

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



DATE: November 23, 2015

TO: Land Use and Planning Committee

FROM: Karen Cooper, Director of Planning and Development Services

SUBJECT: OCP and Zoning Amendments (Elegant) – 1454 Oxford Street
(OCP/ZON 14-009)

RECOMMENDATIONS

THAT the Land Use and Planning Committee:

1. Receive for information the corporate report dated November 23, 2015, from the Director of Planning and Development Services, titled “OCP and Zoning Amendments (Elegant) – 1454 Oxford Street (OCP/ZON 14-009);”
2. Recommend that Council defer consideration of “Official Community Plan Bylaw 1837, 2008, Amendment No. 23 (Oxford / Thrift / Everall), 2015, No. 2123” and “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-46 – 1454 Oxford Street) Bylaw, 2015, No. 2056” pending revisions as indicated in this corporate report or otherwise identified by Council; and
3. Recommend that should Council choose to give the official community plan amendment and zoning bylaw amendments first and second readings and direct staff to schedule a public hearing on December 7, 2015 for “Official Community Plan Bylaw 1837, 2008, Amendment No. 23 (Oxford / Thrift / Everall), 2015, No. 2123” and “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-46 – 1454 Oxford Street) Bylaw, 2015, No. 2056” that this corporate report provide guidance to Council on consideration of the applications.

INTRODUCTION

The City of White Rock has received an application to construct a 121-unit residential development in two towers (24 and 21 storeys) at 1454 Oxford Street that would require an official community plan amendment, rezoning approval and a comprehensive development permit approval to proceed. Location and ortho photo maps of the property are included in Appendix A. Draft copies of OCP Amendment Bylaw No. 2123 and Zoning Amendment Bylaw No. 2056 are attached as Appendices B and C respectively.

PAST PRACTICE / POLICY/LEGISLATION

The OCP designation of the property is currently ‘Multi-Unit Residential (Low Density),’ which allows multi-unit residential developments at a maximum density of 24 units per acre. The property is within the ‘Everall Neighbourhood Area,’ ‘Development Permit Area 3 – Apartment Area,’ and the ‘Significant Stand of Trees’ Environmental Development Permit Area.

The property is currently zoned ‘P-1 Civic-Institutional Use Zone’ in the City’s Zoning Bylaw, and is within a ‘Tree Management Area’ under the Tree Management Bylaw. The application is subject to Council Policy 511 for community amenity contributions.

An amendment to the current OCP designation and a rezoning would be required to allow the proposed development. A development permit would be required to regulate the form and character and to address any environmental issues associated with the proposed development, and a tree management permit and community amenity contribution would also be required.

ANALYSIS

The property, located at 1454 Oxford Street in the Everall Neighbourhood, is approximately 2.7 acres in area and is currently undeveloped. The proposed development consists of two towers (24 and 21 storeys), with 121 residential units, on the western portion of the property which is largely untreed. The eastern portion of the site is proposed to be given to the City as parkland to retain the existing mature trees.

Site Context

The Evergreen Baptist Campus of Care is located immediately north of the subject property. The complex care facility is made up of several building of varying sizes, including an existing eight-storey building with an additional eight-storey building under construction. The City owns a small vacant site at the northeast corner of the property. There is a 12-storey condo building (The Belaire) and three three-storey multi-unit buildings just north of the Evergreen Baptist Camps of Care fronting along North Bluff Road. A newly completed five-storey residential development (The Royce) is located to the southeast of the subject property. A 13-storey building (The Beverley) is under construction on Vidal Street to the east of the property.

The City’s recently purchased water utility land is located on the property immediately to the south of the subject property. The remainder of the surrounding area to the northeast, east, and southeast includes a mix of low and medium density apartments and townhouses. Development to the west and further to the south consists of single-detached dwellings.

The City has active applications for two 13-storey residential developments at the corner of the Oxford Street and along Thrift Avenue.

History of the Property

The property has been under the ownership of local water utility operators since before the incorporation of the City of White Rock. A concrete reservoir was constructed on the western portion of the site in the early 1950s, in the location where the new development is proposed. The reservoir was later decommissioned sometime around 1970.

The old concrete reservoir was filled in the late 1980s, using soil excavated from local development sites and utility corridors. Environmental Site Assessments completed by Stantec between 2004 and 2013 have identified contamination associated with the soil that was used to fill the reservoir. As a result, the applicants have submitted a Site Profile in November 2015 that has been forwarded to the Site Registrar. The applicants would be required to commit to a remediation plan through the Ministry of Environment as a condition of any development of the property. The Ministry would need to provide ‘Approvals in Principle’ of the remediation plan, and ultimately a ‘Certificate of Compliance’ once the required remediation has been completed.

As part of a rate application in 1992 the Comptroller of Water Rights in his decision required that the Utility to stop expensing property taxes on the land at 1454 Oxford Street as not all of the 3.67 acres was being used for utility operational purposes. The portion of that property that was being used for Utility purposes was to be determined at a later date. The Utility was required

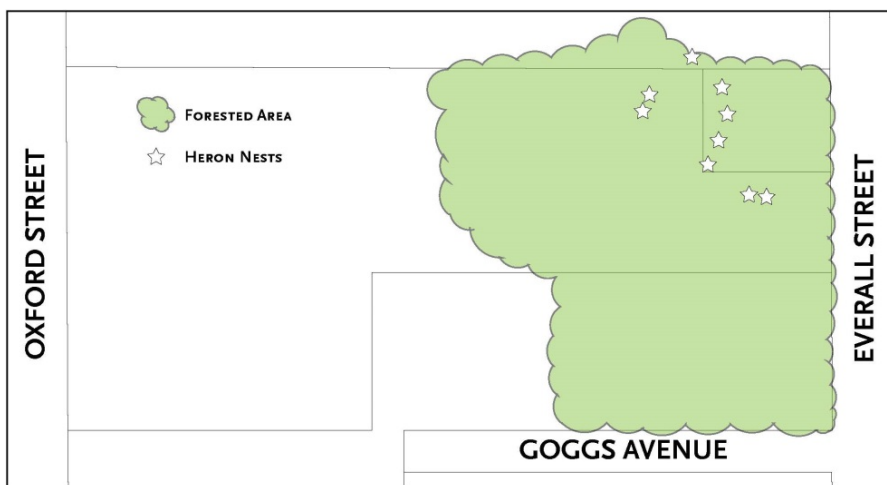
to identifying that portion that was being use for its operations and make an application to have that land removed. After reviewing an application by EPCOR White Rock Water Inc. the Deputy Comptroller of Water Rights issued Order No. 2332 in July of 2012 approving the removal of 2.67 acres from the 3.67 acre parcel as not being required for utility operations. EPCOR identified 1.0 acre of the parcel as the portion of this property as being used or required for future use for Utility operation and maintenance. Therefore the 2.67 acre portion of the land at 1454 Oxford Street was not included in the City’s recent purchase of the water utility assets as it was determined by the Deputy Comptroller that these lands were not required by the Utility for operation and maintenance purposes.

Mature Stand of Trees

The absence of development at 1454 Oxford Street has allowed a significant stand of mature trees, largely Douglas Firs, to grow and thrive on the eastern portion of the property. The trees are upwards of 120 years old, and some reach up to 40 metres in height. Nine heron nests have been identified within this stand, although no activity has been witnessed since 2011. This stand of trees acts as a valuable natural area within the neighbourhood and City, but also provides valuable habitat for wildlife. Figure 1 shows the locations of the heron nests within the stand of trees.

Figure 1: Heron Nest Locations

The City is currently developing an Urban Forest Management Plan, and a draft of the final Plan is currently under review. The Plan notes that although most natural areas in White Rock exist in fragmented, altered states, they have significant value to the City, residents, and wildlife. Opportunities to preserve mature stands of trees such as this are uncommon, and the protection of these trees should be a key component of any redevelopment of the subject property.



The Proposal

The applicants have proposed a 121-unit residential development in two towers (24 and 21 storeys) over three levels of underground parking. The ‘Development Site’ would be limited to approximately 1.7 acres on the western portion of the lot, and the remaining approximately 1.0 acre would remain as a ‘Treed Area.’ Specific details of the proposal are as follows:

Land Area.....	2.7 acres (116,584ft ²)
Development Site.....	1.7 acres (74,692ft ²)
Treed Area	1.0 acre (41,892ft ²)
Total Number of Units	121
Residential Floor Area	27,606.7m ² (297,156ft ²)
Gross Floor Area.....	32,521.6m ² (350,060ft ²)
Floor Area Ratio (Residential/Gross)	2.56/3.00
Lot Coverage (of entire property)	23%
Lot Coverage (of Development Site).....	36%
Height (Tower A).....	71.1 metres (233.2 feet)

Height (Tower B).....	82.0 metres (269.2 feet)
Parking Spaces	414 (40 of which are for visitors)
Bike Storage Spaces.....	147 (25 of which are for visitors)
Loading Spaces	2

The proposed development includes a mixture of two bedroom, two bedroom and den, three bedroom, and three bedroom and den units ranging from 1,162 to 3,106 square feet in area. Common areas include shared amenity space, such as a swimming pool, fitness room, and lounge/media room.

Four hundred and fourteen (414) parking spaces are proposed – 374 resident spaces and 40 visitor spaces. The Zoning Bylaw would require 145 resident spaces and 36 visitor spaces. The underground parking area also includes 147 bike storage spaces (25 of which are for visitors), as well as private storage lockers and a garbage area. Two loading spaces are proposed, as per the requirements of the Zoning Bylaw.

A twenty-foot wide statutory right-of-way is proposed along the north property line, to accommodate a pathway that would allow public access from Oxford Street to the treed area on the eastern portion of the lot. The applicant has also proposed pathways through the treed area that would effectively connect Everall Street to Oxford Street, through the treed area and beside the proposed development. These pathways would act as a link in a future east-west pedestrian route between the Town Centre to the east and Centennial Park to the west.

A site plan, floor plans, elevations, landscape plans, and renderings of the project are included in Appendix D. Figure 2 shows the proposed location of the buildings, the delineation between the Development Site and the Treed Area, the proposed statutory right-of-way, and the location of the proposed pathways. Figure 3 shows renderings of the proposed development.

Figure 2: Site Plan

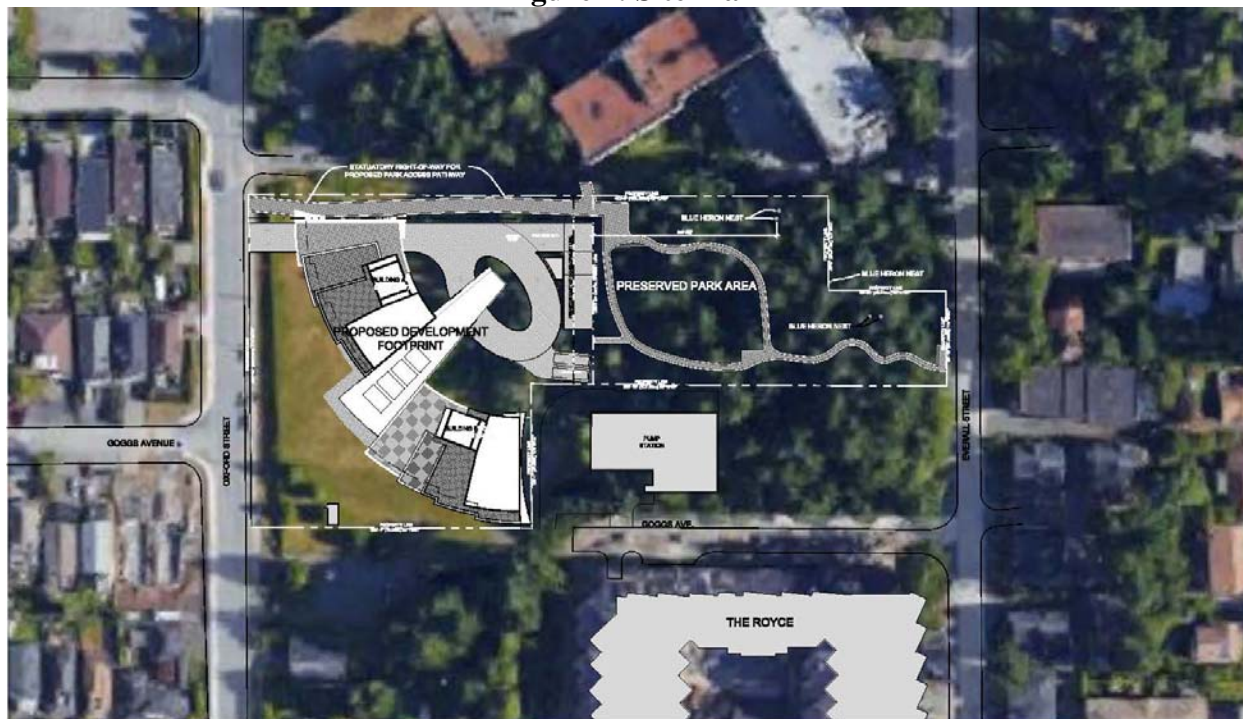


Figure 3: Rendering



Public Feedback

The applicants held a public information meeting on April 9, 2014, at the First United Church at 15385 Semiahmoo Avenue. One hundred and seventy-nine letters were delivered to property owners and occupants within 100 metres of the subject property, and the meeting was advertised in the Peace Arch News on March 27 and April 3, 2014. One hundred and thirty-nine people signed the attendance sheet at the meeting. City staff received 172 written comments on the application, of which 116 expressed support of the application and 56 expressed opposition to the application. Copies of the attendance sheets and all written feedback received by staff are included in Appendix E.

The preservation of the mature stand of trees and the high quality of the design were the most common reasons given for supporting the project. People in support of the project also stated that the new residents would provide additional tax revenue and help support business in the community, and that the new buildings would help increase property values in the area. Some people also felt that larger concrete units would provide a housing option that is not currently available in the City and that the amenities being offered in the buildings were attractive. A summary of the most common reasons given for supporting the project is included in Table 1.

Table 1: Summary of Reasons Given for Supporting the Application

Reason for Support	% of Respondents Mentioning
Preservation of the Mature Trees	~79%
Quality of Design	~72%
Increased Tax Revenue	~47%
Increased Property Values	~34%
Increased Opportunities for Business Community	~26%

Changing the OCP and the overall scale and form (i.e. height, density, high-rise) of the proposal were the most common reasons given for opposing the project. Concerns about increased traffic and a lack of infrastructure (e.g. hospital, schools) to support growth were also identified, and many stated that the proposal would be more appropriate in the Town Centre. A summary of the most common reasons given for opposing the project is included in Table 2.

Table 2: Summary of Reasons Given for Opposing the Application

Reason for Opposition	% of Respondents Mentioning
Not Consistent with OCP	~64%
Neighbourhood Character - Scale and Form (Height, Density, High-Rise)	~60%
Increased Traffic	~45%
Should be in the Town Centre	~36%
Lack of Infrastructure to Support Growth	~31%

In addition to the common concerns outlined above, a number of other potential issues were identified including:

- Loss of open space (should remain undeveloped as a park)
- Impact on street parking in the area
- Consequence of building on top of the City's aquifer/water supply
- Loss of neighbourhood character
- Impact on slope stability
- Loss of views
- Impact on the herons in the stand of trees
- Increase in noise and air pollution during construction
- Loss of privacy
- Decrease in property values in the area
- Loss of light/increase in shadowing
- Impact on affordability in the City
- Increase in crime in the area

The applicants also held various information meetings apart from the meeting required by the City's Planning Procedures Bylaw. Staff did not participate in these additional meetings. Feedback from these meetings was provided to staff.

The City has received various petitions both in support of (~100 people) and opposed to (~2,000 people) the application. Comments included in these petitions covered the same issues identified

in the written feedback summarized above. Copies of the petitions are available for review by the public at City Hall, and a pamphlet that was provided for information with the petition against the proposal is attached as Appendix F.

Response to the public feedback is addressed in the ‘Staff Review’ section of this corporate report.

Environmental Advisory Committee

The application was reviewed by the Environmental Advisory Committee at their meeting on April 15, 2014. The discussion focused on the mature stand of trees on the eastern portion of the site and the heron nests within the stand. The Committee cautioned that the development could reduce the likelihood of the herons returning to their nests, that the trees could be damaged by increased pedestrian traffic, and that the development could impact the stand of trees through changes to wind patterns and underground water flow.

Advisory Design Panel (ADP)

The Advisory Design Panel reviewed the application on July 21, 2015, along with the two other active applications in this block at the corner of Oxford Street and along Thrift Avenue. The Panel provided general comments for the block, noting that the surrounding neighbourhood context should be considered. The Panel noted concerns regarding the relationship between the developments in terms of their design and of conflicts with vehicular accesses to the sites. Regarding the subject application, the Panel recognized the design quality of the proposal and recommended that the application return for further review after considering the following comments:

- Exploration of ground level design improvements
- Connection to the street and neighbourhood needs improvement
- Location of buildings relative to one another (e.g. spacing the buildings further apart)
- Exploration of other built forms (e.g. three smaller buildings)
- Retention of treed area and overall density
- Location of pool and hot tub (i.e. indoor vs. outdoor)
- Scale and massing to minimize visual impacts (i.e. reduce massiveness of buildings)
- Accessibility in approach to building
- Provision of accessible units and accessibility to amenities
- Justification of higher density to maintain green space
- Positioning of the project relative to street access and in context with the other proposals

Following revisions, the application was again reviewed by the Advisory Design Panel on October 6, 2015. Table 3 provides a summary of the responses to the Panel’s comments.

Table 3: Summary of Applicants' Response to Comments from the ADP

ADP Comment	Response from Applicant
Exploration of ground level design improvements	Outdoor patio/kitchen area Bocce court and play area Indoor/outdoor fitness centre
Improvement of connection to street and neighbourhood	Public pathway widened to 20ft
Location of buildings relative to one another (e.g. spacing the buildings further apart)	Towers shifted south Building separation increased
Exploration of alternative built forms/massing options (e.g. three smaller buildings)	Was not pursued – stated alternative forms would impact park space and view potential
Retention of Treed Area and overall density	Density allows treed area to be retained in public ownership
Location of pool and hot tub (i.e. indoor vs. outdoor)	Pool and hot tub moved indoors
Scale and massing to minimize visual impacts (i.e. reduce massiveness of buildings)	Building orientation revised but massiveness maintained
Accessibility in approach to building	Ramps proposed along pathway
Provision of accessible units and accessibility to amenities	5% of units will be accessible Amenity spaces now accessible
Positioning of the project relative to street access and in context with the other proposals	Majority of views southwest Vehicular access at the north

The Panel commented that the applicants should consider the possibility of relocating the children's play area to allow for improved surveillance, and the provision of public art. The Panel recommended that the application proceed to Council for consideration with these comments in mind.

Community Amenity Contribution

Council Policy No. 511 requires community amenity contributions for any residential proposal outside of the Town Centre with a Floor Area Ratio¹ in excess of 1.1. The amount of the contribution is dependent on the uplift of land value that could be expected if a proposal is approved, with the amount of the uplift to be shared between the applicant and the City. Potential amenities can be provided on-site (e.g. parkland) or provided as cash-in-lieu to pay for an amenity elsewhere in the area.

Council Policy No. 511 requires for every rezoning outside of the Town Centre that the amenity contribution required be calculated on a project by project basis, based on the advice and recommendations of a qualified market research consultant. Proponents are required to submit the market research report at the time of application submission and the City reserves the right to commission a second report from an alternate consultant to establish the amenity contribution requirement for the project.

As indicated earlier in the report the applicants are proposing to transfer ownership of the approximately 1.0 acre treed portion of the property to the City, to provide a statutory right-of-way along the north portion of the property and to provide a pathway system in the treed area, as a portion of their community amenity contribution.

The applicants submitted a report from Richard Wozny Site Economics, a qualified market research consultant, on approximately September 28, 2015. City staff requested consideration of

¹ Floor Area Ratio is floor area divided by lot area

several comments on the report and a revised report was submitted on October 30, 2015. The City is currently having the applicant's report reviewed by an outside qualified market research consultant. Once this review is complete, the City will be in a position to negotiate an appropriate amenity contribution if the proposal is to be approved.

As the applicant's consultant noted that while the property is outside of the Town Centre, it is very close by and would have the significant density and function as if it were an extension of the urban core. Council may wish to consider requiring Town Centre Community Amenity Calculations in the development of the official plan amendment for this proposal should Council wish the project to proceed. Table 4 illustrates the impact of the two means of calculating community amenity contributions inside and outside the Town Center.

Table 4: Community Amenity Calculation Comparison

Methodology	Town Center	Outside Town Center
Proposed gross Floor Area with an FAR of 3.0	32,521.6 square meters 350,060 square feet	350,060 square feet
Subtract gross Floor area with an FAR of 1.75	18,954.3 square meters 204,022 square feet	n/a
Floor Area subject to Community Amenity Contribution	13,567.4 square meters 146,038 square feet	n/a
Town Centre Calculation	\$323 per square meter	n/a
Calculate land value with proposed project based on market research	n/a	\$20,013,799
Calculate current land value based on market research (Assessed value)	n/a	\$13,734,374
Uplift in land value	n/a	\$6,279,425*
Total Community Benefit due to City	\$4,381,140	\$3,139,712.50*

*subject to negotiation

Staff Review

The City received the initial application for this proposal on January 27, 2014 and it proceeded to a Public Information Meeting in April 2014. The applicants subsequently put the application on hold and revived the application by submitting revised plans to the City in May of 2015.

Official Community Plan

The application proposes a change in the 'Multi-Unit (Low Density)' OCP designation for the property which currently contemplates a maximum density of 24 units per acre. Considering the area of the total property, the proposed density is approximately 45 units per acre which is within the 'Multi-Unit Residential (Medium Density)' designation (25-50 units per acre). The applicants have proposed transferring the density potential from the treed area to the western portion of the property, which would result in an effective density of approximately 73 units per acre. This is consistent with the 'Multi-Unit Residential (High Density)' designation.

If the application was to be approved with the current unit count, it is recommended that the development portion of the property be re-designated to 'Multi-Unit Residential (High Density)' and the treed area re-designated to 'Open Space or Recreation Areas.' This would effectively

transfer the density from the treed area to the development site, moving a medium density development (45 units per acre) onto a smaller portion of land in order to retain the mature stand of large, healthy trees.

Aspects of the proposal meet a number of the policies in the OCP. Siting the development and focusing density on the western portion of the property ensures the retention of mature trees (Policies 3.4.8, 4.2.22, and 5.2.13). Providing access to the Treed Area with a statutory right-of-way contributes to an interconnected open space network (Policy 8.2.19) and an east-west connection to the Town Centre (Policy 8.2.20). The use of a comprehensive development zone to address the specific site conditions is consistent with Policy 5.2.13 for the Everall Neighbourhood Area. Policy 6.2.3 encourages a mixture of high quality residential options in the City, and the proposed large units in a concrete building provide a unit type that is not currently available in White Rock.

