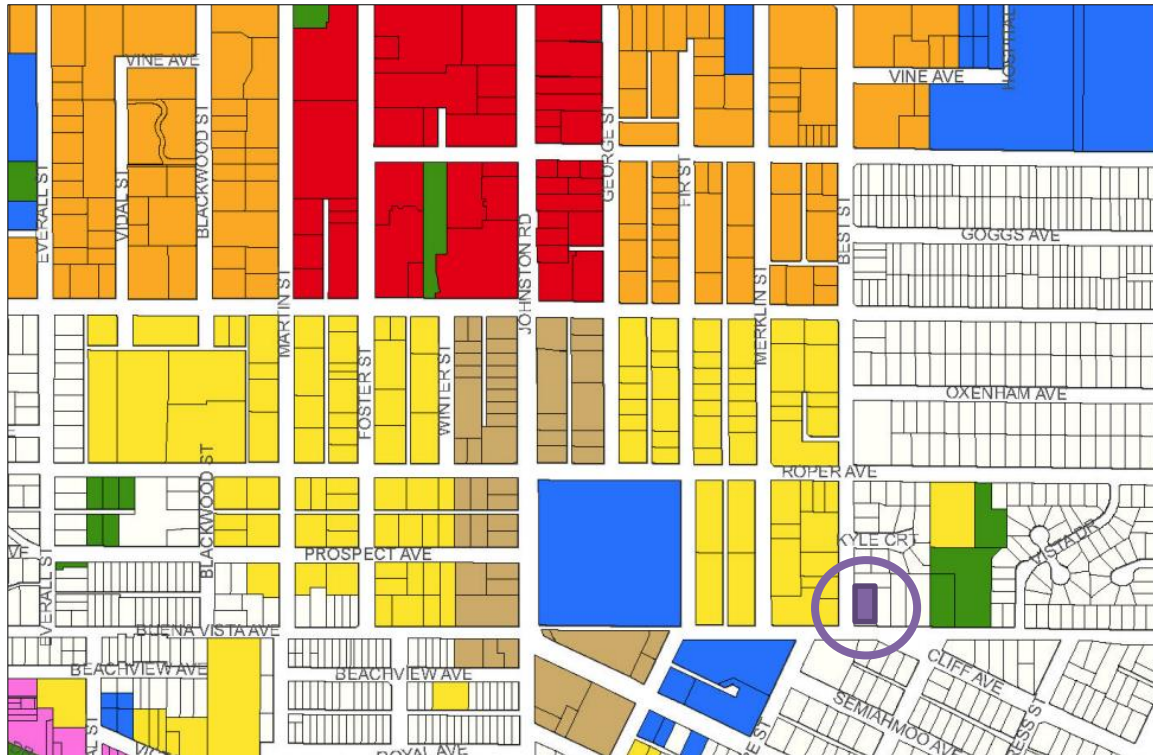
Table 3 below includes the basic development statistics. In addition, an orthophoto (illustrating the location and context of the property), a topographic survey and a site plan are included in Attachment C.



**Figure 4 – Rendering of 15409 Buena Vista**

The Urban Neighbourhood (yellow) OCP designation are areas built on the existing character of apartment areas, protecting existing stock while providing opportunities for more low-scale multi-unit residences within walking distance of the Town Centre. Its objective is to enable a mix of multi-unit residential uses that support existing affordable housing stock, strengthen nearby commercial uses, and provide a further transition from the Town Centre (red), Lower Town Centre (brown), and Town Centre Transition (orange) areas (see figure 5). The proposed property is highlighted in purple on the following page.





**Figure 5- OCP – Land Use Plan**

Urban neighbourhoods are typically more densely populated and mix residential and commercial. This parcel is centrally located in the Town Centre, Lower Town Centre, and Town Centre Transition. A change in land designation could offer better public transportation and infrastructure, which can improve access and mobility for everyone. Furthermore, it would allow for greater housing options and density, which can help address affordability concerns by creating “missing middle” housing.

The term "missing middle housing" refers to a range of housing types that fall between single-family homes and large apartment buildings, such as duplexes, triplexes, medium-density buildings and townhouses. These housing types can provide a more diverse and affordable housing stock, particularly for people looking to buy or rent their first home.

Supporting missing middle housing can increase affordability by providing more homeownership opportunities. Providing smaller and more affordable homes can make it possible for more people to become homeowners, which can help create a more stable and sustainable community. It can also help to create a more walkable and livable community as it will encourage more people to live near where they work, shop and play.

