THE CORPORATION OF THE

CITY OF WHITE ROCK CORPORATE REPORT



DATE: March 29, 2021

TO: Land Use and Planning Committee

FROM: Carl Isaak, Director, Planning and Development Services

SUBJECT: 14989 Roper Avenue, Development Variance Permit No. 438 (19-023)

RECOMMENDATIONS

THAT the Land Use and Planning Committee recommend that Council:

- 1. Direct planning staff to obtain public input through a public meeting conducted as an electronic meeting with notice of the meeting given in accordance with Section 466 of the *Local Government Act*, including notice in newspapers and distribution by mail to property owners / occupants within 100 metres of the subject property;
- 2. Following the electronic public meeting, approve issuance of Development Variance Permit No. 438.

EXECUTIVE SUMMARY

The City of White Rock has received an application for a development variance permit which, if approved, would allow for two new dwelling units within the existing 48 unit rental development at 14989 Roper Avenue ("Bayview Gardens"). When the four-building development was constructed (circa 1969) parking was required at a rate of one space per unit whereas the current applicable parking rate is 1.5 spaces per unit. The variance would recognize an overall supply of 58 parking spaces whereas 75 spaces would be required if constructed under current bylaw requirements. Three new parking spaces have been proposed with the introduction of the two new units to ensure the increase in density is accommodated with additional parking, which meets the current parking supply requirements of the zoning bylaw for the new units and increases the ratio of parking spaces per unit for the overall building. The two new rental homes would be a modest increase to the supply of rental housing in the community.

Staff recommend that Development Variance Permit No. 438 be referred to a public meeting and that following, Council consider approving the issuance of the Development Variance Permit.

PREVIOUS COUNCIL DIRECTION

Not Applicable.

INTRODUCTION/BACKGROUND

The City of White Rock has received an application for a Development Variance Permit (DVP), submitted by Musson Cattell Mackey Partnership Architects ('Applicant'), tied to the property at 14989 Roper Avenue ('Subject Property') (see Appendix A – Location & Ortho Maps). The property is occupied by four separate apartment buildings, built circa 1969, containing a total of

14989 Roper Avenue, Development Variance Permit No. 438 (19-023) Page No. 2

48 units (see Appendix B – Site Plan). When the buildings were constructed, the zoning bylaw required off-street parking at a minimum rate of one space per dwelling unit. Today the property provides 55 parking spaces for the 48 units (1.15 spaces per unit).

The DVP application proposes to introduce two new dwelling units through internal space conversion within Buildings #2 and #3 (see Appendix C – Existing & New Sections). Section 4.14.2 of City of White Rock Zoning Bylaw, 2012, No. 2000, provides that:

"development existing prior to the adoption of this Bylaw shall be considered acceptable provided that there are no changes in the use or increases in the floor area and/or density of the development. If there is a change of use or increase in the floor area or density, an existing development will be required to comply with the minimum requirements outlined in Paragraph 4.14.1."

In this case, the addition of two new units represents an increase in density requiring the development, overall, to comply with the current parking supply standards of the zoning bylaw. Per Section 4.14.1 of the Bylaw (Off-Street Parking Requirements), parking for an "Apartment" use shall be provided at a rate of 1.2 spaces per unit, plus 0.3 spaces per unit for visitor parking. With 50 units proposed (i.e., 48 existing plus 2 new), a total of 75 parking spaces would be required. It is not feasible to locate an additional 20 parking spaces on the site without losing the landscaped areas between the building which are an amenity for residents and contribute to the city's natural environment.

The Applicant has proposed site alterations that would accommodate three new off-street parking spaces, ensuring each of the new units is introduced in tandem with a supply of parking that meets current zoning standards. Overall, the change would help yield a supply of 58 parking spaces for 50 units (1.16 spaces per unit overall). The three new spaces are illustrated in the site plan diagram below (a full version of this landscape plan is provided as Appendix D).

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Figure 1: Landscape Site Plan (new parking spaces indicated in red; blue line indicates property boundary)

It is noted that one of the three parking spaces is to be situated on the abutting property to the north (i.e., 1371 Blackwood Street), which is a rental building with the same owner. This is due to limited space on 14989 Roper Avenue to locate a third space without removing existing landscaping and trees. The conditions of the draft Development Variance Permit would require that if this parking space on 1371 Blackwood Street is no longer available for tenants at 14989 Roper Avenue, that one of the new units must remain vacant when the tenants leave until an additional space is provided on 14989 Roper Avenue.