Despite meeting a number of policies in the OCP, the size of the project is significantly larger than surrounding developments. The massing of the project does not allow for a smooth transition to the single-family homes to the west, as encouraged by Policy 5.2.1, although the towers are set well back from Oxford.

Mature Trees and Proposed Pathways

The mature stand of Douglas Firs on the eastern portion of the site, reaching upwards of 120 years in age and 40 metres in height, is the last such stand on private property within an existing neighbourhood in the City. In addition to the OCP policies discussed above, several other City plans support the retention of the trees and development of pathways between Oxford Street and Everall Street.

Goals of the Parks Master Plan (Section 2.2) include increasing the overall supply of parkland, providing a range of different types of parks including natural areas, and developing a connected system of walkways. Recommendations in Section 4.7 include seeking opportunities to acquire undeveloped land as natural parks. Section 4.2 of the Town Centre Urban Design Plan proposes a ‘green spine’ that extends from the Town Centre to Centennial Park, which would be facilitated by the acquisition of the Treed Area and a statutory ROW connecting the Treed Area to Oxford Street. Section 4.2(D) of the Strategic Transportation Plan identifies the enhancement of walkways and stairways as a medium priority for the City.

There is a possibility that herons could return to the site to nest in the future, but the Environmental Advisory Committee (EAC) expressed concerns that the development could reduce the likelihood of a potential return. A setback of 60 metres from heron nests in urban areas is recommended by the Ministry of Environment, and the proposed towers meet this setback. The edge of the excavation for the parkade is approximately 47.5 metres from the closest nest, which is still significantly further from the nests than two of the buildings on the Evergreen property to the north. Limiting work in this area to outside the heron nesting season (September 1 to February 15), as recommended by the Ministry of Environment, would lessen any potential impacts.

The EAC also noted that the development could impact the stand of trees through changes to wind patterns and underground water flow. No such impacts have been observed as a result of the six- and eight-storey buildings on the Evergreen property just to the north of the stand, and these buildings are much closer to the trees than the proposed buildings.

Increased pedestrian activity was identified by the EAC as a potential damage source to the trees. However, developing formal pathways would encourage people to avoid walking through other areas of the stand and therefore lessen impacts to many of the trees. Appropriate construction

techniques would be required to avoid any significant impacts that could result from the actual development of the pathways.

Thirteen protected trees are proposed to be removed to accommodate the development. All of these trees are located to the west of the main stand, and eleven of them are red alders, cottonwoods, or broad-leaved maples. The applicants have not proposed the removal of any of the significant trees in the main stand, and have proposed planting 72 replacement trees on the Development Site.

While the provision of the pathways to connect Oxford Street and Everall Street would provide a benefit to City residents, the right-of-way as currently proposed is only 20 feet wide, and part of the building projects over the right-of-way by up to seven feet. A tall building immediately adjacent to the pathway could be perceived as uninviting. A further widening of the right-of-way would allow for the development of a more inviting and enjoyable linear park for the public.

Neighbourhood Character and Scale of the Proposal

The subject property is surrounded by a unique mixture of uses and forms. A complex care facility is immediately to the north, land used for the water utility is just to the south, various forms of multi-unit development is found to the north, east, and south, and single-family development is across Oxford Street to the west. Building forms range from 12- to 13-storey towers (Belaire, Beverley), to five- to eight- storey mid-rises (Royce, Evergreen Baptist Campus of Care), to three-storey townhomes and single-family development.

Residential Floor Area Ratio is a zoning control that is used to limit the overall mass of a residential development. The applicants have proposed an FAR of 2.56 for the project, which is significantly higher than other development in the area. This equals 297,156 square feet of residential floor space.

The highest FAR that has been approved within the block is the Belaire at 1.89, with the recently completed Royce at 1.11. The application at the corner of Thrift Avenue and Oxford Street proposes a Ratio of 2.05, with the application just to the west of the Royce at 2.79. Figure 4 shows the residential Floor Area Ratios for proposed and existing projects within the block.

Protecting the treed area on the eastern portion of the property would help preserve the character of the block and ensure the retention of a valuable natural space for residents. Allowing extra height and density on the western portion of the property in order to save the trees is consistent with policies in the OCP, and the proposal will essentially have a buffer of large trees and/or open space to the north, east, and south. A lack of future development on the eastern portion of the subject property and the City's water utility property to the south will soften the impact of the height and scale of the proposed development. However, the proposal is still a significant increase from what has previously been contemplated for the area.

Portions of the buildings are within 13 feet of the north property line and one foot of the City's water utility property to the southeast. The development would be the tallest in the City, and almost twice as high as buildings proposed in the immediate area. The general massing is considered to be too great. A reduction in floor area by revising the towers to be more slender would allow for a development that is more appropriate for the neighbourhood. Increasing setbacks would allow for a more functional and inviting linear park/connection to the treed area along the northern boundary of the site, as well as a buffer between the proposed development and the pump station on the City's water utility property.

Some respondents voiced concerns over view impacts that would result from the approval of the proposed development, and Staff and the ADP requested that the applicant consider reduced heights in 3 or 4 lower buildings instead of the two towers. The project architect provided some

basic plans to illustrate these concepts but the applicants do not wish to pursue these options. They have stated that they have located and designed the buildings to minimize the impact on views from the Belaire and to maximize their exposure to views. This has resulted in towers that are wedge shaped and appear quite massive.

As indicated in Figure 4, the density of recent developments within the block has ranged from 44 units per acre at the Royce to 73 beds/units per acre at the Evergreen Baptist Campus of Care. The Belaire has a density of 62 units per acre, and the current application at the corner of Thrift Avenue and Oxford Street proposes a density of 34 units per acre. Factoring in secondary suites, the RS-2 zoning to the west of Oxford Street would allow a density of approximately 22 units per acre. Figure 4 shows how the proposed density in terms of units per acre fits into the density of the neighbourhood as it decreases towards the south and west to the corner of Thrift Avenue and Oxford Street. Figure 5 shows how the proposed development relates to other proposed and existing developments on Oxford Street.

Figure 4: Density and Scale of Development

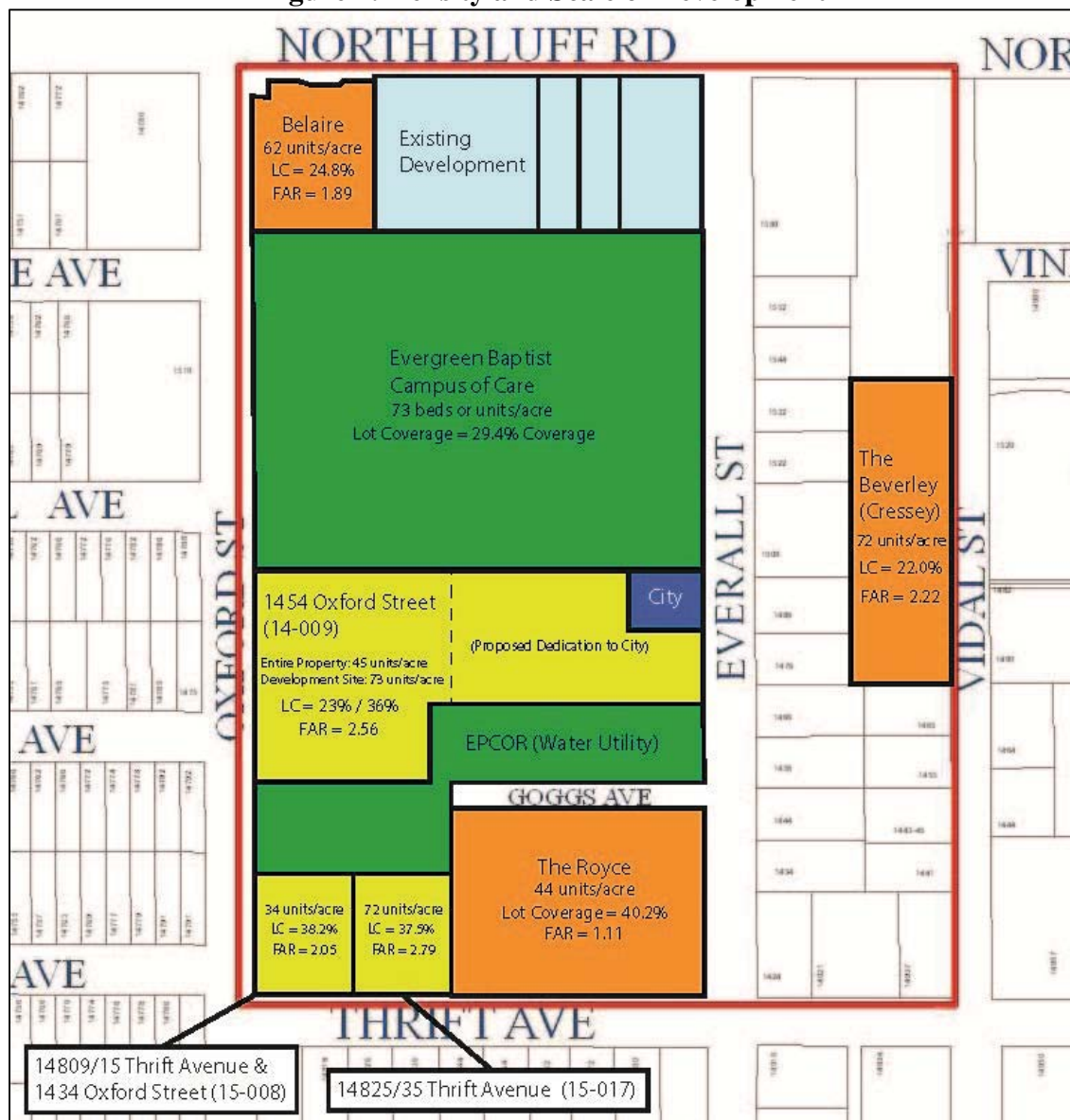


Figure 5: Street Profile on Oxford Street



Views

A few of the units on the upper floors in the Belaire would be able to see the upper floors of the proposed development, but views would not be affected for the majority of the units. Large trees already block views for most of the units that look south, and the Belaire was designed specifically to take advantage of views to the southwest because of this. A reduction in the scale of the proposed development would reduce these impacts.

There were concerns that the original view analysis submitted by the applicants was not accurate. The applicants have since submitted a revised analysis to address these concerns. Figure 6 highlights the impact on views that would be expected from the 12th floor of the Belaire.

Figure 6: View Analysis



Traffic and Parking

Almost half of those who provided feedback on the application identified potential increases to traffic in the area as a concern. The applicants provided a traffic study showing that any potential impacts would be minimal, but this study looked at the proposed development in isolation and

did not consider other additional growth in the area. The City commissioned a traffic study that considered the current development applications in the area bounded by North Bluff Road, Thrift Avenue, Oxford Street, and Blackwood Street. The study considers a 2% annual increase in traffic in addition to the increases that could be expected if all the active applications in the area were approved.

The preliminary findings show that by 2025 all the intersections within the study area are expected to continue to function at satisfactory levels without any physical improvements. Traffic is only expected to increase by 4-10% by 2025 during weekday peak hours at the Thrift and Oxford and North Bluff and Oxford intersections. Given these preliminary findings, traffic impacts in the area are expected to be minimal.

Parking in the study area was also reviewed as a part of the City's traffic study. The consultants noted that the total number of spaces proposed with the active applications in the area were all in excess of the minimum requirements in the City's Zoning Bylaw. A review of street parking in the area showed that there is currently significant availability during the hours that would be expected to be the busiest (weekday evening hours and Sunday afternoons). The proposed application is not expected to have any significant impact on street parking in the area.

Town Centre

Various residents stated that the proposed development would be more appropriate in the Town Centre, where the OCP anticipates the highest densities in the City to be accommodated. Zoning in the Town Centre (CR-1) allows heights of up to 80.7 metres (265 feet) or approximately 25-storeys, and a gross Floor Area Ratio of 5.4. The form of the buildings as currently proposed, particularly height and massing, is consistent with what has been contemplated in the Town Centre. Should the proposal go forward Council may wish to consider an amenity contribution similar to what is required in the Town Centre, recognizing the impact of the form of development.

Servicing and Infrastructure

The Engineering Department noted that the storm sewers on Oxford Street are undersized and will need to be replaced. The applicants will be required to evaluate the condition of the storm sewers on Everall Street and complete an analysis of the stormwater system in the area (based on the City's drainage model) to determine the extent of upgrades that will be necessary. The applicants will be required to accommodate all stormwater on-site, but any upgrades that are required to accommodate the proposal will be the responsibility of the applicants.

The applicants are responsible for completing an analysis of the sanitary sewer system in the area (based on the City's sewer model) to determine the extent of upgrades that will be necessary. The provision of sanitary sewer to the development will be the responsibility of the applicants.

Although the proposal was referred to EPCOR for comments following receipt of the original application, the City did not receive a response. As the new owner and operator of the water utility, the City will require the submission of detailed water system design. Any necessary upgrades to the system will be the responsibility of the applicants.

Sidewalks were widened in front of the Royce to create a more pedestrian-friendly, functional space. Wider sidewalks would also be required in front of the subject application, as well as the other applications in the area, to further improve the pedestrian experience and the overall character of the neighbourhood.

The applicants would also be required to move the utility lines underground in front of the site, as outlined in OCP policy 7.2.3.

A substantial number of respondents cited a lack of infrastructure as a reason to oppose the approval of the proposed development, referring to capacity at the Peace Arch Hospital and local schools. The Peace Arch Hospital has a Master Concept Plan to accommodate future growth in the area including land in Surrey. Given the size of its catchment area that the Peace Arch Hospital serves, a development with 121 units should not have any substantial impact on the operation of the Hospital. The target market of the development is an older population and it is not expected that many households will have young children, although a children's playground is proposed.

Geotechnical Concerns and Building on the City's Aquifer

Concerns over slope stability were raised by several residents in the written feedback received by City staff. The applicants provided a preliminary geotechnical assessment, prepared by Stantec and dated July 16, 2012. While no issues were identified, the preliminary assessment only considered a low-to medium-rise development. Based on the information contained in the preliminary assessment no geotechnical concerns are expected, however an updated report reflecting the applicant's proposal would be required before any construction could take place.

Some residents noted that the applicants should not be able to build on top of the City's water supply. There is a common misconception that the City's water supply is located directly below the property, when in reality all of White Rock and a large portion of Surrey sit above the aquifer from which we draw our water. The depth of the shallowest well on the adjacent property (1444 Oxford Street) is approximately 99 metres, which is well below the excavation that would be required for any new development in the City, so no impacts to the City's water supply would occur if the proposal was approved.

Fire Safety

The Fire Department has reviewed the proposed plans and set a list of conditions that must be met by the applicants. All balconies are to be protected by frost-free or dry sprinkler heads, and the applicants are required to install a video system that will allow the Fire Department to view common areas from the lobby in the event of a fire. The applicants will be responsible for ensuring radio coverage and reception is available throughout the building, and for providing firefighting equipment and equipment rooms on every 6th or 7th floor. All fire and life safety items are to be reviewed and approved by the Fire Chief.

Additional Comments from the Public

The most common comments raised regarding the application have been addressed above. Table 5 includes a list of comments that were noted less frequently, as well as the staff response for each.

Table 5: Response to Additional Comments from the Public

Potential Issue	Staff Response
Noise and air pollution during construction	Construction impacts are expected
Shadows/loss of sunlight/loss of privacy	Some modest impacts will occur
Impact on affordability	No affordable units are proposed
Increase in crime	No impact expected
Decrease in surrounding property values	No negative impact expected
The property should remain a park/ City should have purchased the property	The property was not available to the City to purchase as part of the water utility purchase because it was surplus to water utility needs. Centennial Park is close by.

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Additional Approval Requirements

If Council chooses to refer the application to public hearing additional information will be required. Staff recommend that the following be required as a condition of final approval:

- Analysis of storm sewer system (take video of pipes, run City's drainage model) to determine extent of required upgrades
- Updated Storm Water Control Plan from the site's drainage catchment to the nearest outfall
- Analysis of sanitary sewer system (take video of pipes, run City's sanitary model) to determine extent of required upgrades
- Analysis of water system and detailed design of required upgrades
- 'Approvals in Principle' of the proposed remediation plan from the Ministry of Environment
- Geotechnical Assessment for the proposed development that includes a review of any potential impacts on the adjacent water utility property including existing wells
- Approval from BC Hydro to reroute the utility wires underground
- Summary of how best management practices from the Ministry of Environment regarding the heron nests are to be followed
- Servicing Agreement that addresses all required upgrades related to the project (i.e. storm sewer upgrades including upgrades on Oxford Street as identified in the City's Drainage Master Plan, new sanitary sewer along Oxford Street that connects to the City system, water system, widened sidewalks, street lighting, undergrounding of utility wires, location of and upgrades to bus shelters, street trees, seating areas, road upgrades, intersection upgrades including traffic control, cycling infrastructure, road markings and signage, public pathway)
- Approval of a lot line adjustment to separate the Development Site and the Treed Area
- Determination of final community amenity contribution amount
- Registration of a Section 219 Covenant to ensure the future registration of the statutory right-of-way for public access along the northern twenty feet of the Development Site and for seating areas on Oxford Street, and the payment of the required community amenity contribution

If the proposed development moves forward, additional permits will then be necessary. A major development permit and a tree management permit will be required before a building permit could be issued. The development permit would regulate the form and character of the development and address any potential environmental issues, whereas the tree management permit would deal specifically with tree protection, removal, and replacement.

BUDGET IMPLICATIONS

Approval of the proposed multi-unit residential development would result in the payment of \$485,376.98 in municipal development cost charges, based on a charge of \$4,011.38 per unit. A Community Amenity Contribution will be negotiated between Council and the applicant. The applicants have suggested transferring ownership of the approximately 1.0 acre treed portion of

the lot to the City, and to ensure public access to it with a statutory right-of-way and a pathway system, as a portion of their community amenity contribution.

OPTIONS

The Land Use and Planning Committee can recommend that Council:

1. Give first and second readings to “Official Community Plan Bylaw 1837, 2008, Amendment No. 23 (Oxford / Thrift / Overall), 2015, No. 2123” and “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-46 – 1454 Oxford Street) Bylaw, 2015, No. 2056” as presented and schedule a public hearing for December 7, 2015; or
2. Defer consideration of “Official Community Plan Bylaw 1837, 2008, Amendment No. 23 (Oxford / Thrift / Overall), 2015, No. 2123” and “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-46 – 1454 Oxford Street) Bylaw, 2015, No. 2056” pending revisions as indicated in this corporate report or otherwise identified by Council; or
3. Reject “Official Community Plan Bylaw 1837, 2008, Amendment No. 23 (Oxford / Thrift / Overall), 2015, No. 2123” and “White Rock Zoning Bylaw, 2012, No. 2000, Amendment (CD-46 – 1454 Oxford Street) Bylaw, 2015, No. 2056.”

Staff recommends Option 2 which is incorporated into the recommendations at the beginning of this corporate report.

CONCLUSION

Staff recognizes that the block within which the application is located is unique. The block needs to be considered in total as to its opportunity to contribute to the future of White Rock and its impact on adjacent neighbourhoods. The undeveloped portions of the block provide for wonderful views of the ocean and Mount Baker. The existing development within it contains higher density forms and higher density forms of development are appropriate for this block. The opportunity to bring into public ownership the approximately one acre of mature Douglas Fir forested lands to augment the small City owned site achieves many City objectives.

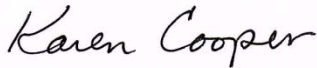
The quality of design of the proposal has been recognized by the ADP and by members of the public who support and who oppose the project. The proposed towers are wedge shaped to minimize impact on views from the Belaire and to maximize views to the ocean, but this has created a significant wall effect in the massing of the building. The massing is considered to be too great. A reduction in floor area by revising the towers to be more slender would allow for a development that is more appropriate for the neighbourhood. Increasing setbacks would allow for a more functional and inviting linear park/connection to the treed area along the northern boundary of the site, as well as a buffer between the proposed development and the pump station on the City's water utility property.

Staff recommend deferral of the application for the 121-unit residential development pending revisions to reduce the scale of the proposal. However, should Council wish to move the application forward at this time to a public hearing, staff have outlined approval requirements in this report for Council's consideration. Draft copies of the OCP and Zoning Bylaw amendments are attached to this corporate report. The draft Zoning Bylaw amendment is specific to the development proposed by the applicant.

The draft OCP amendment applies to the entire block, and contains a revised Section 3.4.4 that addresses community amenity contributions and the following land use designation changes:

- 1454 Oxford Street (Western Portion) from ‘Multi-Unit (Low Density)’ to ‘Multi-Unit (High Density)’
- 1454 Oxford Street (Eastern Portion) from ‘Multi-Unit (Low Density)’ to ‘Open Space and Recreation Areas’
- 1487 Everall Street (City Site) from ‘Institutional and Utility’ to ‘Open Space and Recreation Areas’
- 14809 Thrift Avenue, 14815 Thrift Avenue, and 1434 Oxford Street from ‘Multi-Unit (Low Density)’ to ‘Multi-Unit (Medium Density)’
- 14825 and 14835 Thrift Avenue from ‘Multi-Unit (Low Density)’ to ‘Multi-Unit (High Density)’
- 1444 Oxford Street (the City’s water utility property) from ‘Multi-Unit (Low Density)’ to ‘Institutional and Utility.’

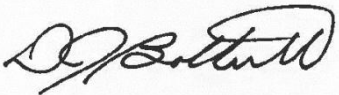
Respectfully submitted,



Karen Cooper, MCIP, RPP
Director of Planning and Development Services

Comments from the Chief Administrative Officer:

I concur with the recommendations of this corporate report.