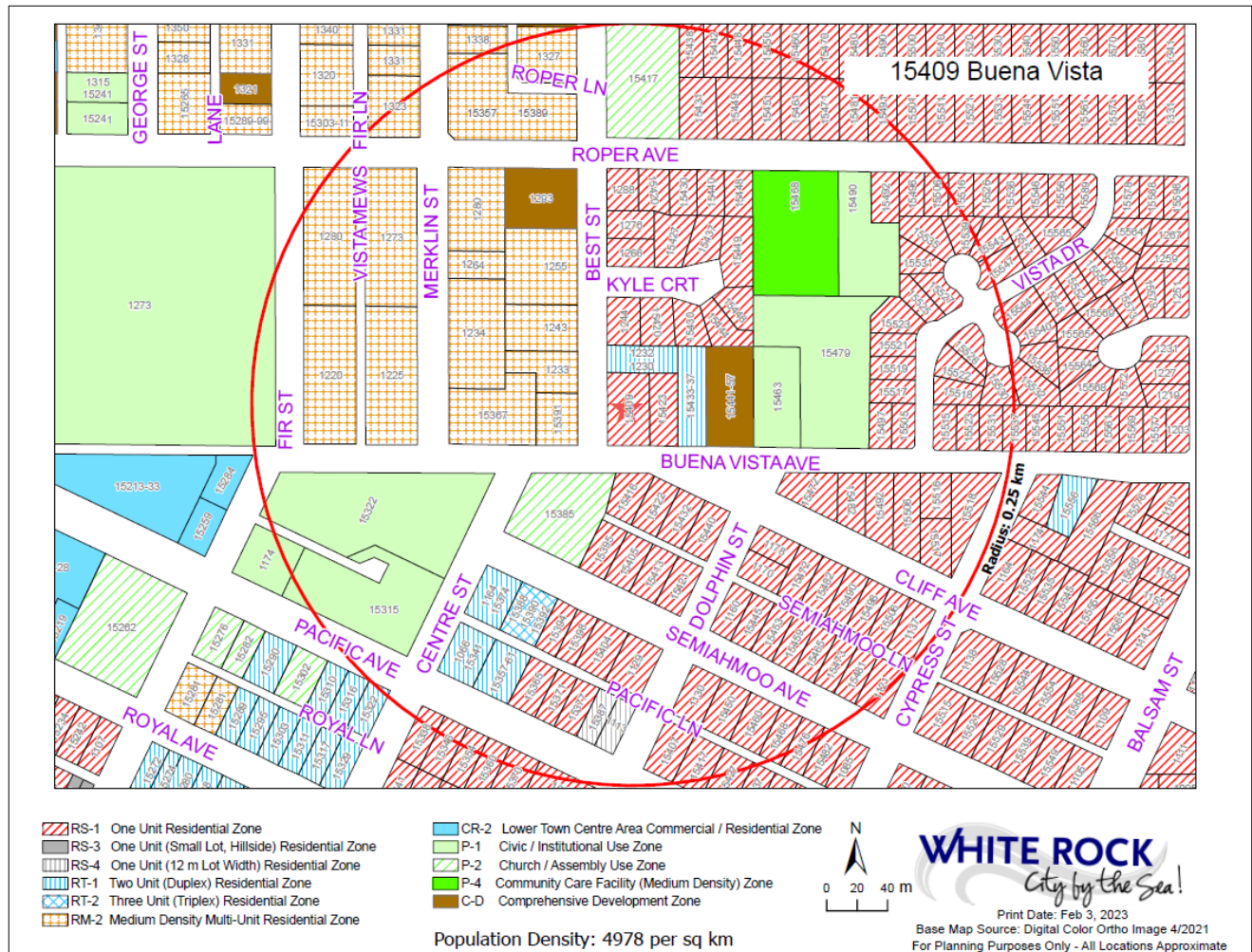
Replacing a single-family home with a higher-density building positively impacts climate change. The higher-density buildings use less land per capita, reducing the overall footprint of the built environment and preserving green spaces. Higher-density developments tend to be more energy efficient, with shared walls reducing heat loss and centralized heating and cooling systems reducing energy consumption (see table 3 for development statistics). The location of this parcel promotes sustainable transportation options, with residents more likely to walk, bike or use public transportation, reducing the reliance on personal vehicles and associated greenhouse gas emissions.

The redevelopment of a site can contribute to public art within the city in several ways. Firstly, developers can allocate a portion of their budget toward public art installations on the site or in the surrounding area. Secondly, they can work with local artists or arts organizations to

incorporate art into the design of the building or outdoor spaces, making it a unique and visually striking addition to the cityscape as per our Public Art And Placemaking Art Policy 708. Additionally, the increased foot traffic generated by the development can provide a platform for public art exhibitions and performances in the commercial areas along Johnston Road. By fostering a culture of creativity and encouraging the integration of art into the built environment, the redevelopment of a site can significantly contribute to the City’s public art landscape.