Dan Bottrill
Chief Administrative Officer

Appendix A: Location and Ortho Photo Maps
Appendix B: Draft OCP Amendment Bylaw No. 2123
Appendix C: Draft Zoning Amendment Bylaw No. 2056
Appendix D: Site Plan, Floor Plans, Elevations, Landscape Plans, and Renderings
Appendix E: Public Information Meeting Attendance Sheets and Public Feedback
Appendix F: Pamphlet Provided with Petition Opposed to Application

Note:

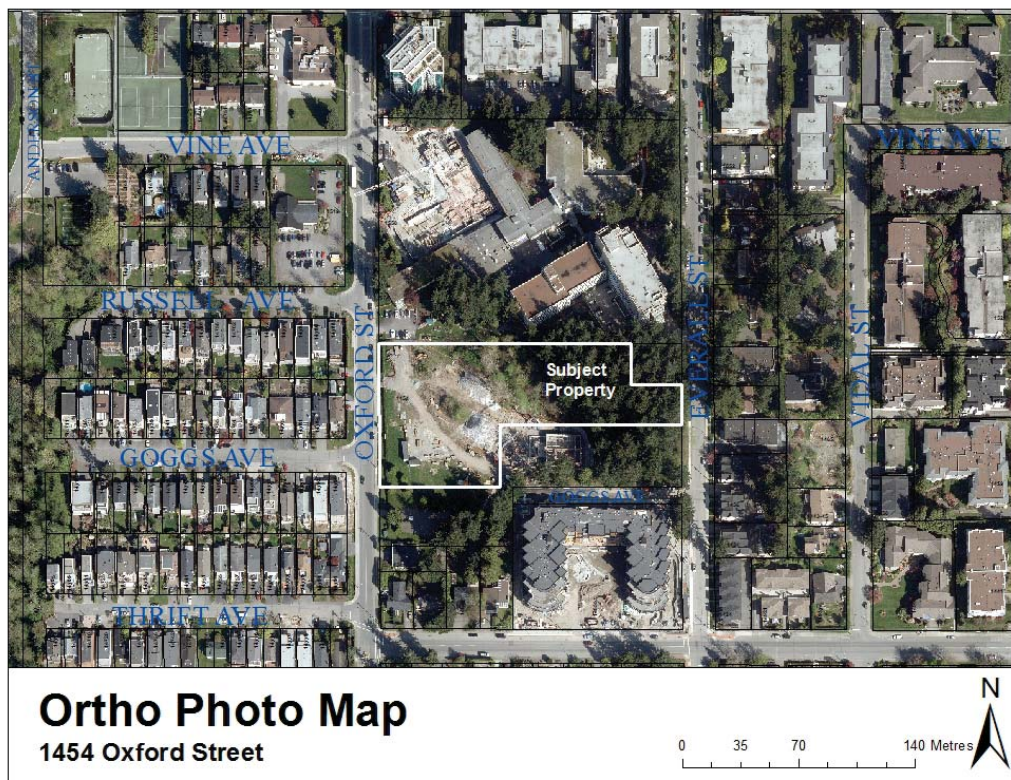
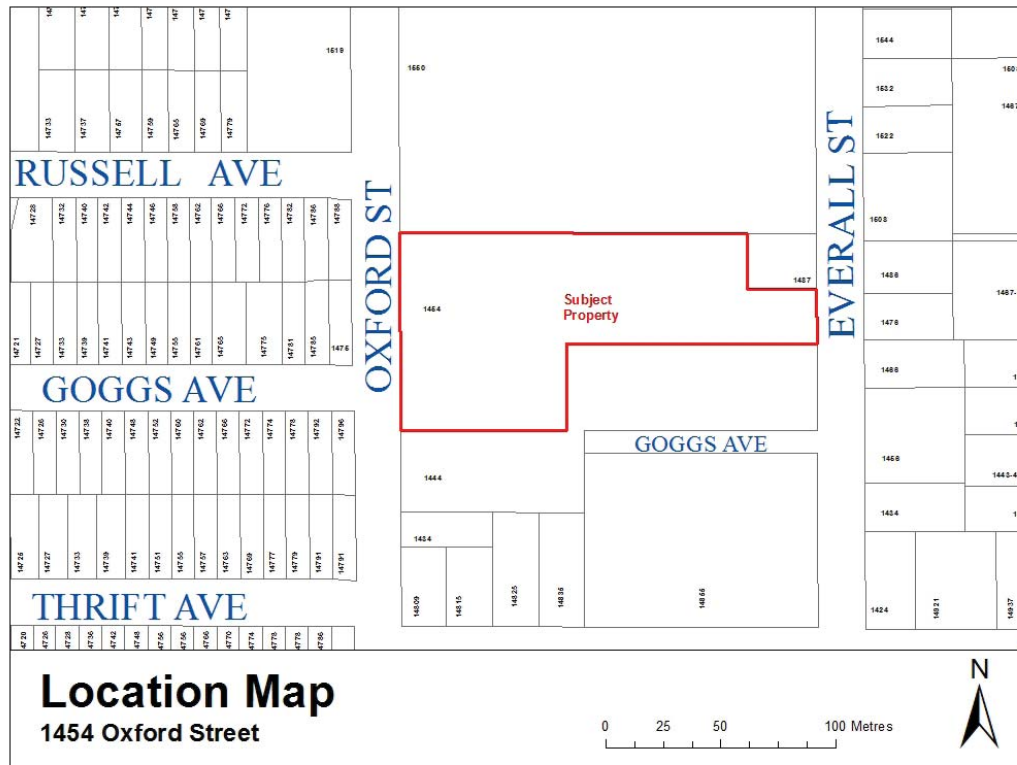
The Corporate Report has been included for reference purposes only.

Included in this package is:

- Appendix A and D only.
 - For the full report please see the November 23, 2015 Land Use and Planning Agenda Package.
- If you have questions, please contact the Clerks' Office at clerksoffice@whiterockcity.ca

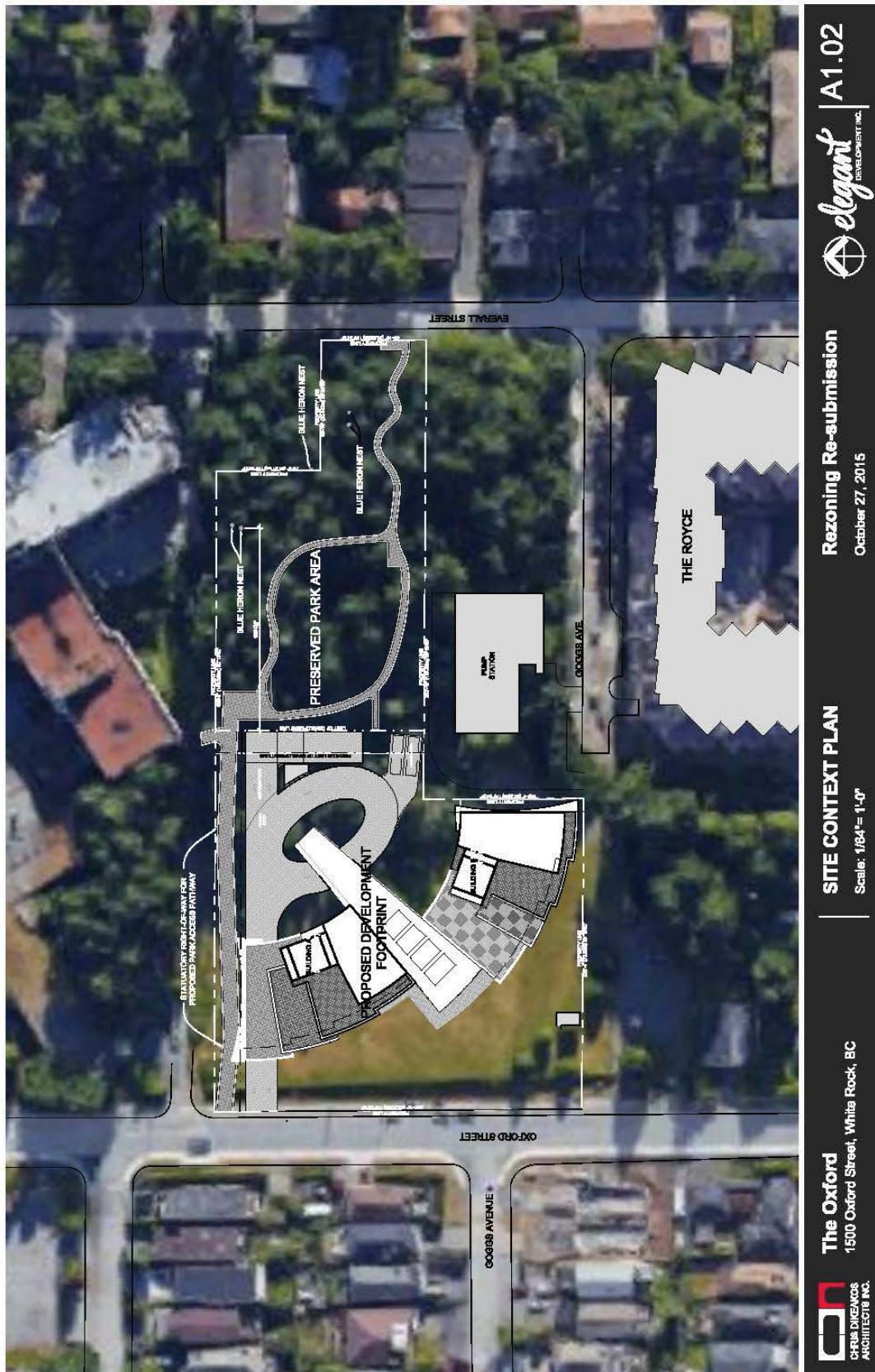
APPENDIX A

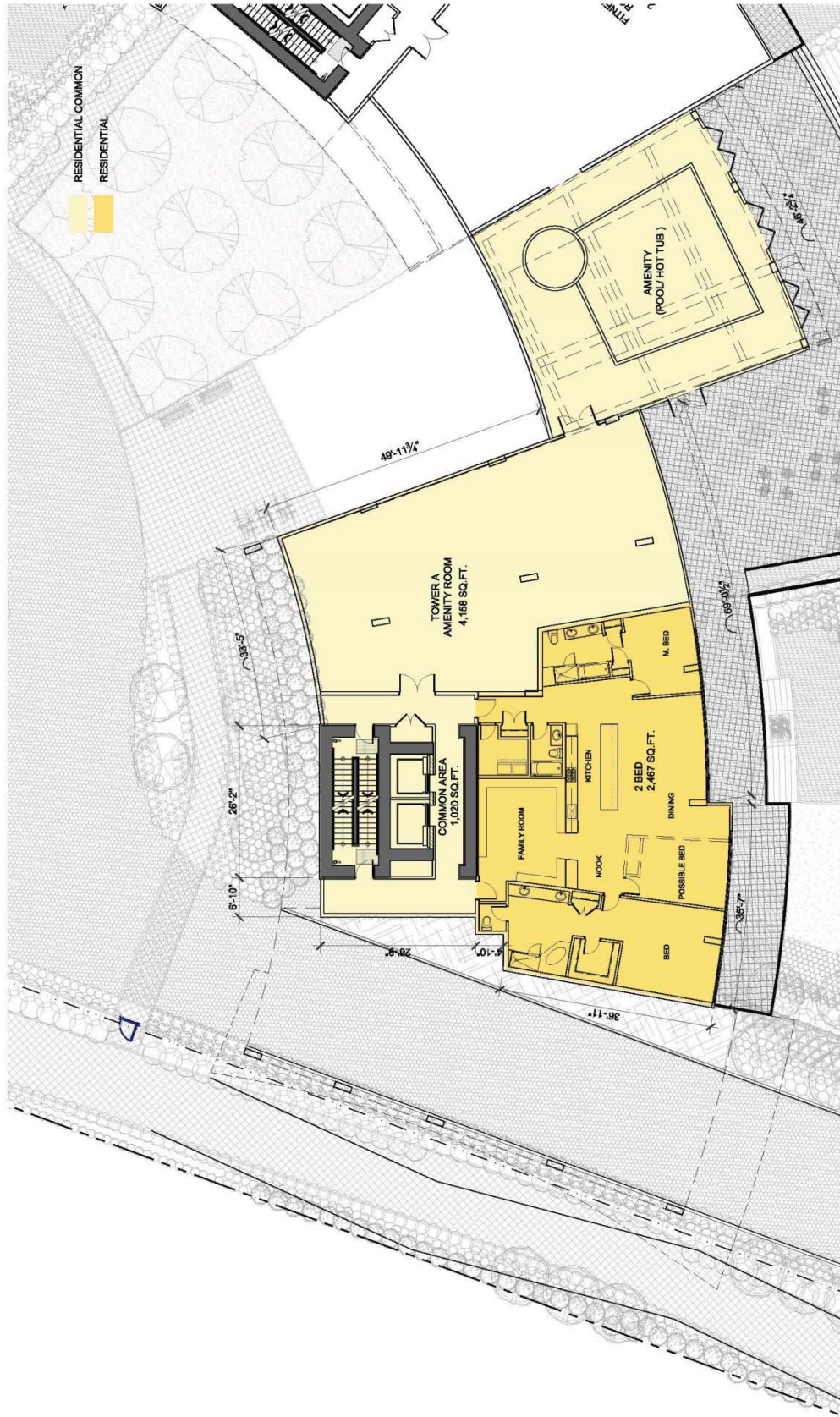
Location and Ortho Photo Maps



APPENDIX D

Site Plan, Floor Plans, Elevations, Landscape Plans, and Renderings





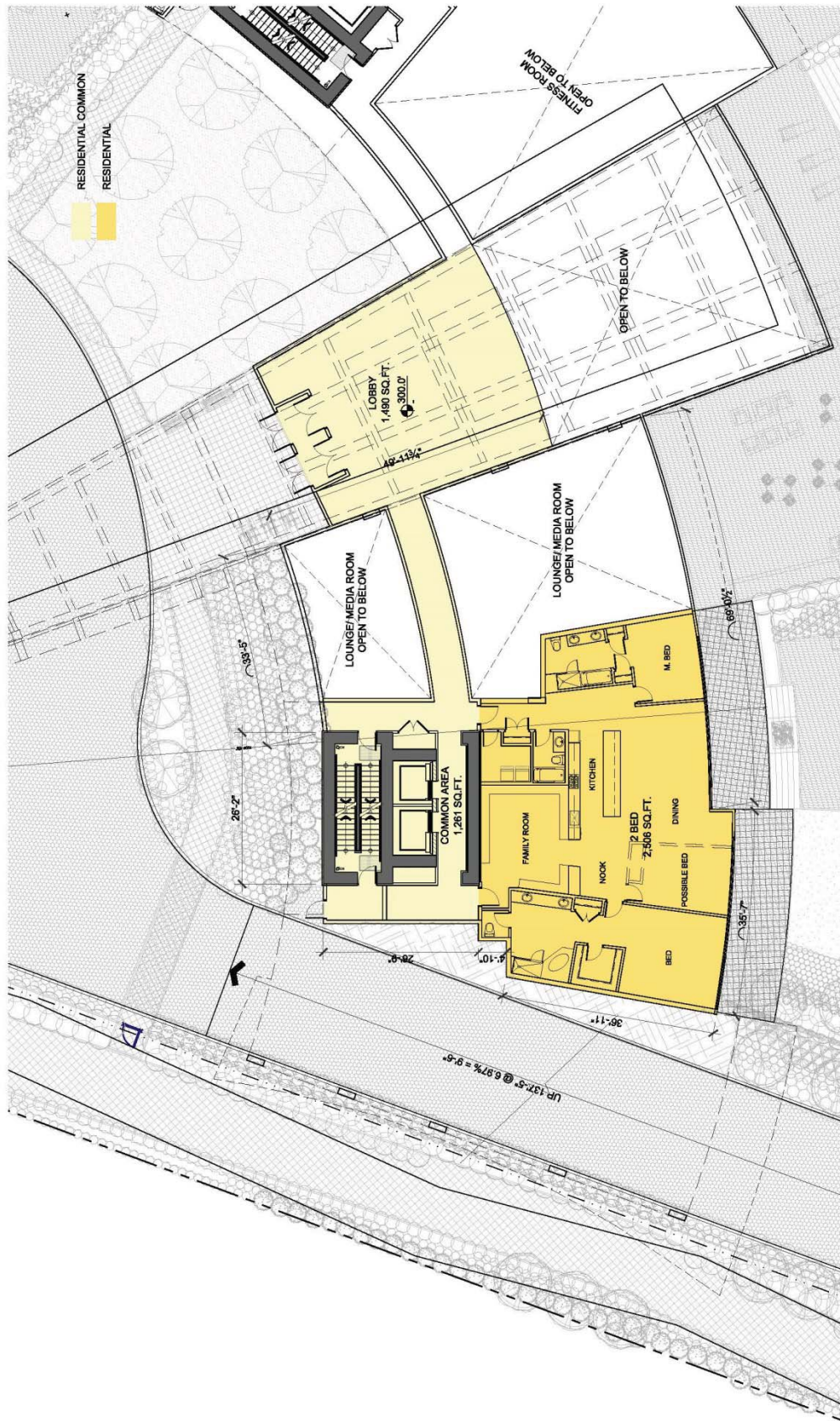
The Oxford
1500 Oxford Street, White Rock, BC
CHRIS DIKEAKOS
ARCHITECTS INC.

L1 FLOOR PLAN - TOWER A
Scale: 1/16" = 1'-0"

Rezoning Re-submission
October 27, 2015

elegant
DEVELOPMENT INC.

A2.04

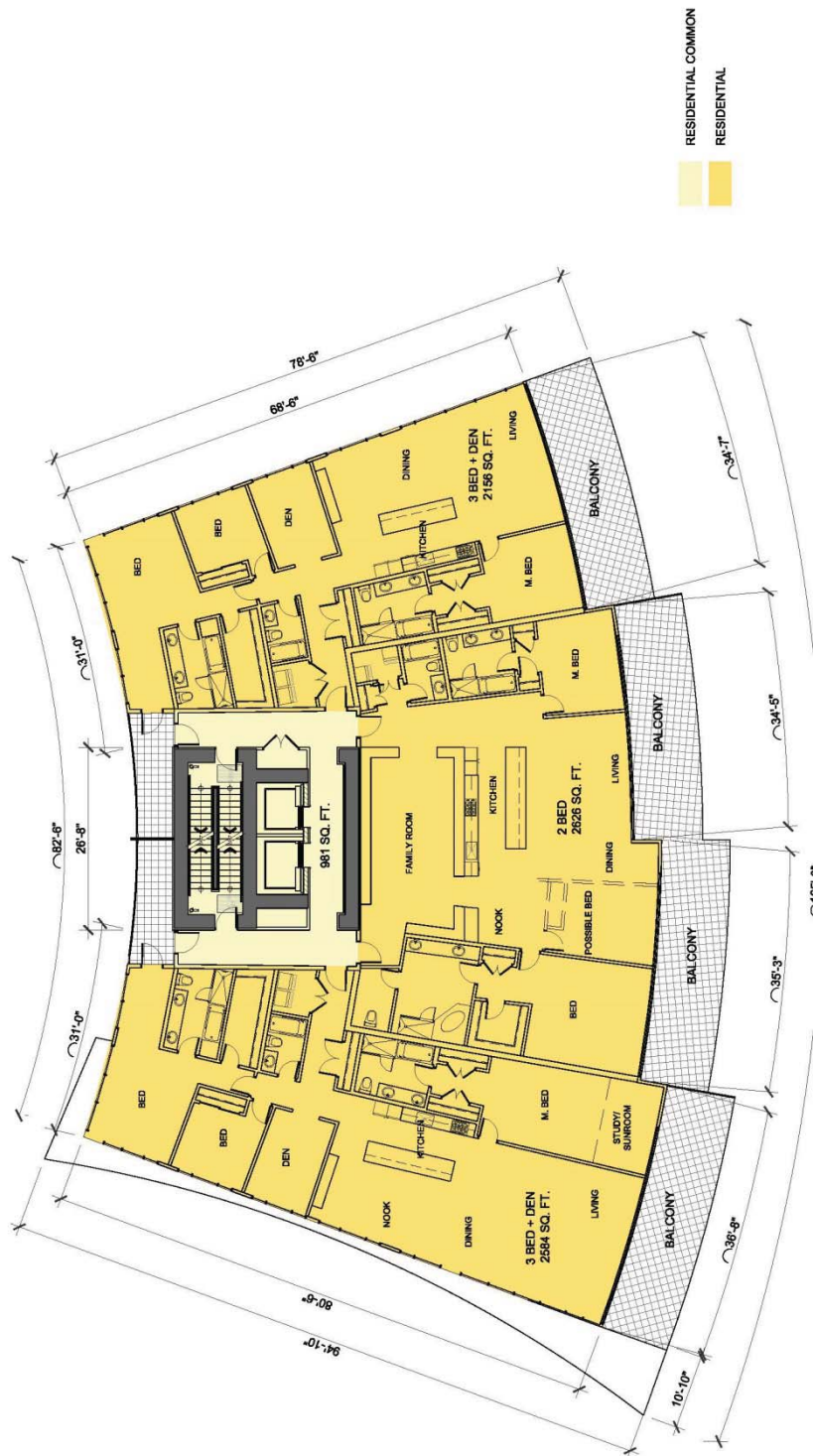


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1500 Oxford Street, White Rock, BC

L2 FLOOR PLAN - TOWER A
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Rezoning Re-submission
October 27, 2015

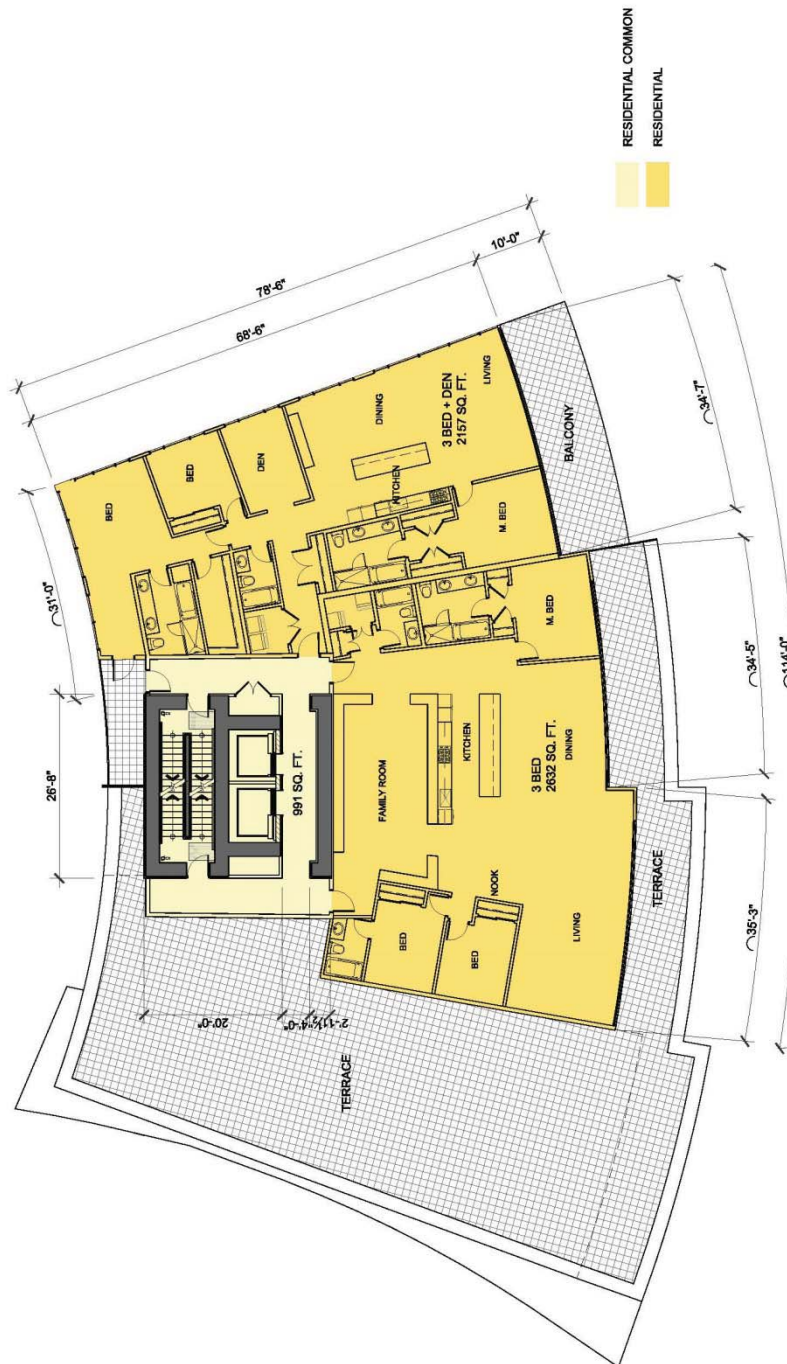
elegant | A2.05
DEVELOPMENT INC.