**Table 3: Existing and Proposed development statistics**

	Existing	Zone Standard (RM-2)	Proposed
<b>Zone</b>	RS-1 zone	RM- zone	<b>RM- zone</b>
<b>Use</b>	Detached (One-Unit) Residential	Medium-Density Multi-Unit Residential Zone	<b>Multi-Unit Residential</b>
<b>Lot requirements</b>			
Lot Area	<b>362.9 sq.m. (3518.72 sq. ft)</b>		
Density ( <i>max</i> )	1 unit	50 units/0.4ha = 16 units	<b>15 units</b>
Lot Coverage ( <i>max</i> )	40%	45%	<b>45.7%</b>
Height ( <i>max</i> )	7.7 m	10.7. metres	<b>three storeys plus a basement/10.07 metres</b>
Off-Street Parking Spaces ( <i>min</i> )	2 per detached home and 1 per secondary suite	23 spaces	<b>17 spaces (3 small cars, 1 accessible and 1 EV)</b>
<b>OCP Land Use Designation</b>			
<b>Current</b>		<b>Proposed</b>	
<p><b>Mature Neighbourhood-</b> is mainly comprised of White Rock’s existing single-family housing stock. These areas will continue to be characterized by low-scale residential uses while accommodating gentle infill.</p> <p>Objective 8.8 – To enable single-detached and gentle infill opportunities, to protect the character of existing mature single-family neighbourhoods while supporting housing choice and affordability</p>		<p><b>Urban Neighbourhood</b> – These areas build on the existing character of apartment areas, protecting existing stock while providing opportunities for more low-scale multi-unit residences within walking distance of the Town Centre.</p> <p>Objective 8.5 – To enable a mix of multi-unit residential uses that support existing affordable housing stock, strengthen nearby commercial uses, and provide further transition from the Town Centre, Lower Town Centre, and Town Centre Transition areas.</p>	



**Figure 6: Development Variety in the Area.**

Staff support this amendment, and the site is close to shops and services. It aligns with OCP objective 8.5 as this residential development proposes to enable a mix of multi-unit residential uses that support existing affordable housing stock, strengthen nearby commercial uses, and provide further transition from the Town Centre, Lower Town Centre, and Town Centre Transition areas. The property is on transit routes and within walking distance of an elementary school, civic amenities, and commercial areas. This area is surrounded by medium-density development. Figure 6 shows the variety of development already in the area. The Dr. R. J. Allan Hogg Rotary Park acts as a natural boundary for the mature neighbourhood OCP land use designation (see figure 7).