The Oxford
1500 Oxford Street, White Rock, BC

FLOOR PLAN L6 TO L18 - TOWER A Rezoning Re-submission
Scale: 1/16" = 1'-0"
October 27, 2015

elegant DEVELOPMENT INC. | **A2.07**



The Oxford
1500 Oxford Street, White Rock, BC

L19 FLOOR PLAN - TOWER A

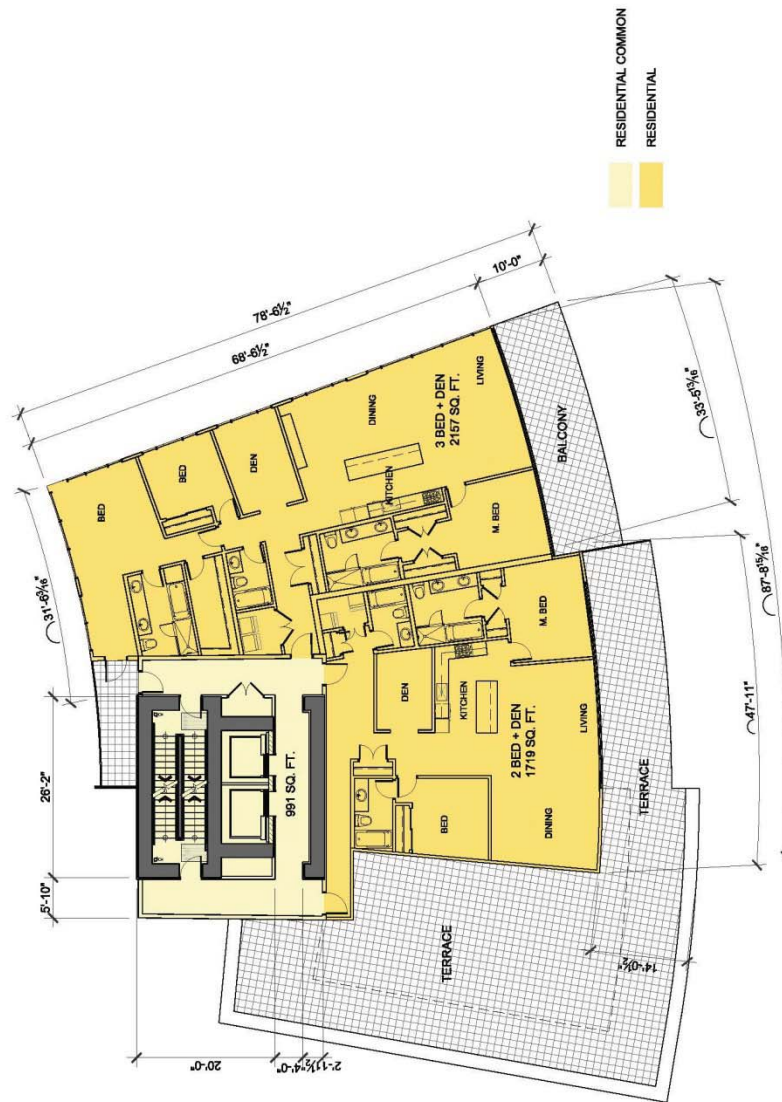
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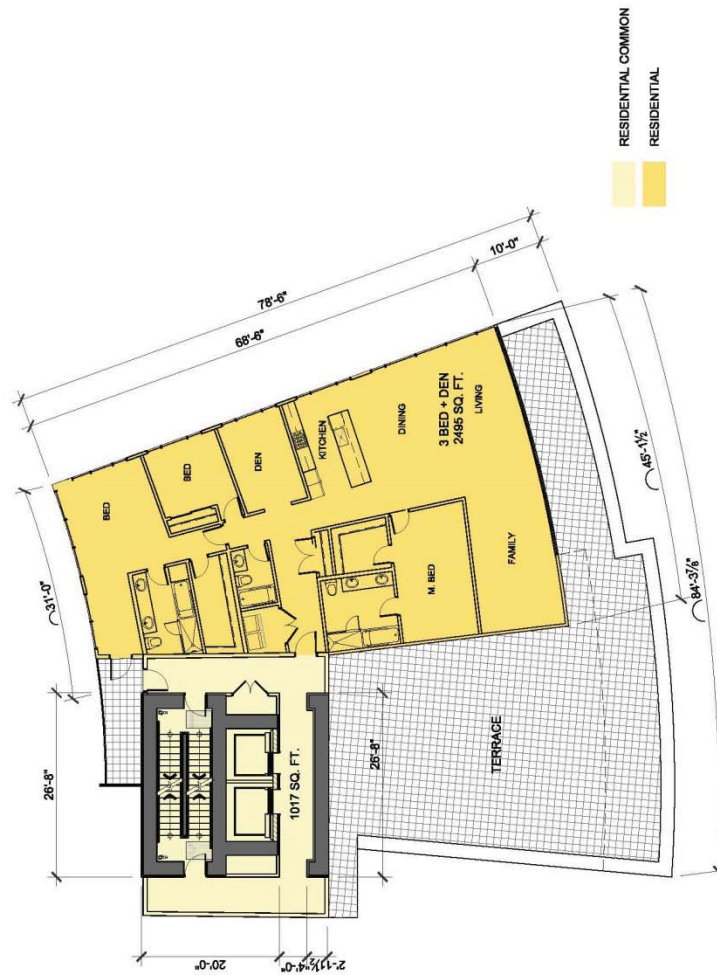
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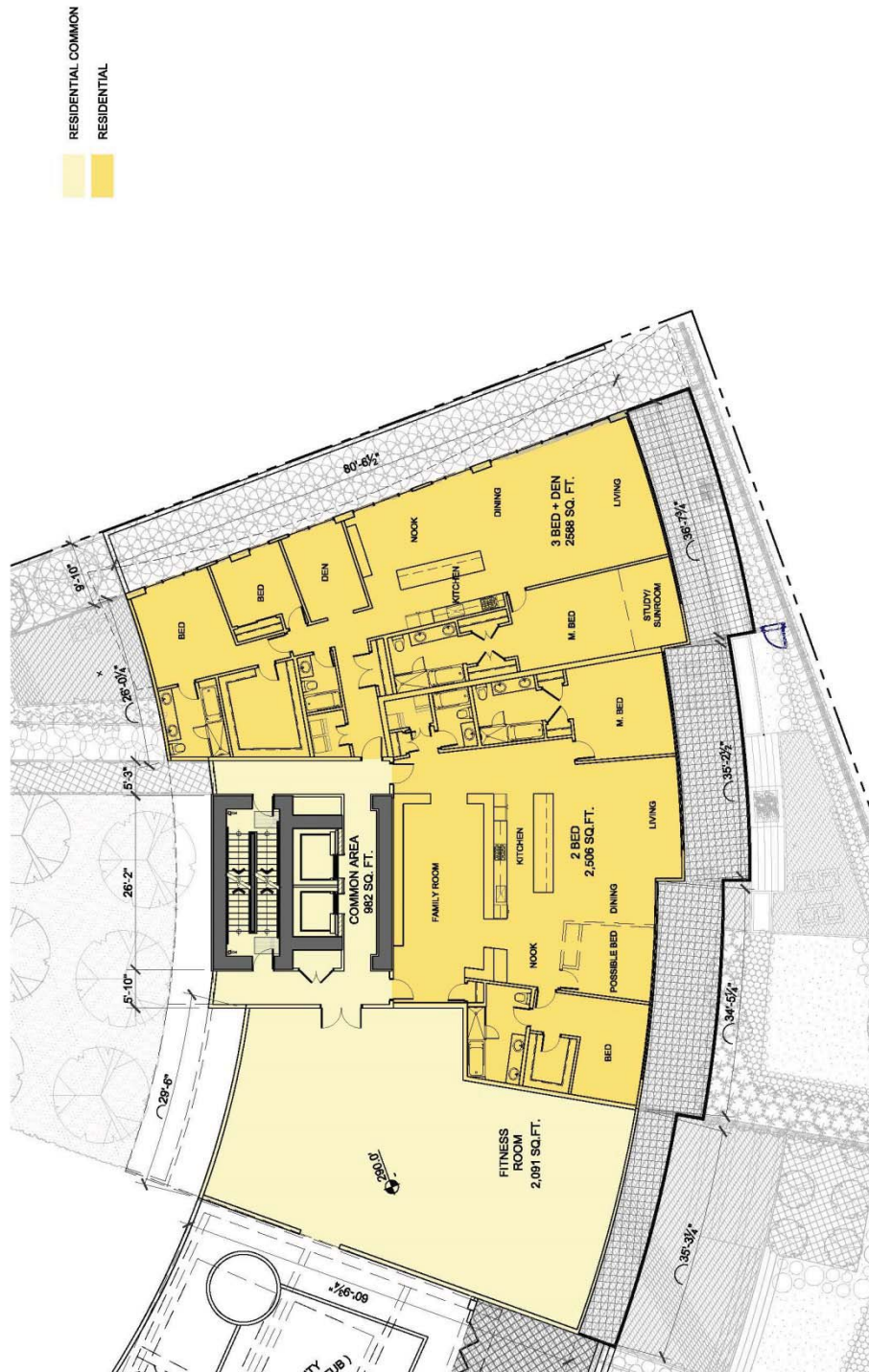
October 27, 2015

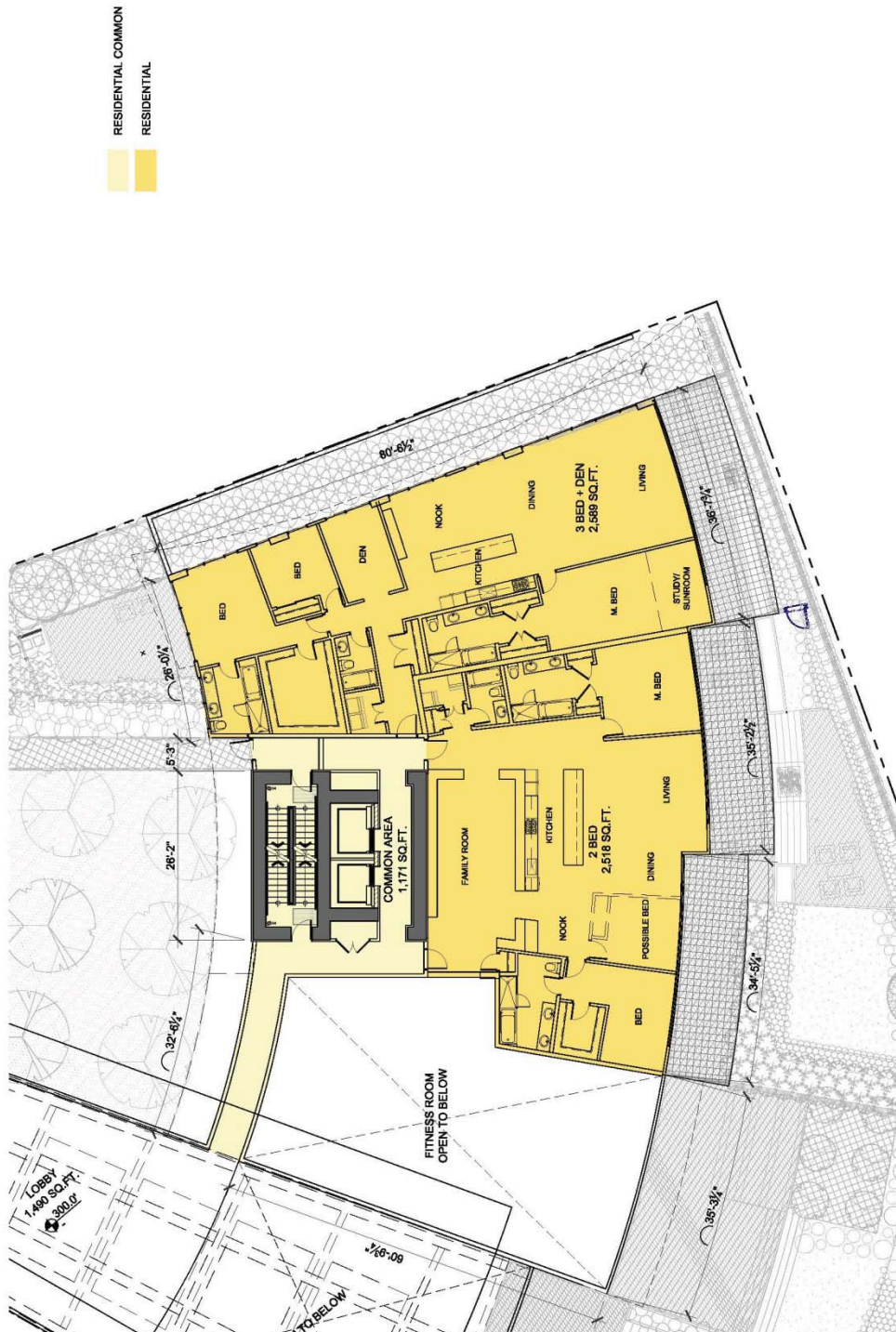


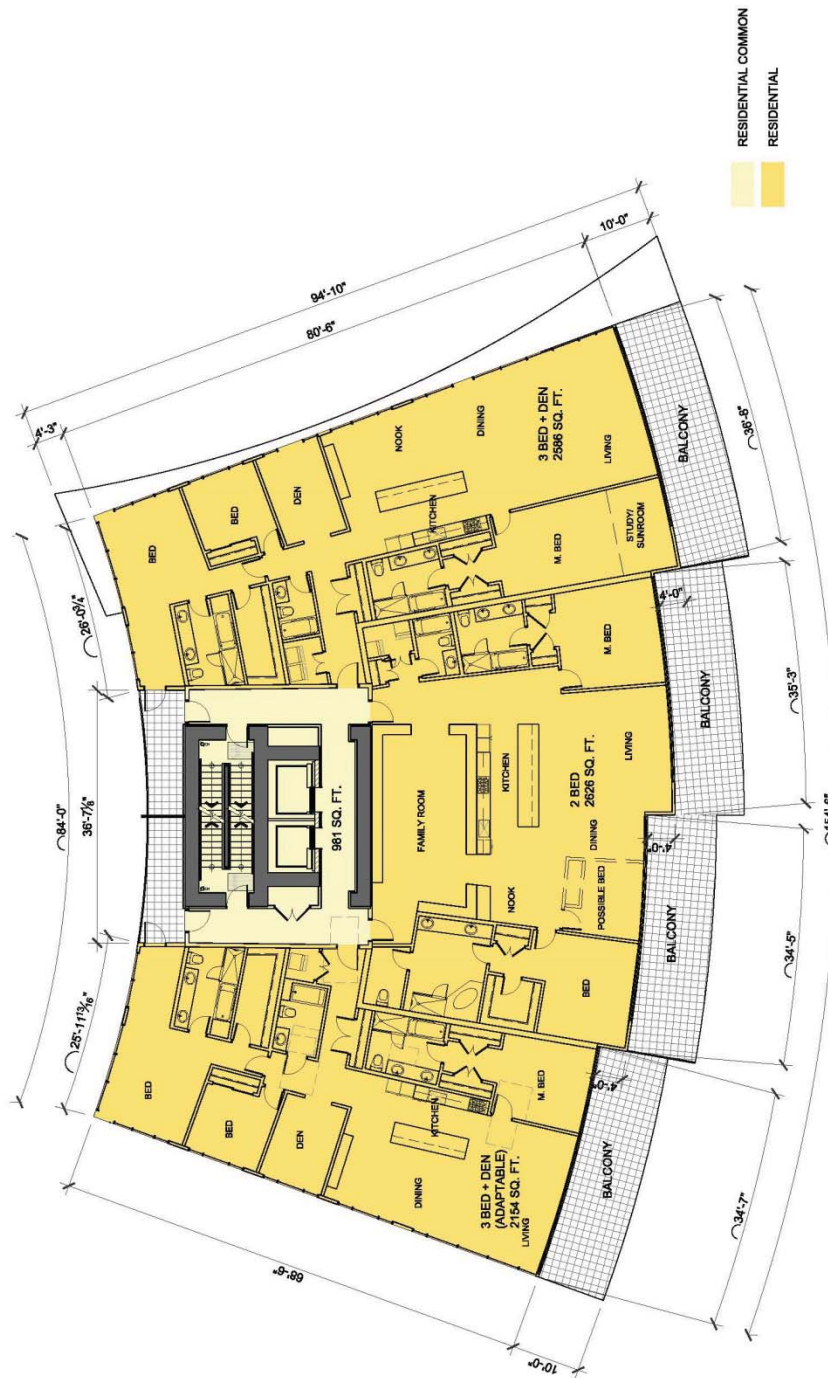
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The Oxford
1500 Oxford Street, White Rock, BC

FLOOR PLAN L3 TO L6 - TOWER B

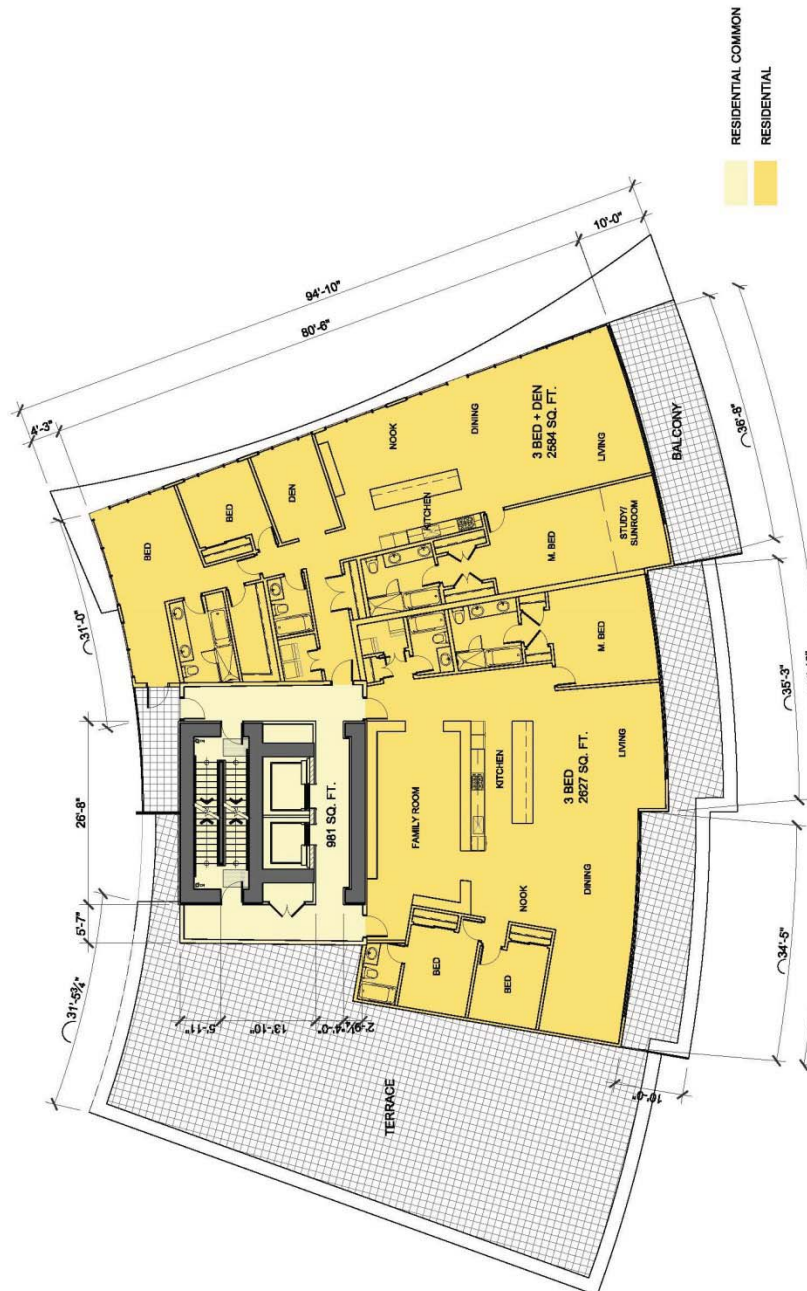
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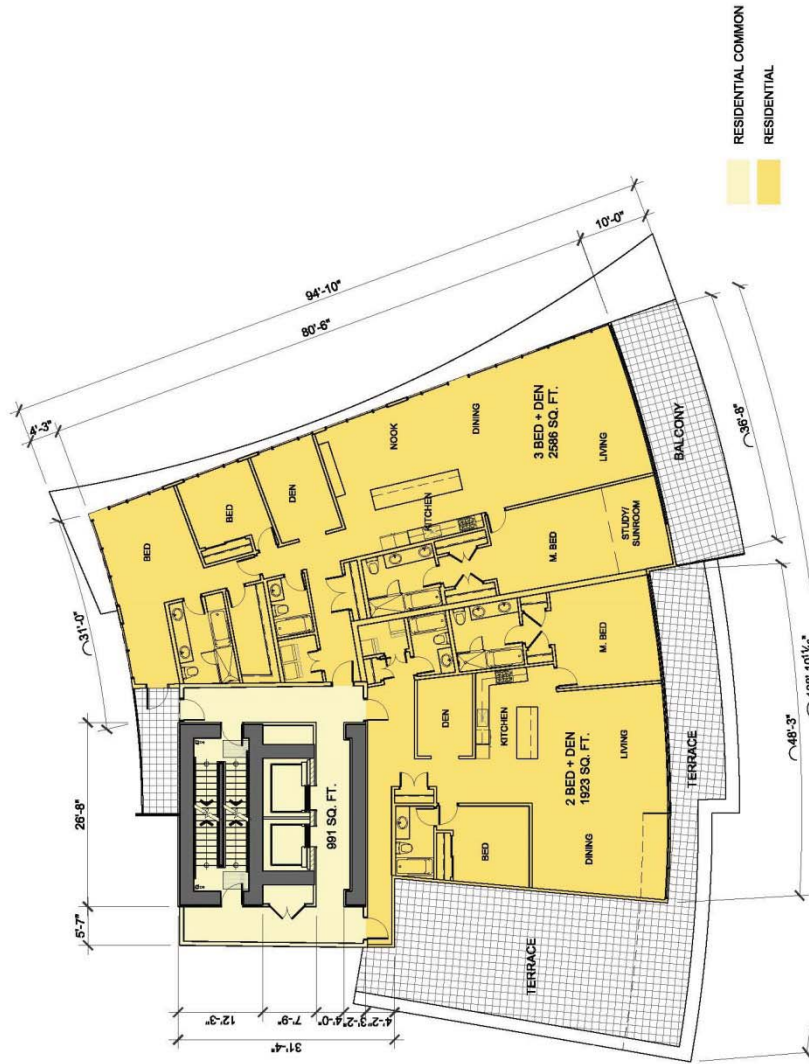
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October 27, 2015



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DEVELOPMENT INC.