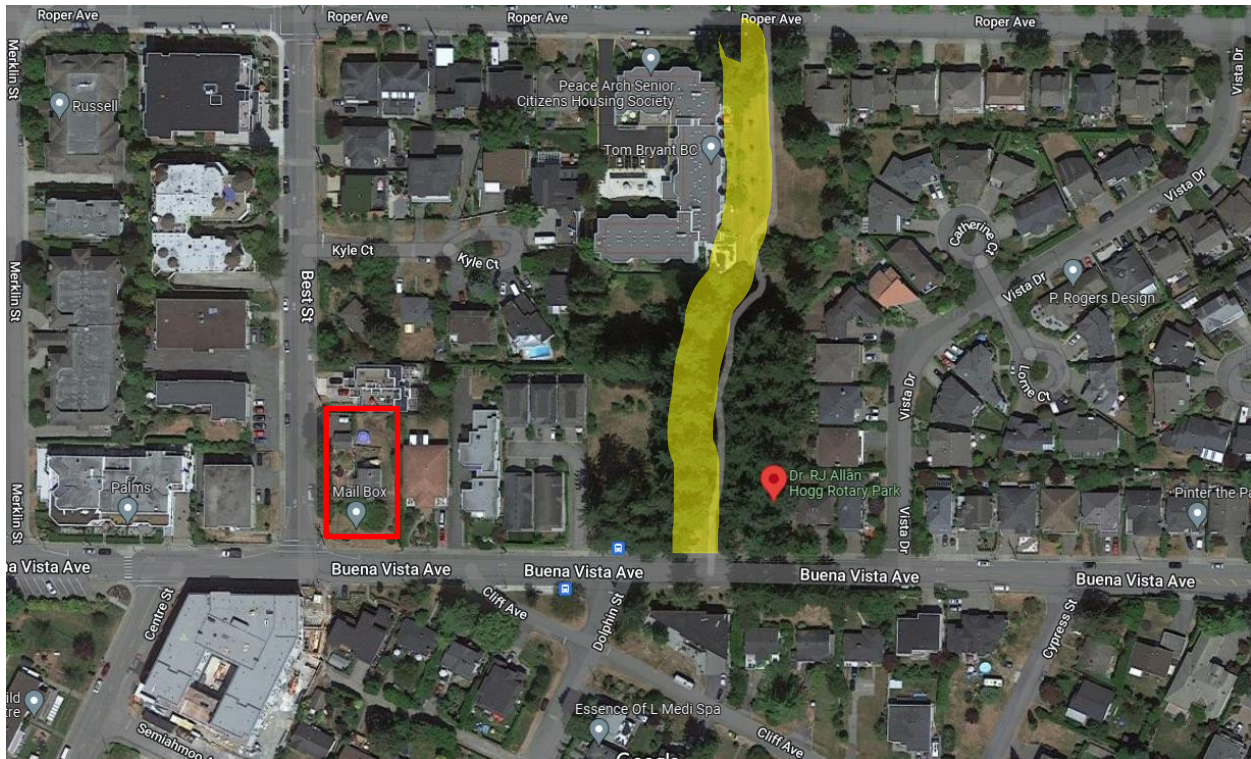


Figure 7- Dr. R. J. Allan Hogg Rotary Park as a natural boundary for the mature neighbourhoods.

**1341 Parker Street– Rezoning to Allow for a Duplex**

The application proposes changing the property's zoning from the RS-1 One-Unit Residential Zone to the RT-1 Two-Unit (Duplex) Residential zone. The rezoning, if approved, will enable the construction of a duplex on the property (see figure 8). The duplex would provide two ownership options in the city relative to a large single-family home.

Table 1.0 below includes the basic development statistics. In addition, an orthophoto (illustrating the location and context of the property), a topographic survey and site plan are included in Attachment D.

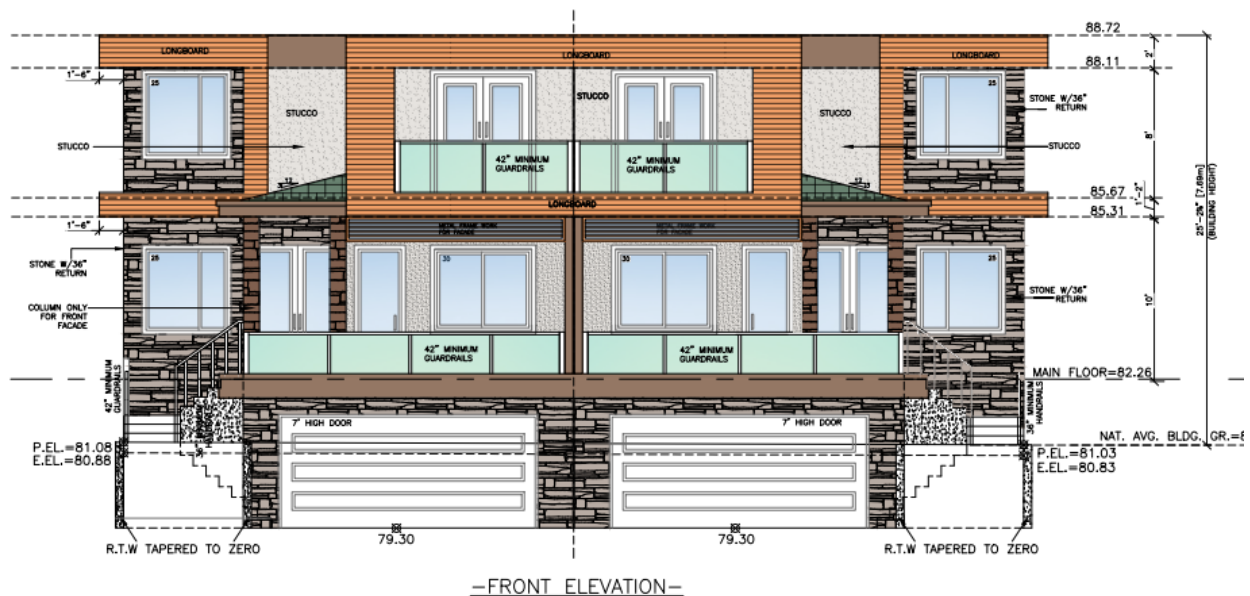


Figure 8 - Elevation of proposed development.

**Table 4: Existing and Proposed development statistics**

	RS-1 (Current Zone)	Standard (RT-1 Zone)	Proposal (RT-1 Zone)
Use	Detached (One-Unit Residential)	Duplex (Two-Unit Residential)	
<b>Lot Requirements</b>			
Lot Width ( <i>min</i> )	15.0 m	18.0 m	<b>8.382 per lot</b>
Lot Depth ( <i>min</i> )	27.4 m	30.5 m	<b>37.6 m</b>
Lot Area	464.0 m <sup>2</sup> ( <i>min</i> )	742.0 m <sup>2</sup> ( <i>min</i> )	<b>751.5 m<sup>2</sup></b>
Lot Coverage ( <i>max</i> )	40%	45%	<b>32%</b>
Height ( <i>max</i> )	7.7 m	7.7 m	<b>7.7 m</b>
Density ( <i>max</i> )	1 unit	2 units	
Parking Spaces ( <i>min</i> )	2 per unit residential; 1 additional for a secondary suite	2 per unit residential; 4 spaces in total (no secondary suites allowed)	
<b>Setbacks (<i>min</i>)</b>			
<i>Front</i>	7.5 m	7.6 m	
<i>Rear</i>	7.5 m	15.3 m	
<i>Interior Side</i>	1.5 m	1.5 m	
<i>Exterior Side</i>	1.5 m	1.5 m	
<b>OCP Land Use Designation</b>	Mature Neighbourhood – allows single-family homes (including secondary suites), duplexes, and triplexes, with density and height allowed per the applicable provisions in the Zoning Bylaw.		

If rezoning is approved, a duplex or triplex requires a Minor Development Permit (DP), and authority is delegated to the City Manager (Chief Administrative Officer) on the advice of the Directors of Planning and Development Services and Engineering and Municipal Operations. Duplex proposals are reviewed against the 'Mature Neighbourhood Infill' DP Area (DPA) guidelines, found in Section 22.9 of the OCP, which ensure the form and character of the development fits within the character of the neighbourhood.

### **FINANCIAL IMPLICATIONS**

Application fees for zoning amendment applications that Council denies would, per the recent amendments to the city's Planning Procedures Bylaw, be subject to a refund minus 10% of the original fees. This refund is intended to cover administrative costs. In addition, if a public information meeting has not yet been held, a refund minus 20% for administrative costs refund would be processed.

Council's denial of any of the above-listed zoning amendment applications would therefore result in a loss of revenue; however, the time and resources otherwise dedicated to advancing the review of the applications would be allocated to other tasks.

### **LEGAL IMPLICATIONS**

Per section 479 of the *Local Government Act*, a City's zoning bylaw may regulate the use of land and the density of the uses of land, among other regulations that apply to buildings.

Section 460 of the *Local Government Act* establishes that where a local government has adopted a zoning bylaw it must define procedures under which an owner of land may apply for an amendment to the bylaw and must consider every application for an amendment.

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

These projects would proceed to a public information meeting (PIM) if supported. Following the PIM and circulation of the application for interdepartmental comments, a bylaw would be presented to Council for 1<sup>st</sup> and 2<sup>nd</sup> readings. These applications would be subject to a Public Hearing, enabling additional community engagement. Notice of the PIMs and public hearings would be circulated to owners and occupants of properties within 100 metres of the developments.

### **INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS**

The initial review of rezoning applications brings such applications before the Land Use and Planning Committee (LUPC) prior to referral to internal city departments, and several external agencies (e.g., School District, RCMP, etc.).

### **CLIMATE CHANGE IMPLICATIONS**

These implications will be determined at the complete application stage for each application.

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

The level of impact on trees will be determined at the complete application stage for each application. Staff will conduct a fulsome review of the Arborist Report and related documents at that time.

### **ALIGNMENT WITH STRATEGIC PRIORITIES**

These development proposals are generally aligned with the Corporate Vision established as part of Council's Strategic Priorities, particularly concerning supporting a community where people can live, work, and play in an enjoyable atmosphere.

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

Alternatives to the staff recommendations include:

1. LUPC may direct the applications to proceed to the next stage in the process and give additional direction for the applicant and staff;
2. LUPC may direct staff to obtain additional project-specific information before deciding whether to advance or deny the applications;
3. LUPC may deny the application(s).

**CONCLUSION**

This corporate report identifies four zoning amendment applications currently active. Therefore, the Committee has an opportunity to decide on whether each application should proceed to the next step or otherwise.

Respectfully submitted,



Anne Berry  
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

- Attachment A: 1590 Lancaster Street (22-030)
- Attachment B: 1589 Maple Street (22-018)
- Attachment C: 15409 Buena Vista (22-012)
- Attachment D: 1341 Parker Street (22-029)