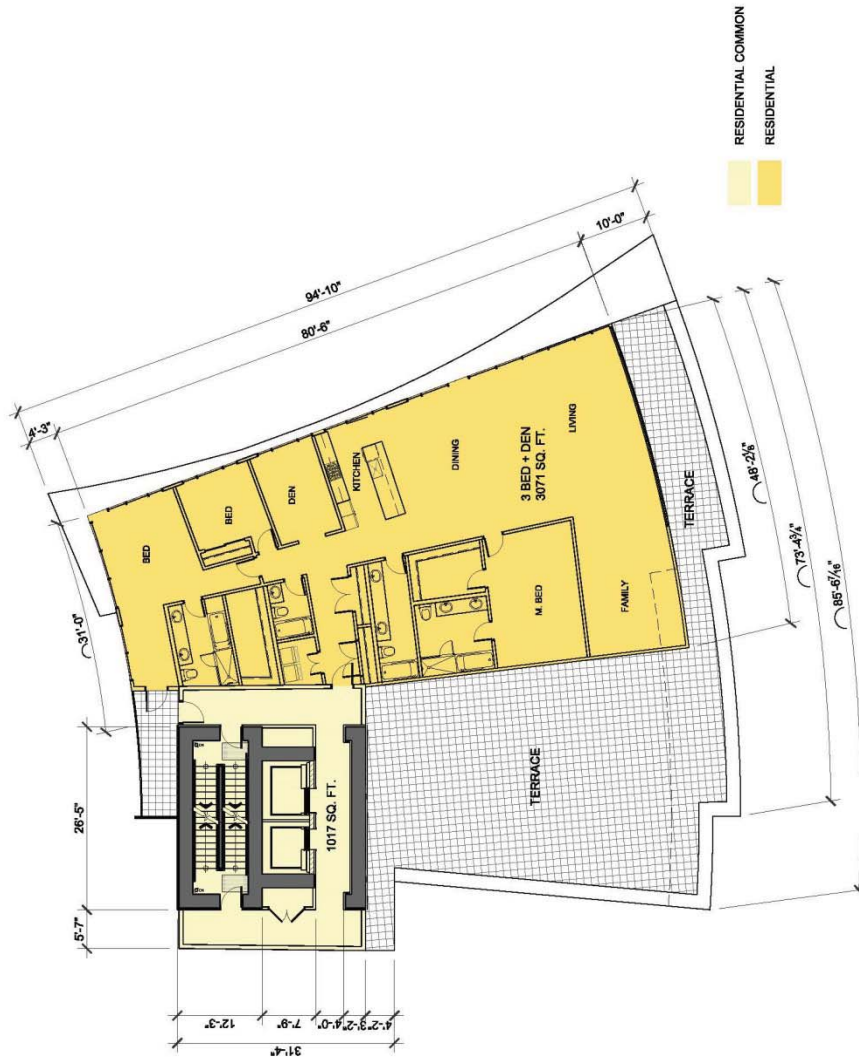
Rezoning Re-submission
October 27, 2015

L23 FLOOR PLAN - TOWER B
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The Oxford
1500 Oxford Street, White Rock, BC

CDN
CHRIS DIKEAKOS
ARCHITECTS INC.

A2.16



The Oxford
1500 Oxford Street, White Rock, BC
CHRIS DIKEAKOS
ARCHITECTS INC.

L24 FLOOR PLAN - TOWER B

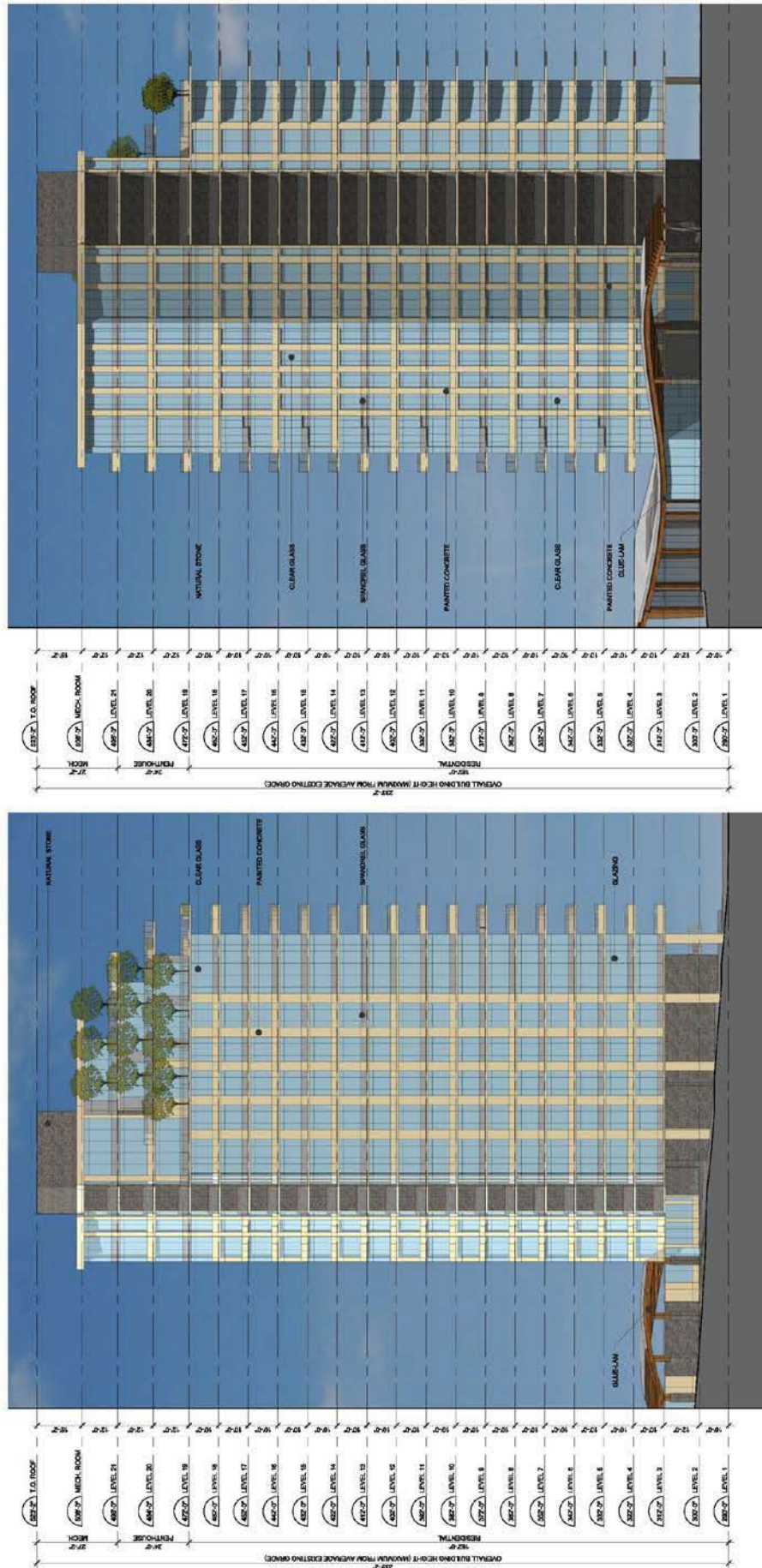
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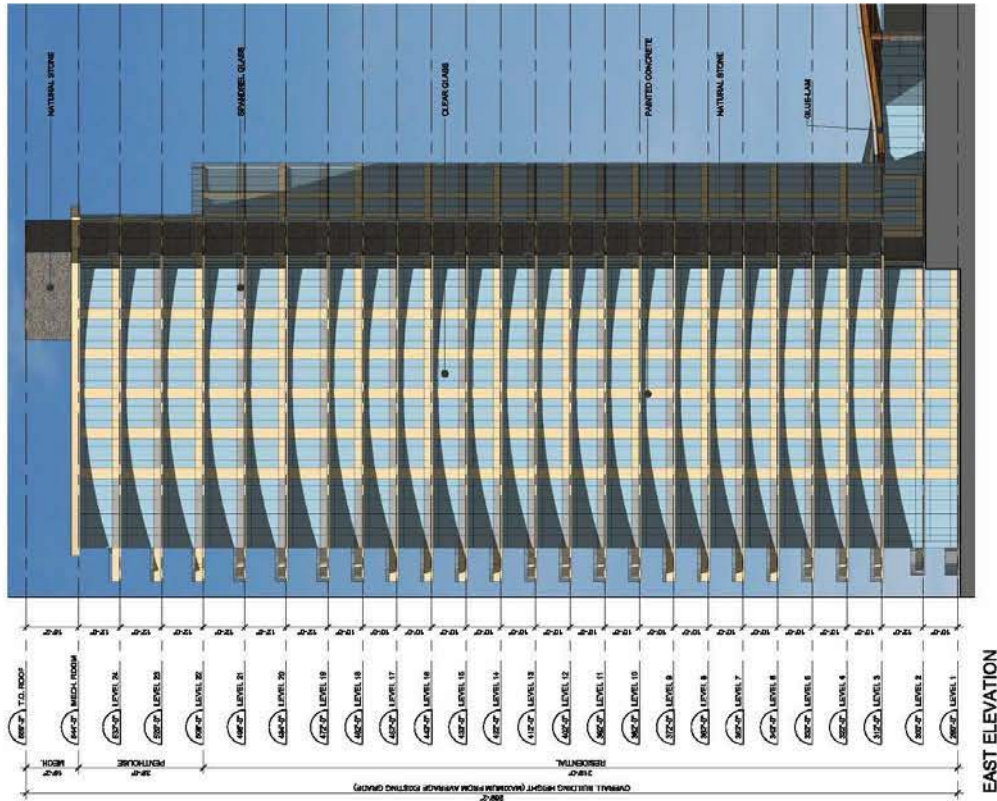
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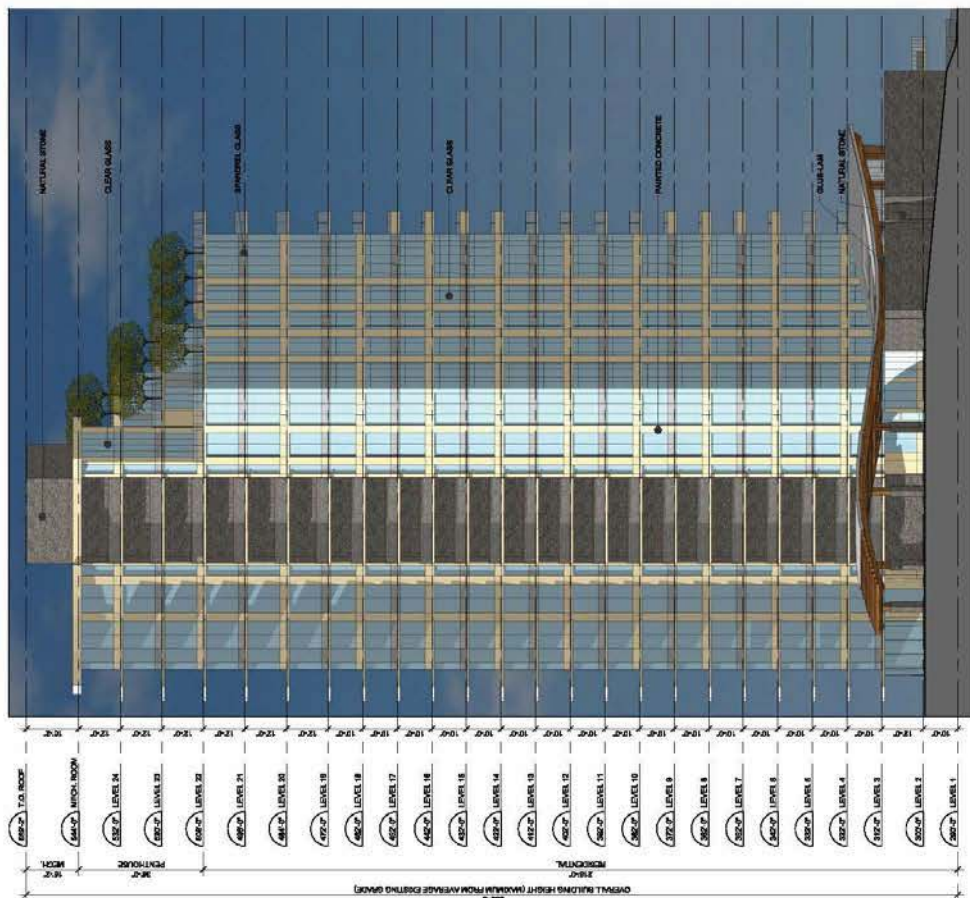
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development inc.
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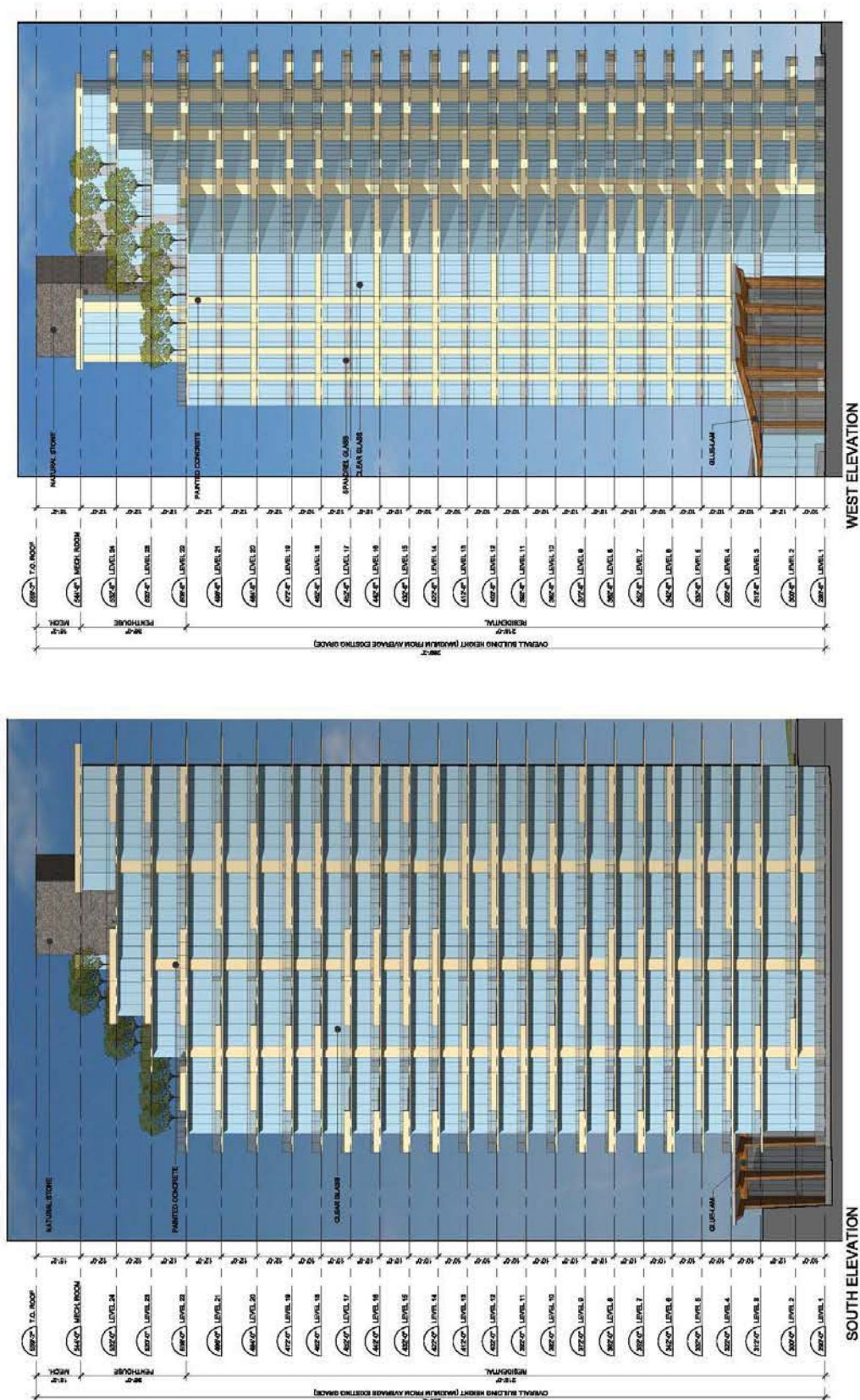


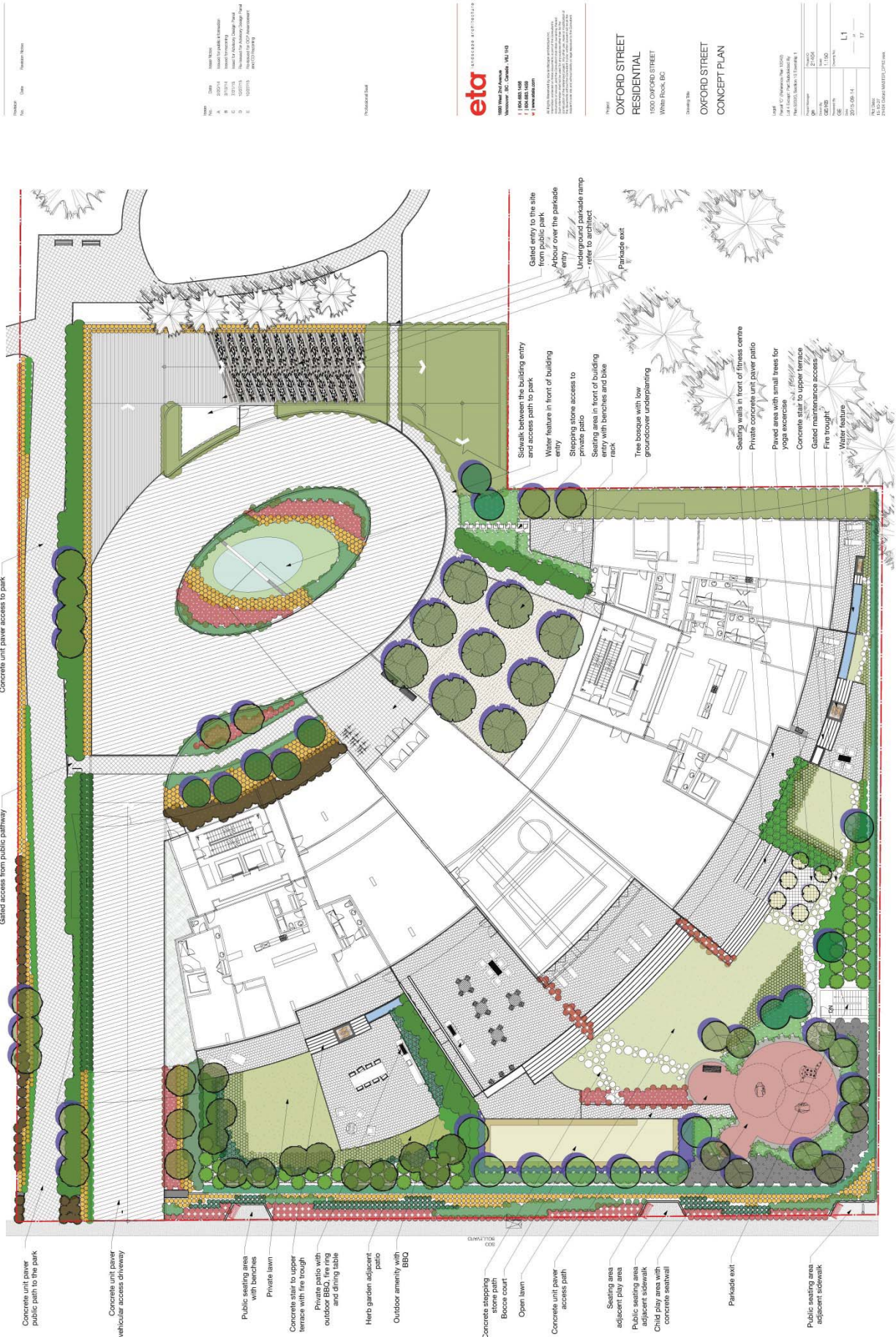


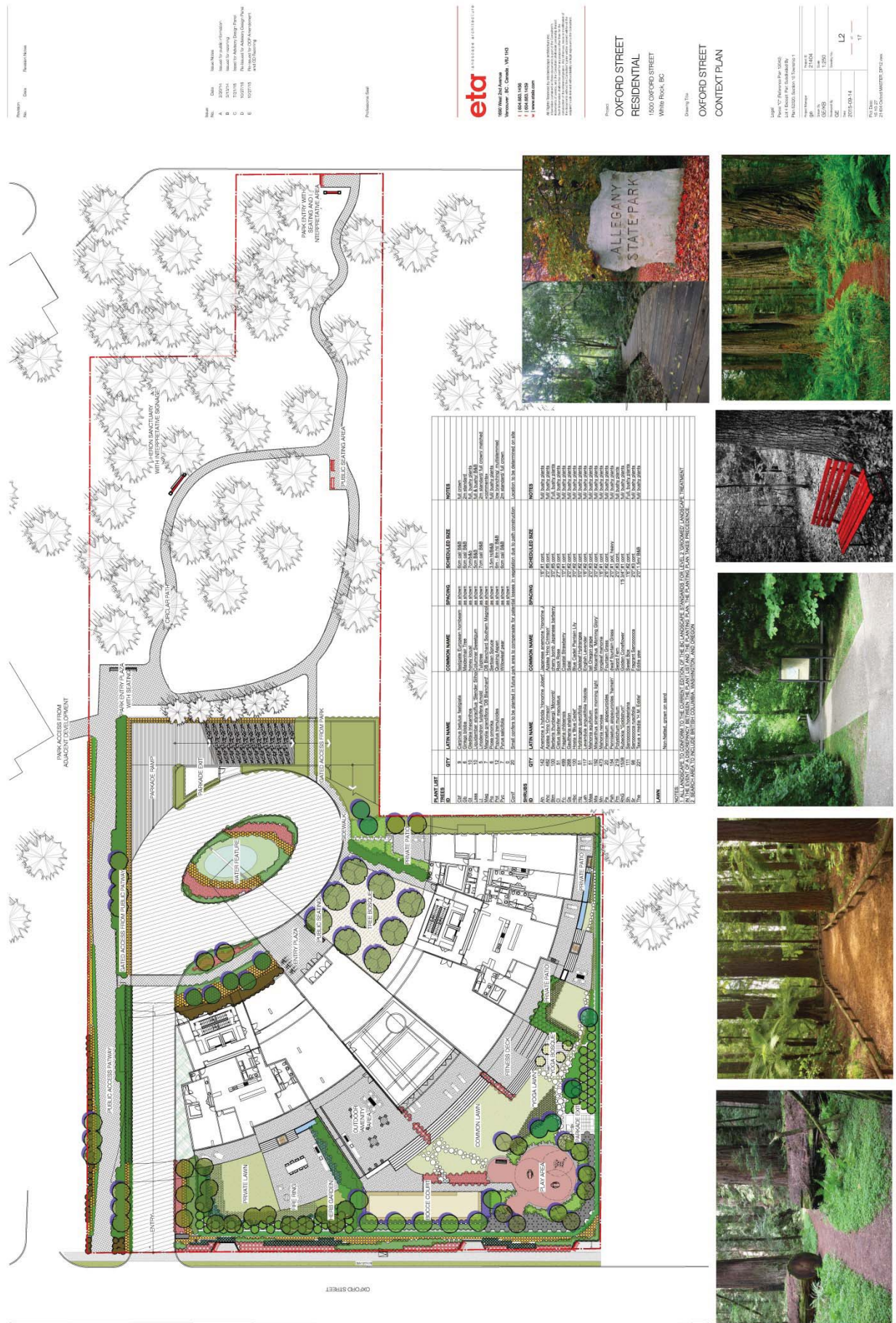
EAST ELEVATION



NORTH ELEVATION







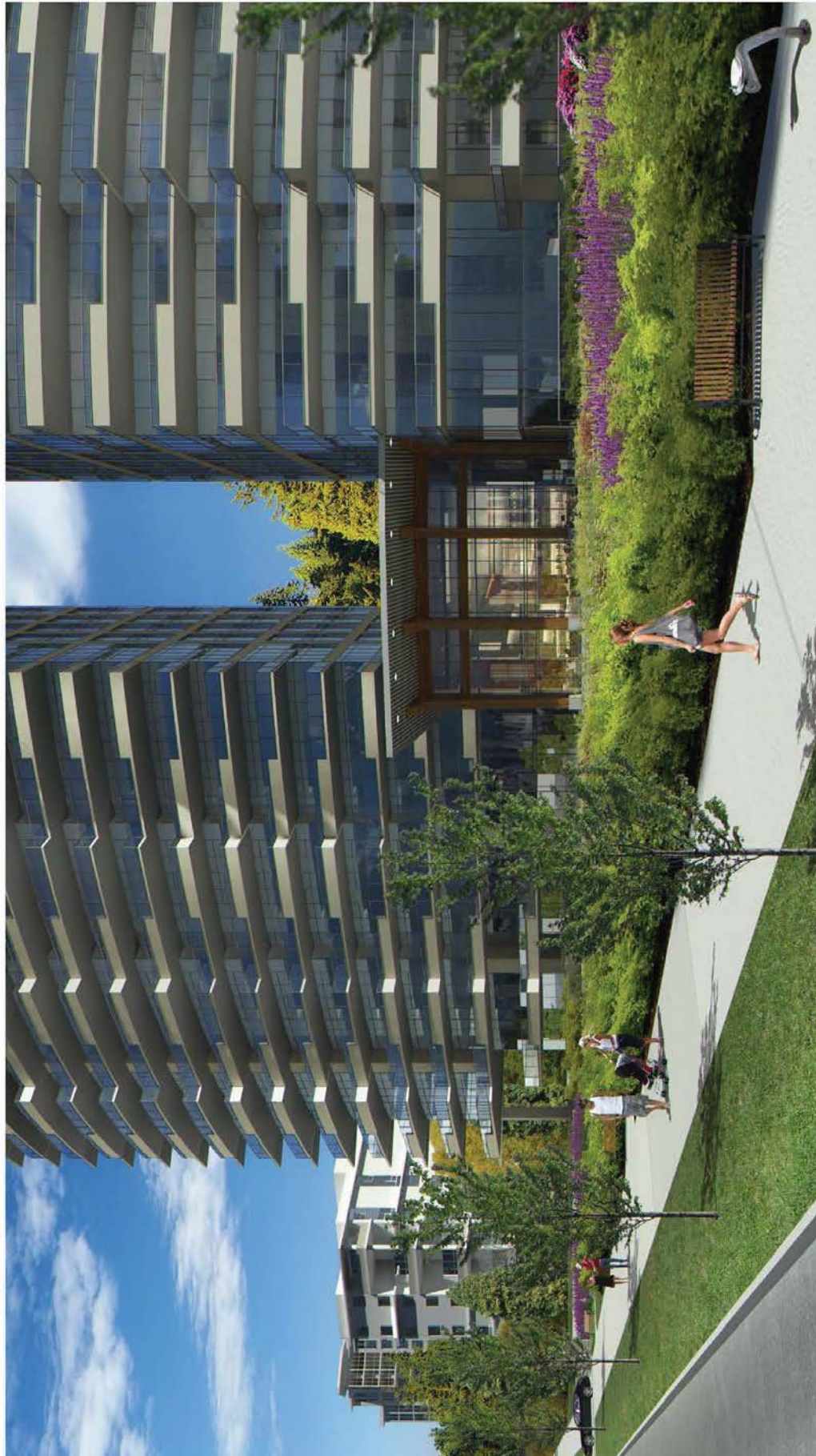


The Oxford
1500 Oxford Street, White Rock, BC

AERIAL VIEW LOOKING NORTHEAST Rezoning Re-submission
Scale: N.T.S.

October 27, 2015

elegant DEVELOPMENT INC. | **A5.00**

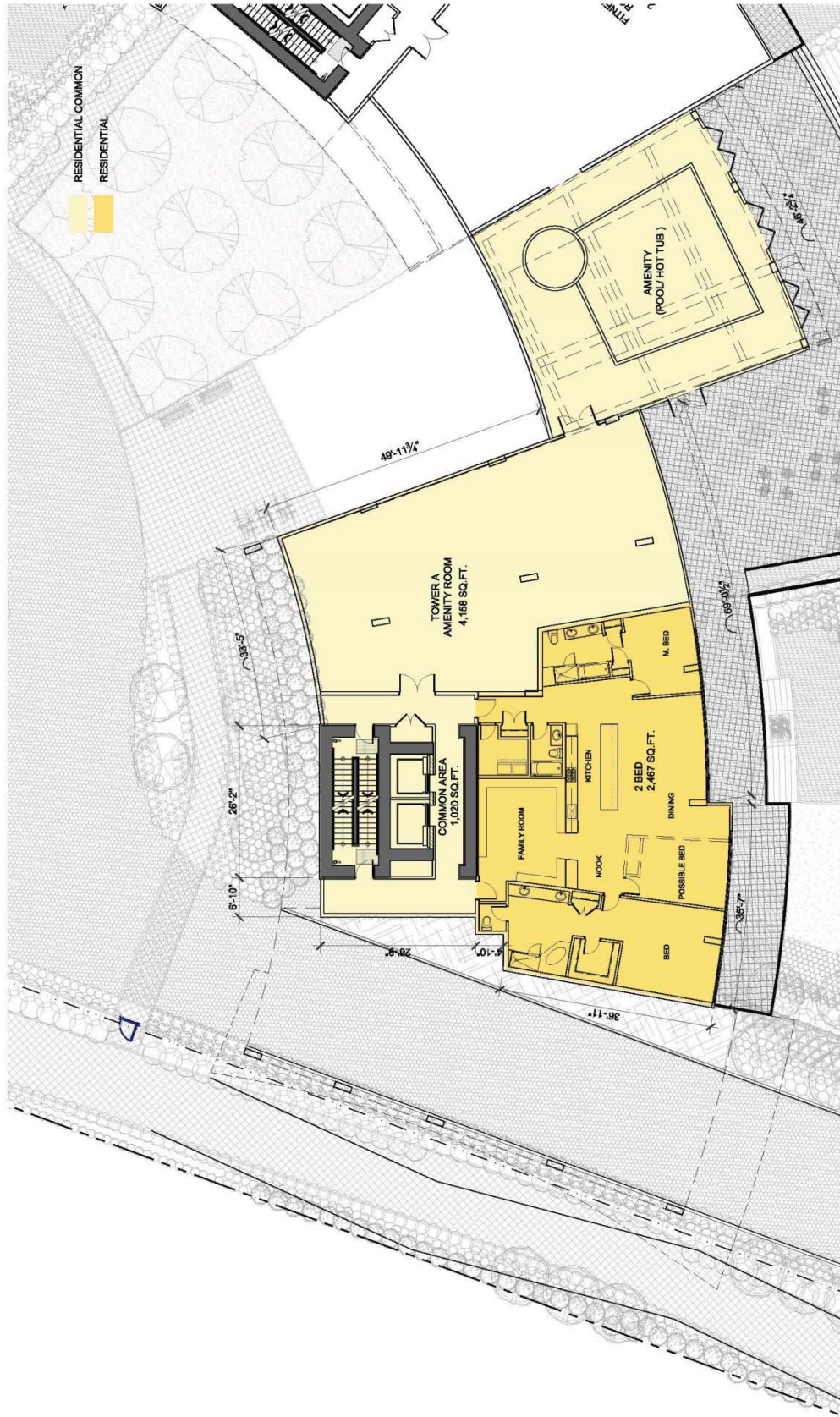


The Oxford
1500 Oxford Street, White Rock, BC

**STREETVIEW ALONG OXFORD ST.
LOOKING NORTH**
Scale: N.T.S.

Rezoning Re-submission
October 27, 2015

elegant
DEVELOPMENT INC. | **A5.01**

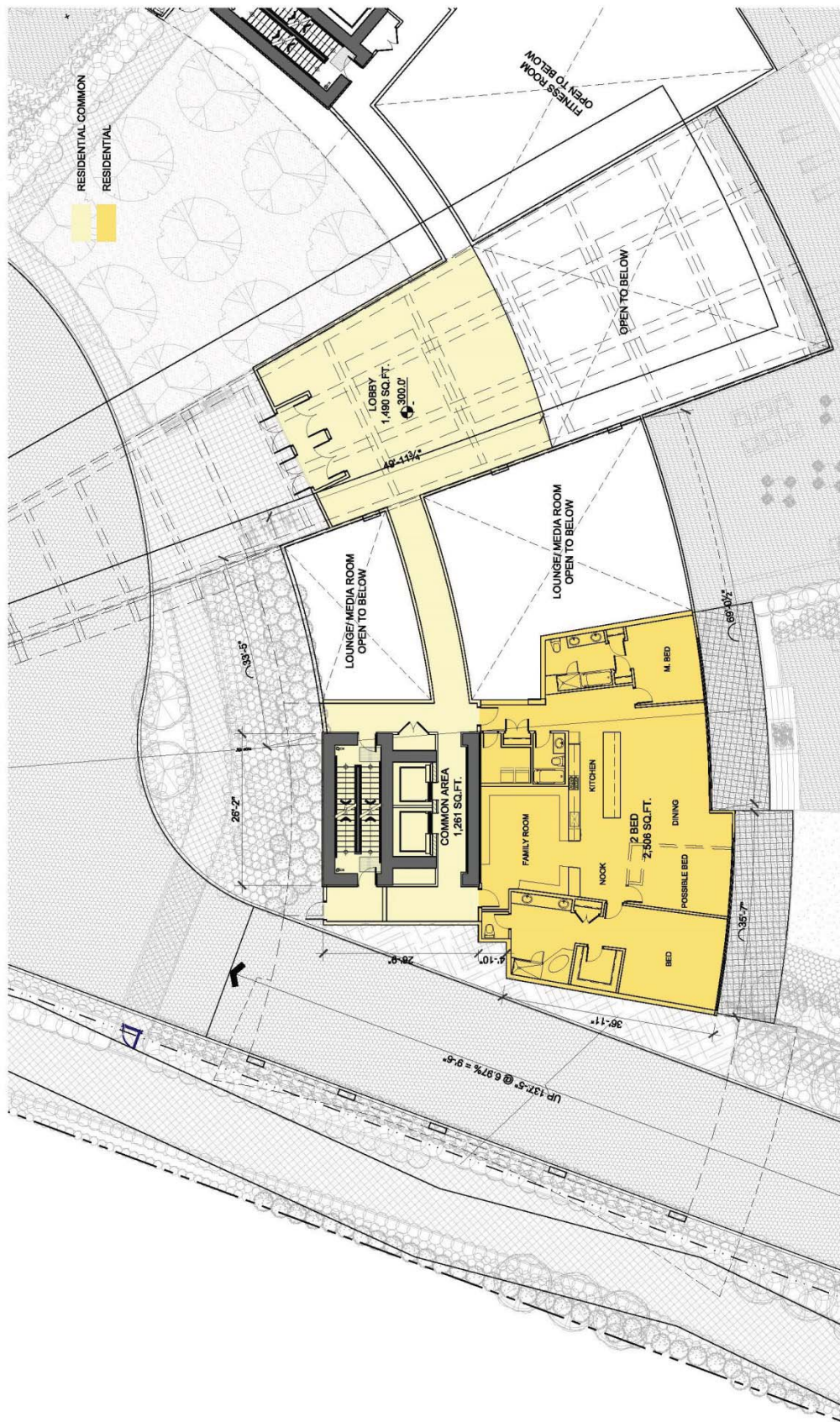


The Oxford
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CHRIS DIKEAKOS
ARCHITECTS INC.

L1 FLOOR PLAN - TOWER A
Scale: 1/16" = 1'-0"

Rezoning Re-submission
October 27, 2015

A2.04



CHRIS DIKEAKOS
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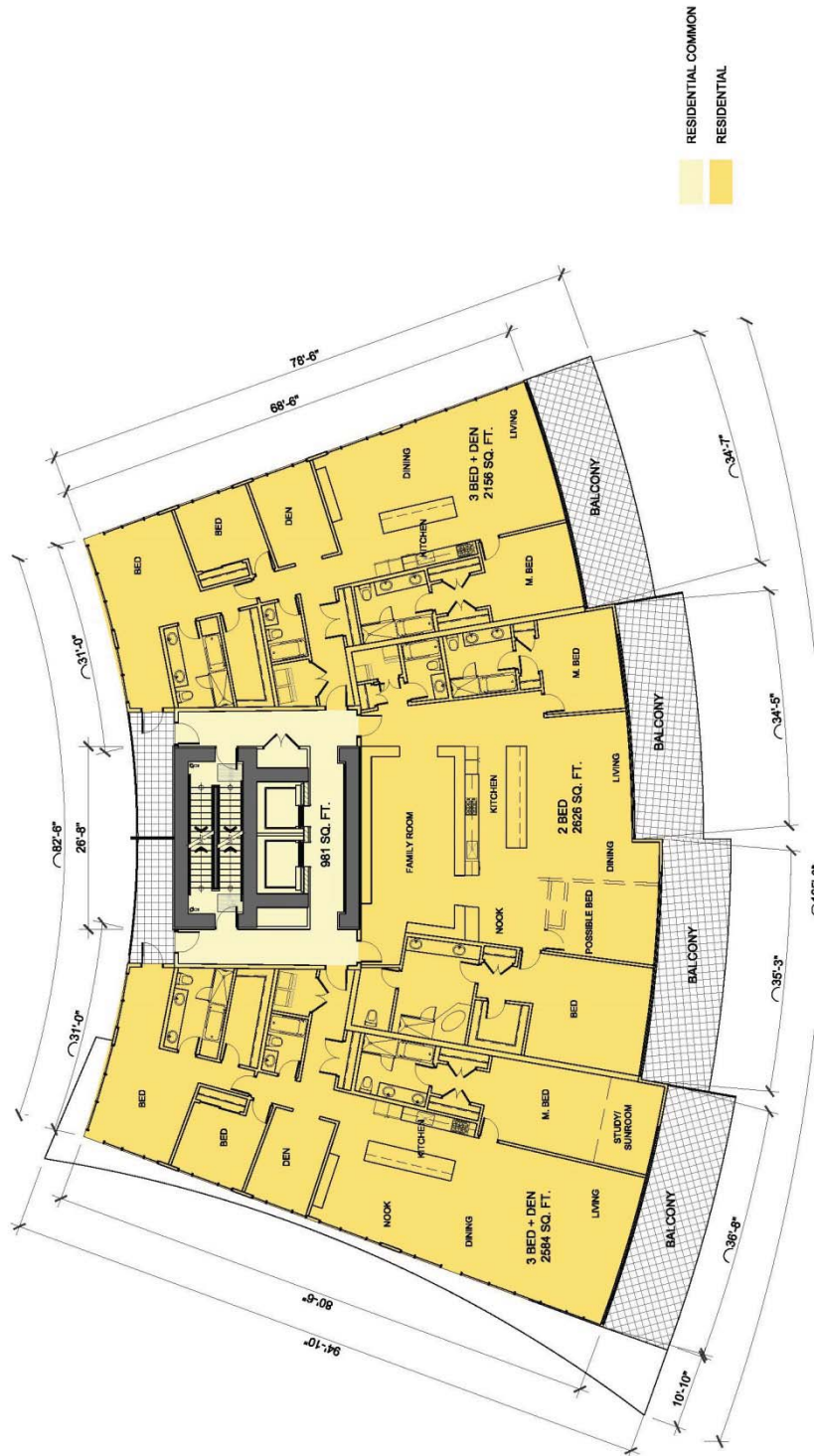
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Rezoning Re-submission
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Elegant
DEVELOPMENT INC.

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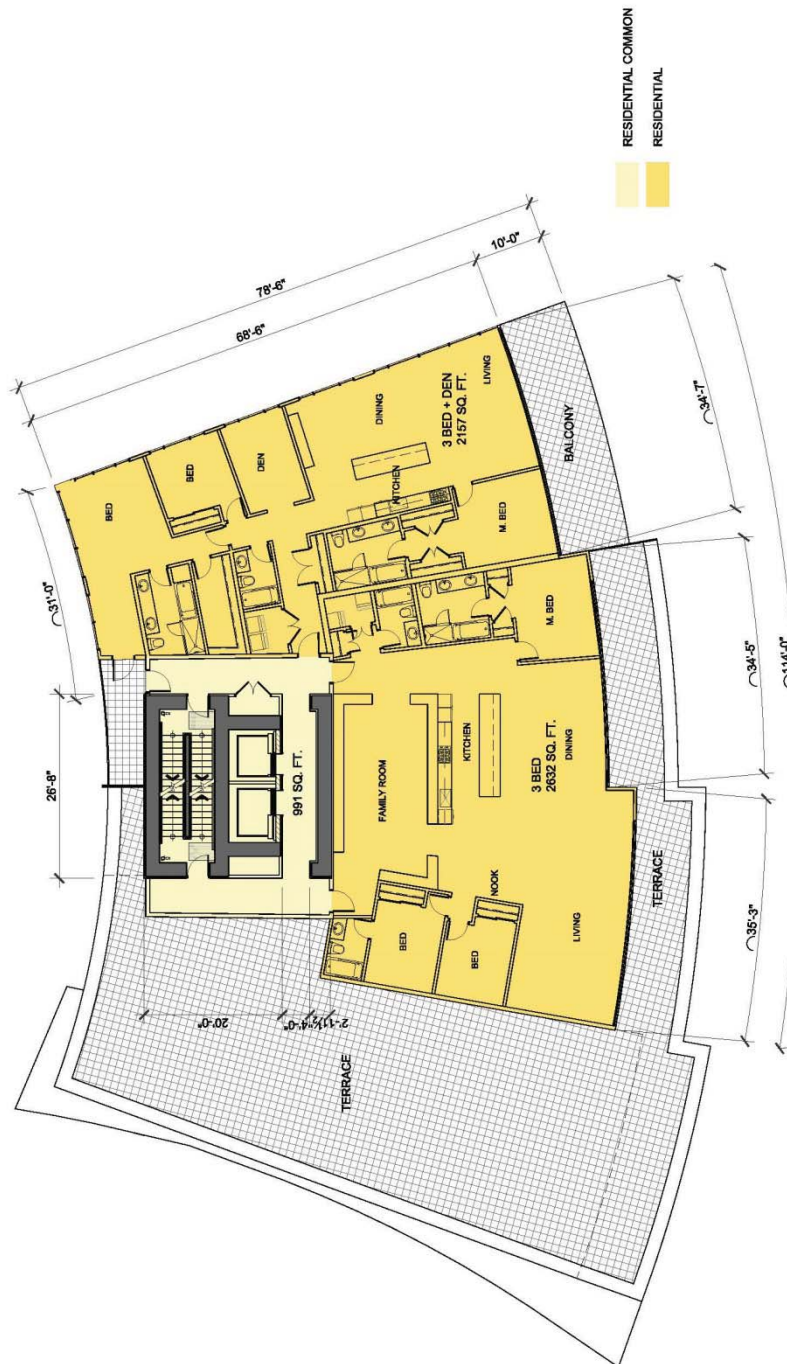


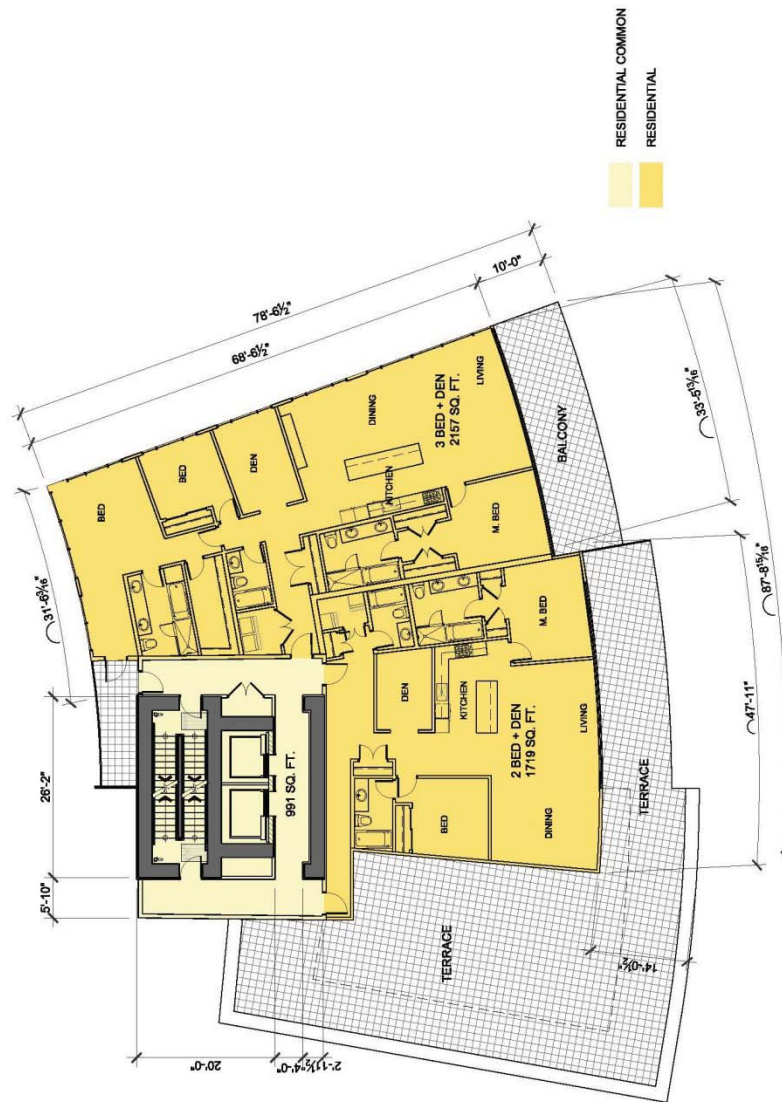
FLOOR PLAN L6 TO L18 - TOWER A Rezoning Re-submission
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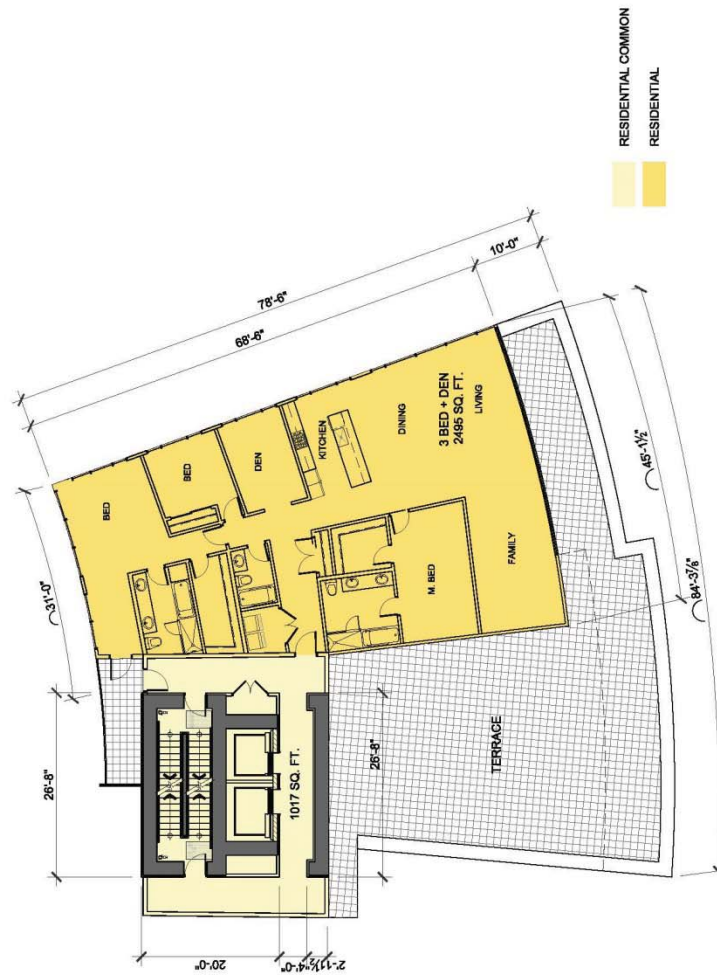
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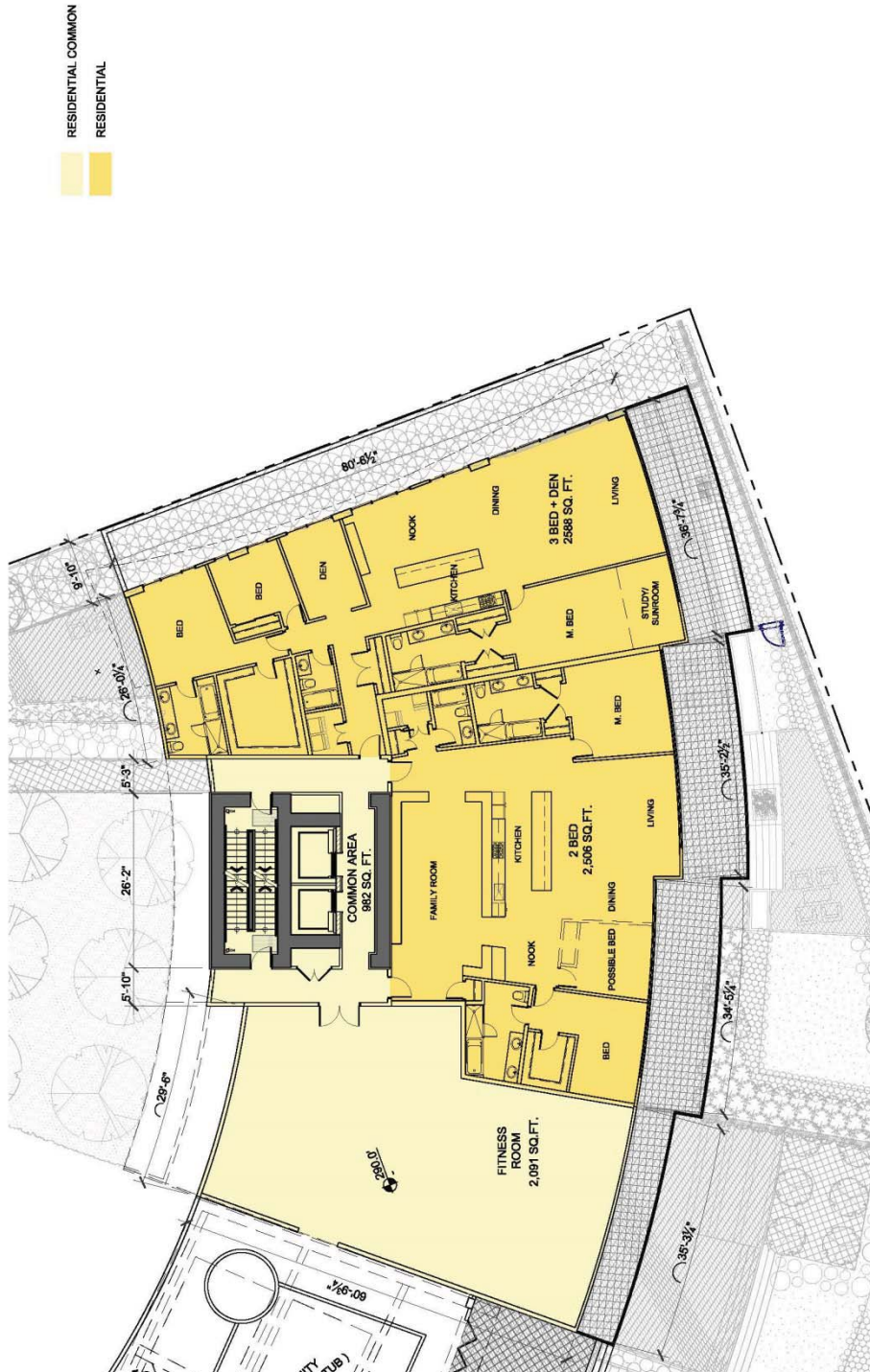
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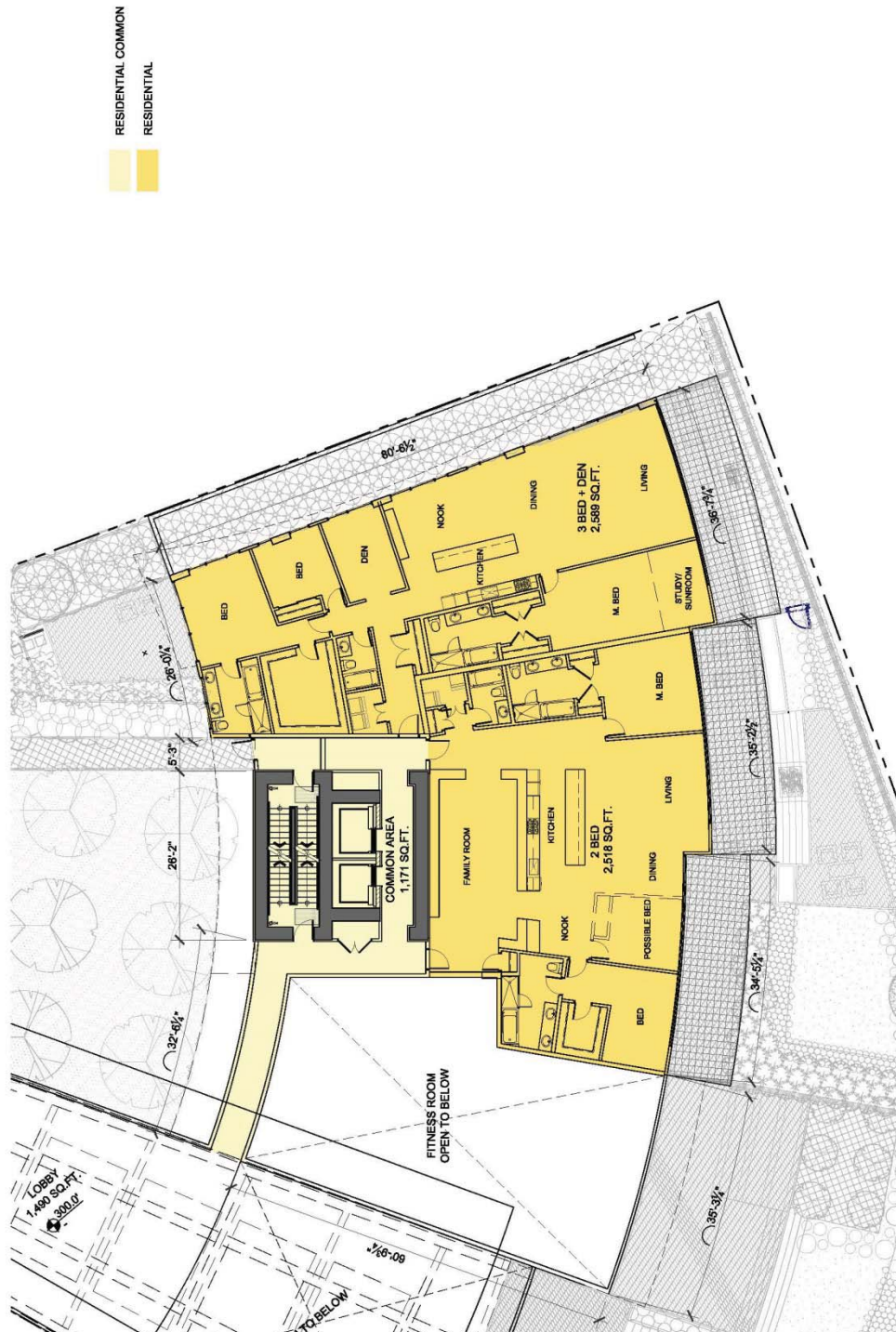


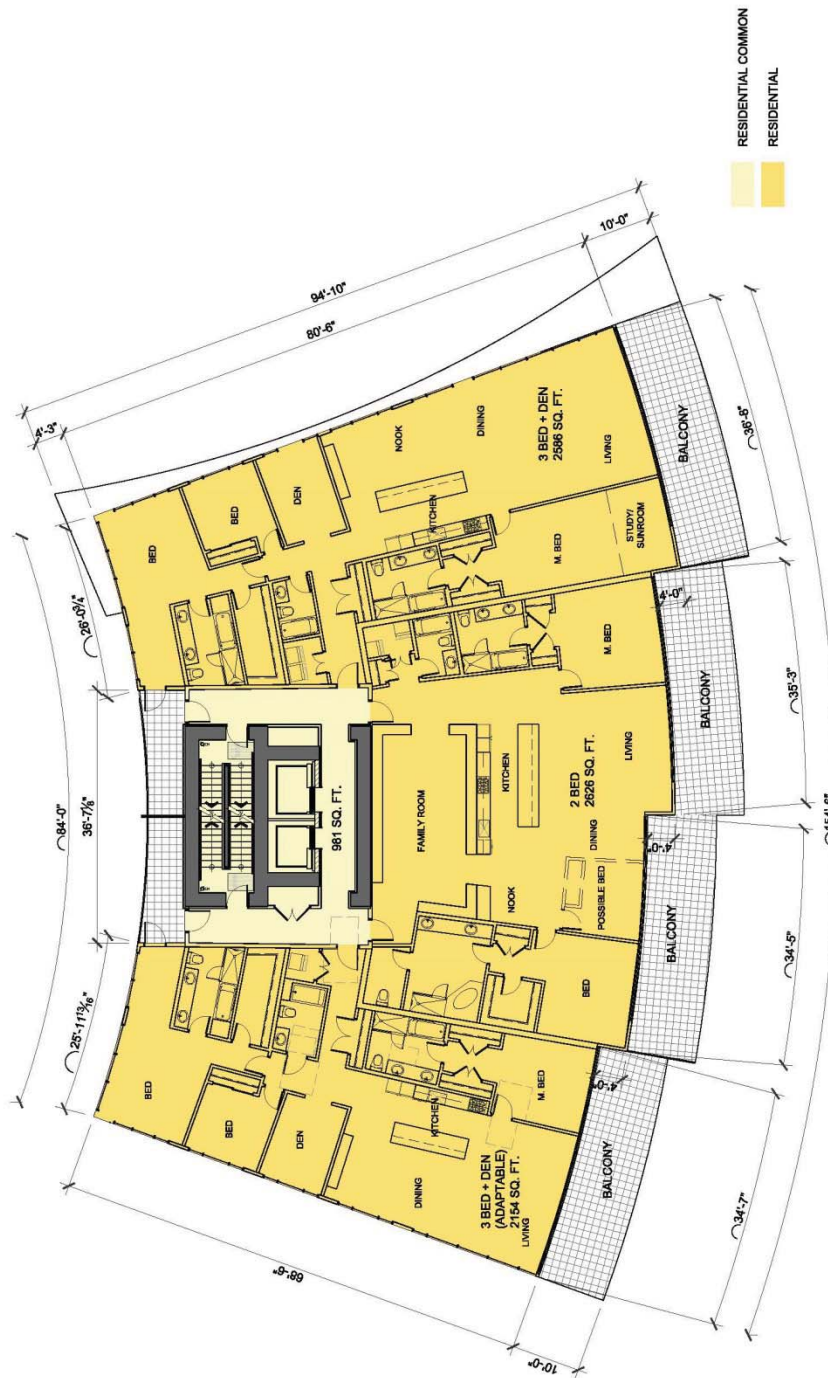












The Oxford
1500 Oxford Street, White Rock, BC

FLOOR PLAN L3 TO L6 - TOWER B

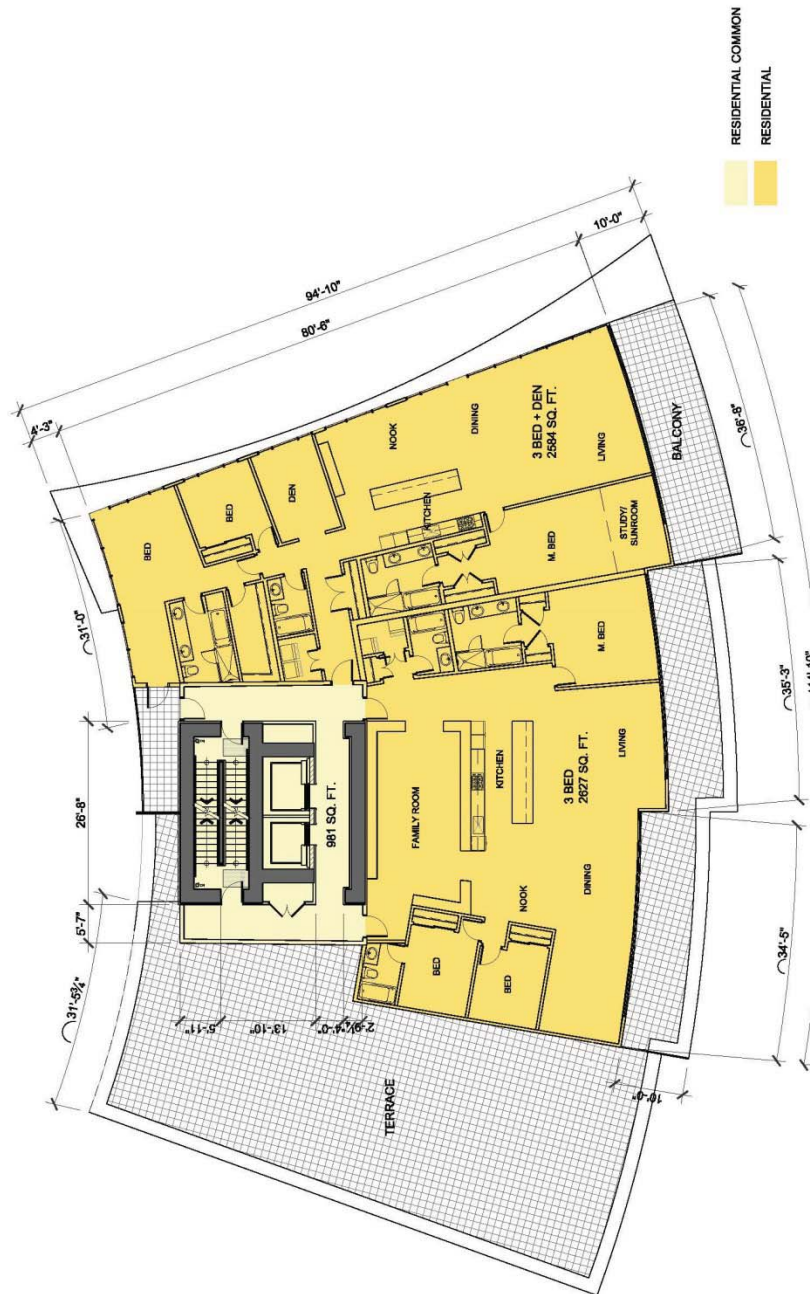
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Rezoning Re-submission

October 27, 2015



A2.13





The Oxford
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CHRIS DIKEAKOS
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L22 FLOOR PLAN - TOWER B
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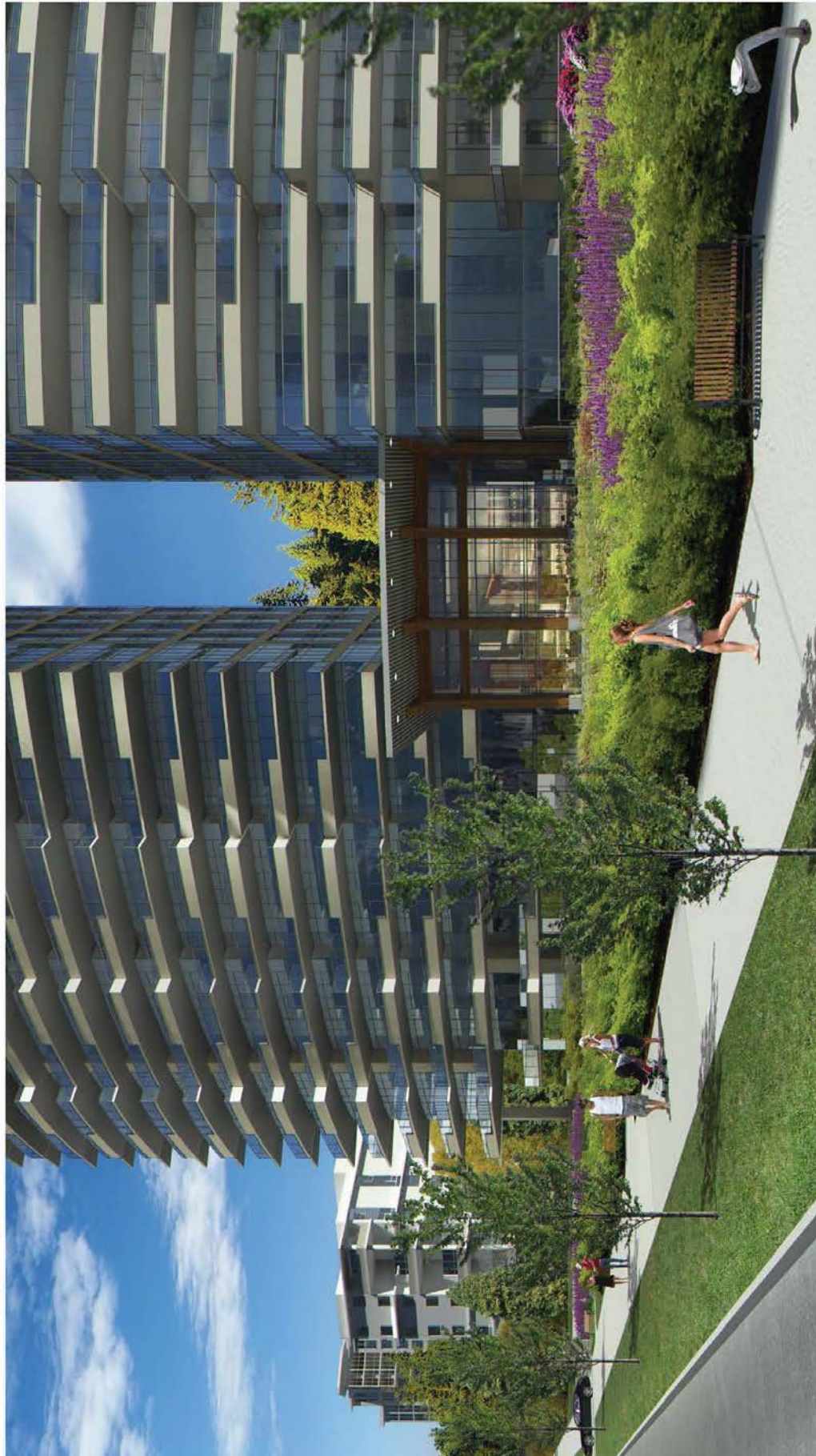


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AERIAL VIEW LOOKING NORTHEAST Rezoning Re-submission
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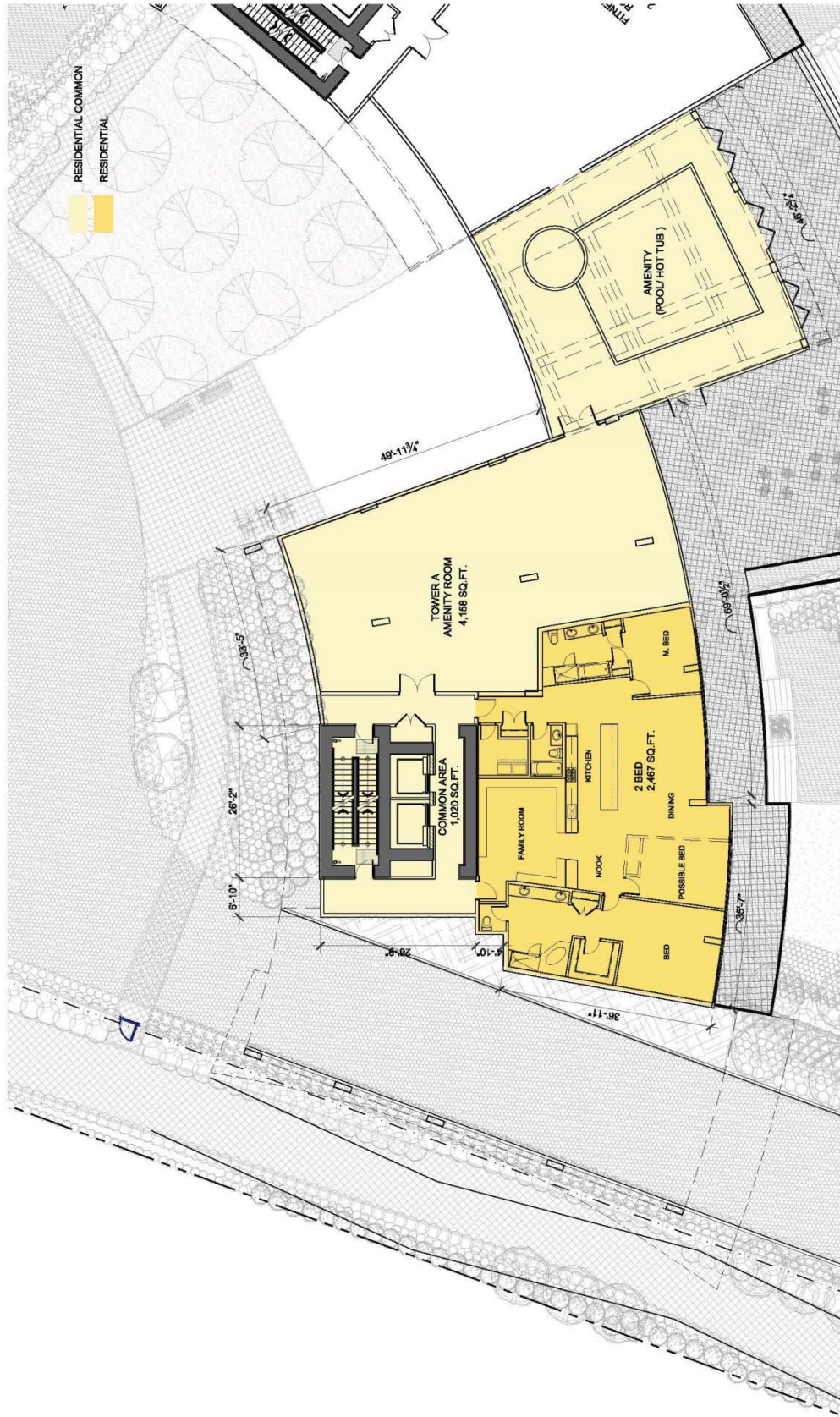


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**STREETVIEW ALONG OXFORD ST.
LOOKING NORTH**
Scale: N.T.S.

Rezoning Re-submission
October 27, 2015

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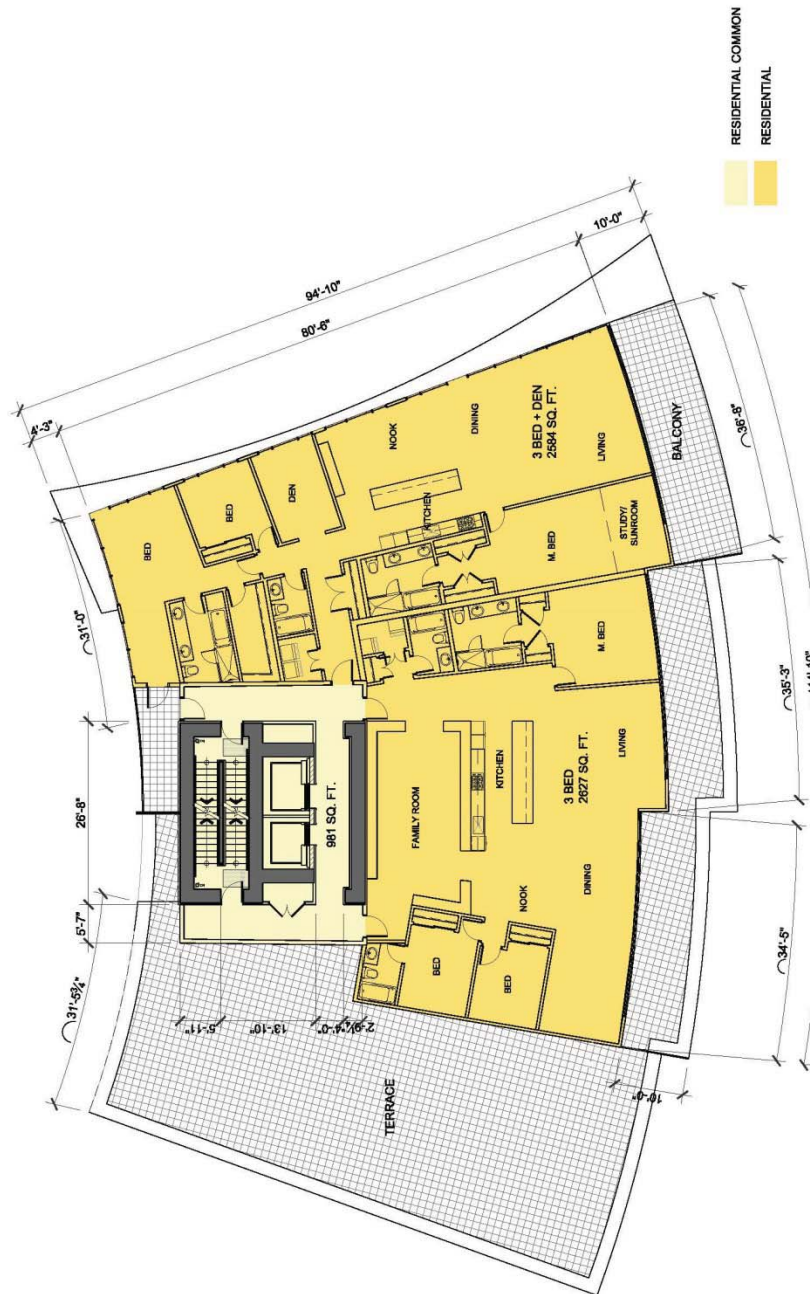
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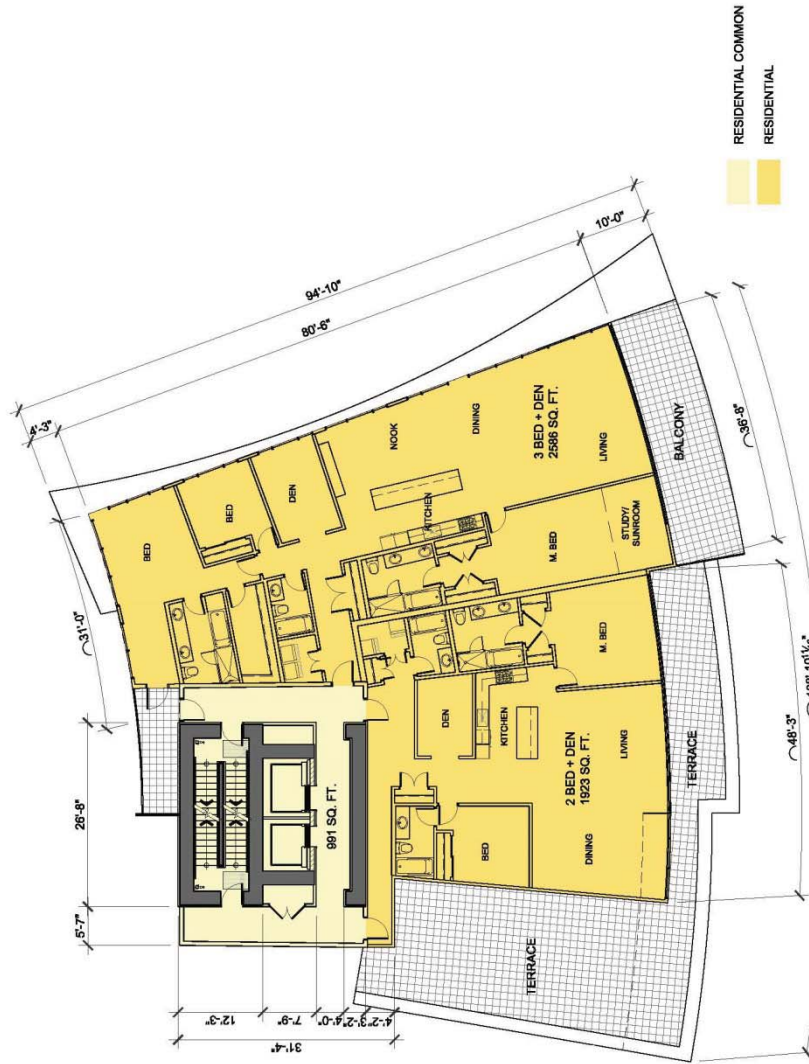
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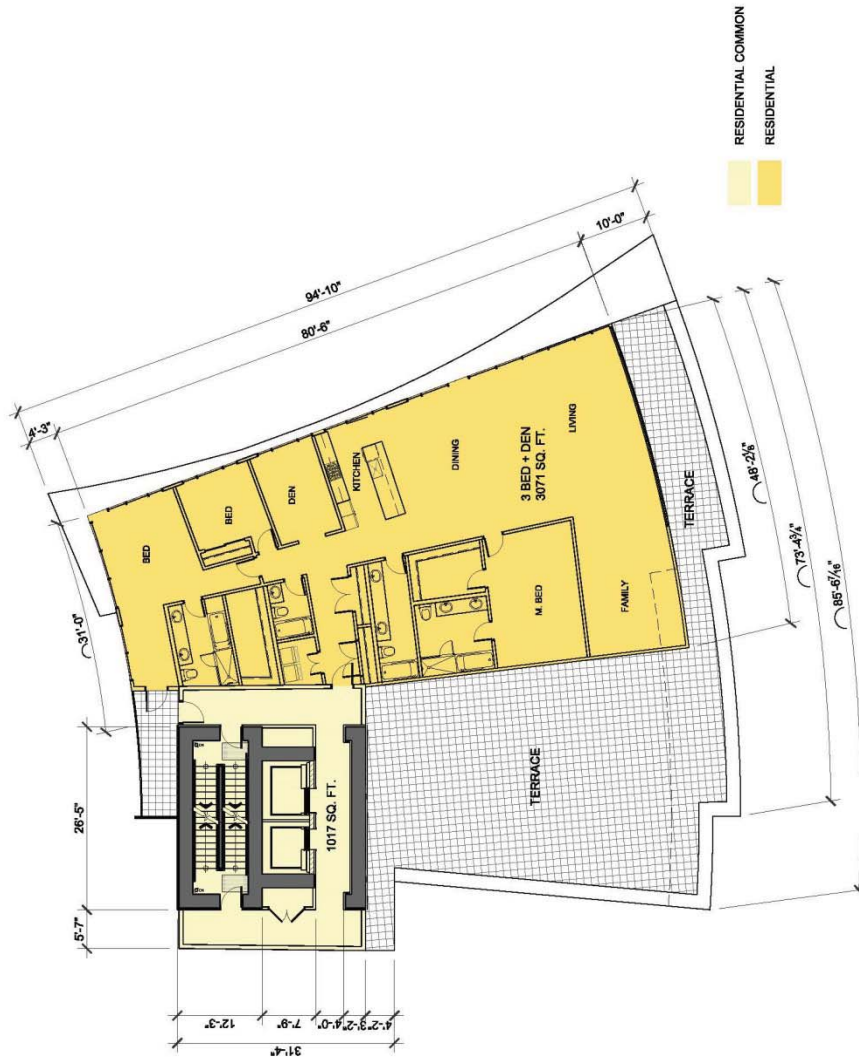
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L24 FLOOR PLAN - TOWER B

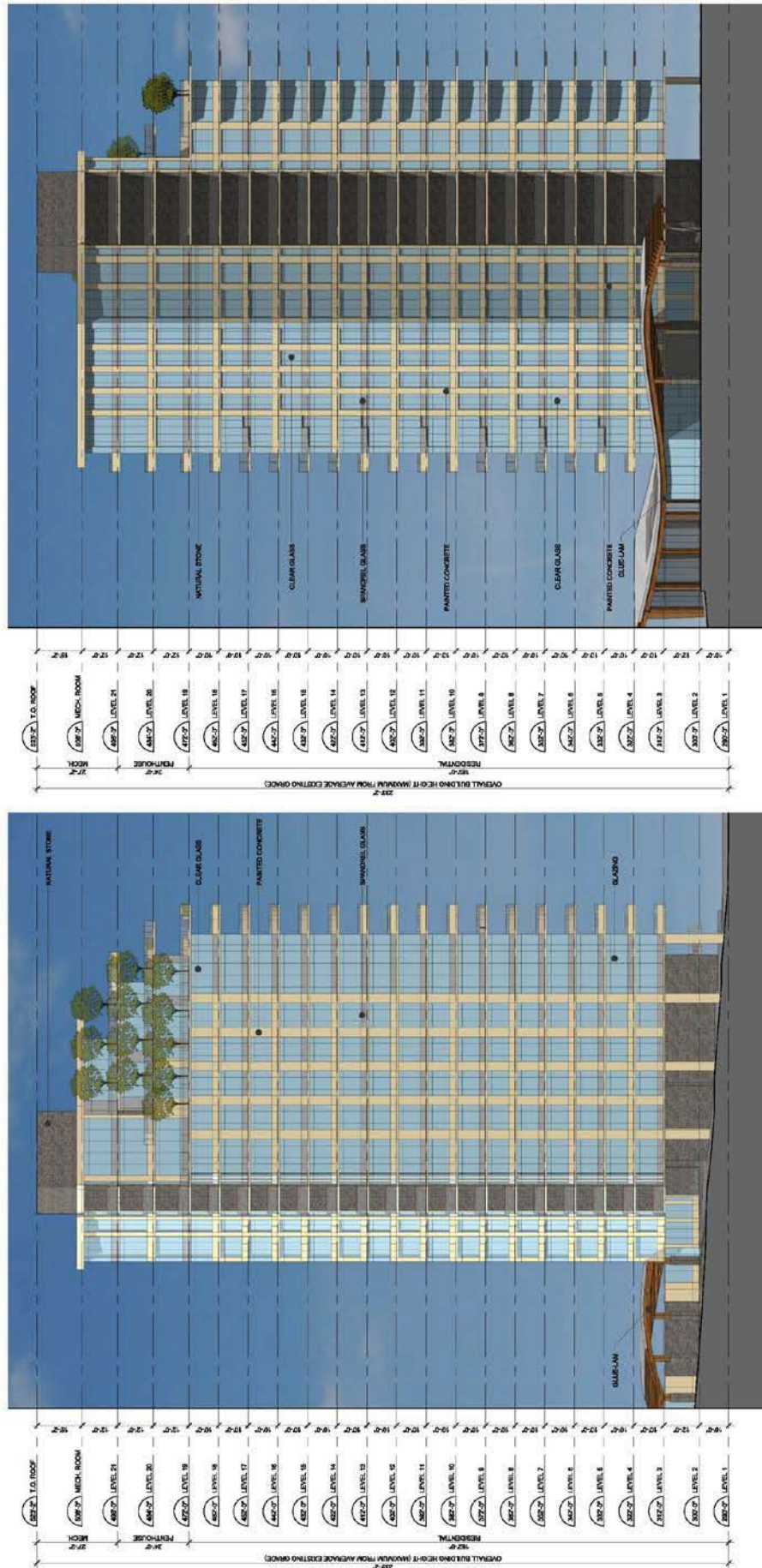
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Rezoning Re-submission

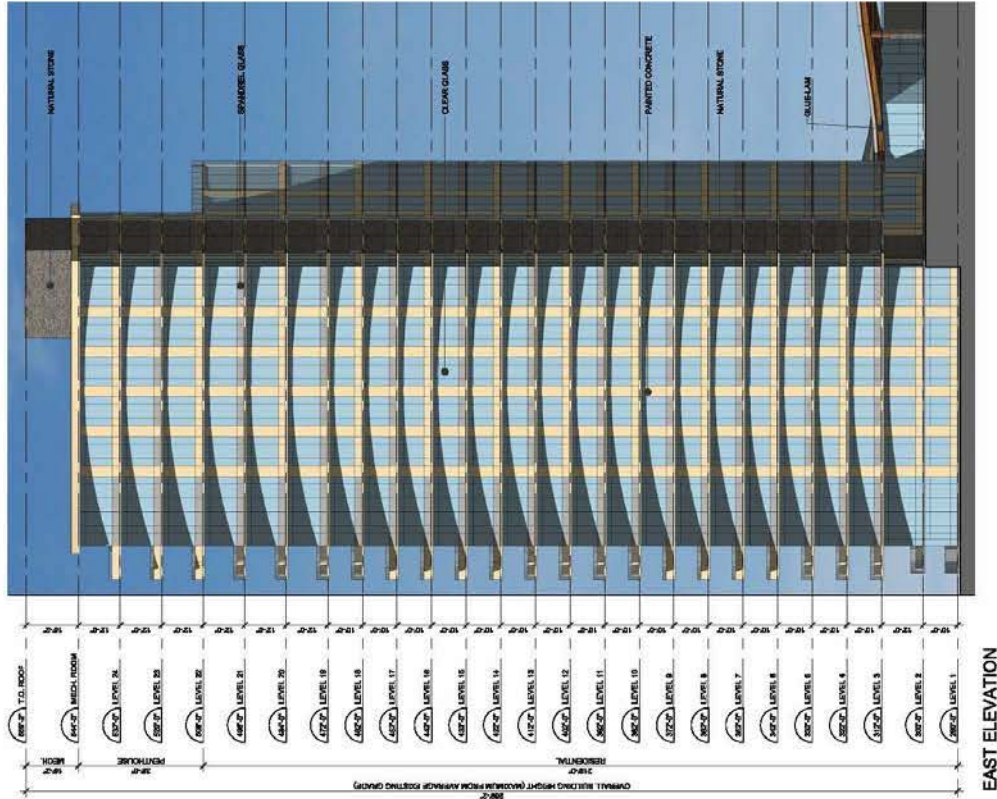
October 27, 2015



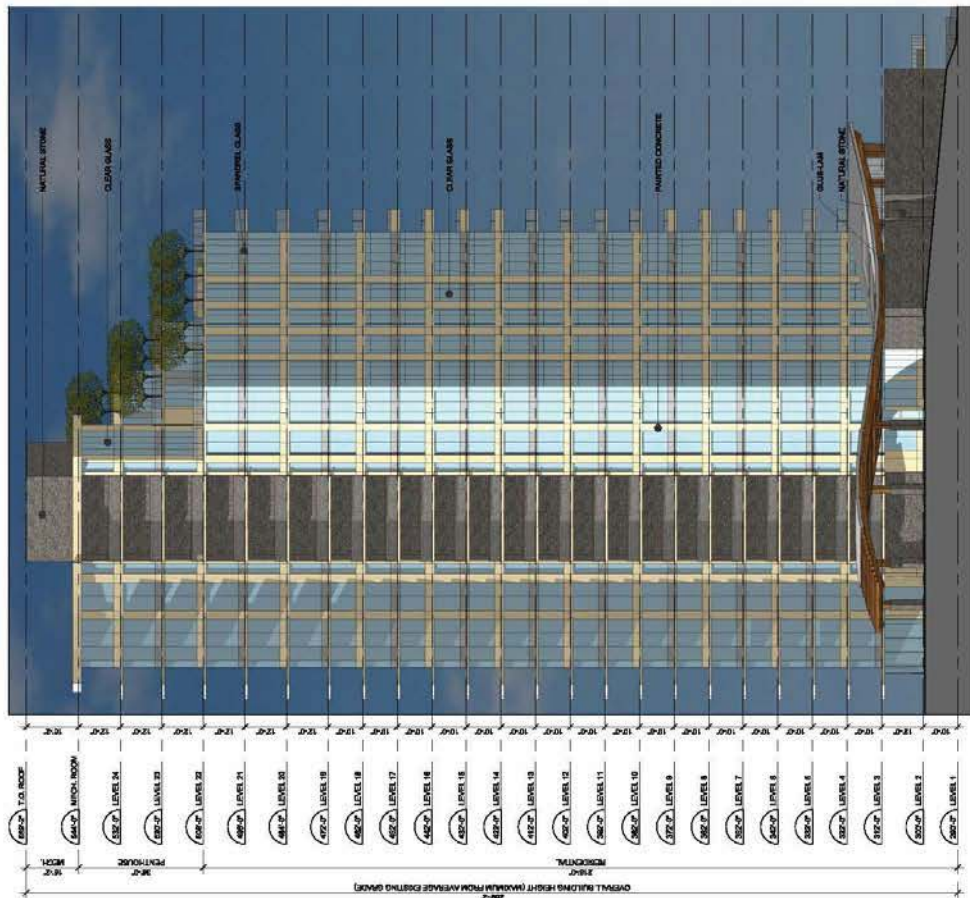
A2.17







EAST ELEVATION



NORTH ELEVATION