Analysis

The subject property is designated Urban Neighbourhood in the City of White Rock Official Community Plan (OCP). The Urban Neighbourhood designation recognizes multi-unit residential uses in townhouses and low-rise buildings. Policy 8.5.2 of the OCP supports density of up to 1.5 gross Floor Area Ratio (FAR) in buildings of up to four storeys in height. The proposal would introduce two new units through the conversion of existing storage areas. The conversion would create one studio unit (274 square feet) and one one-bedroom unit (613 square feet). The development has a total FAR of 0.46 and existing buildings are two and three storeys in height. The policies of the OCP as they relate density and height would be upheld.

In evaluating the proposal staff have considered the current utilization of available parking as evidenced through site investigations and a review of aerial photography between 1998 and 2020. The aerial photography, included in Appendix E, provides a snapshot of the utilization of parking over the past 20 years. Site photos taken March 2, 2021 at 11:30 a.m., included as Appendix F, also highlight some vacancy in available parking. The owner of the property has further noted that parking has not historically been fully utilized on site. The project Architect has clarified the limited size of units available within the existing development, summarized in Table 1 below. This information is offered to further the Committee's awareness of the

14989 Roper Avenue, Development Variance Permit No. 438 (19-023) Page No. 4

composition of the development and the potential demand for off-street parking, recognizing that smaller units tend to accommodate smaller family sizes with lower demand for vehicle parking.

Table 1: Summary of Units by Size

Size of	Unit	Number	Percentage
Dwelling Unit	Area	of Units	of Total
Studio	443 ft ²	6	13%
One-Bedroom	671 ft ²	25	52%
Two-Bedroom	885 ft ²	17	35%
Total	N/A	48	100%

As an alternative to the recommendation offered in this report (issuing the variance allowing two new units with three new parking spaces), staff believe there is merit to considering the issuance of a development variance permit that would enable the increase in density through the introduction of two new, small, dwelling units alongside only two new parking spaces. If supported, this option would allow for the removal of the proposed parking space on the abutting property to the north. This would lessen the disturbance to the landscaping on the property and costs to the applicant/owner while also helping to avoid the over-supply of parking which could further reliance on private automobile use, being a contributor to climate change.

FINANCIAL IMPLICATIONS

Not applicable.

LEGAL IMPLICATIONS

Not applicable.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

A Public Information Meeting (PIM) for the application was held on August 26, 2020. Approximately eight people attended the PIM. Participants asked questions regarding the supply of parking, the current use of the space to be converted (i.e., storage), the planned interior finishes of the proposed units, the suitability of ventilation recognizing the proximity of the units to the parkade, and whether or not the proposal will alter the massing of the buildings. The Applicant provided clarification to the comments with no outstanding concerns remaining. A copy of the Applicant's PIM Summary is included as Appendix G. Staff are satisfied with the responses provided.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The application was circulated to City department representatives for technical review and comment. If the DVP application is approved, the proposal will be subject to a building permit application in addition to engineering (servicing) approval requirements. Technical comments from City staff were accordingly limited to identifying items that will need to be addressed through subsequent approvals processes.

CLIMATE CHANGE IMPLICATIONS

Allowing for the conversion of underutilized space within an existing building, served by public roads and related infrastructure, lessens the need for outward sprawl into areas that require new investment and land use change. This sort of gentle infill is supported by the policies of the OCP and can be beneficial in addressing factors (e.g., continued reliance on the private automobile, removal of wooded or undeveloped lands, etc.) that can contribute to climate change.

ALIGNMENT WITH STRATEGIC PRIORITIES

There is not a specific project or Council Strategic Priority for which this proposal is aligned or aimed at addressing.

OPTIONS / RISKS / ALTERNATIVES

The following three alternatives are available as they relate to the requested DVP and the recommendations offered in this report:

- 1. The Committee could approve of the application (DVP 438) based on two new dwelling units being supported by only two new parking spaces; or
- 2. The Committee could recommend a deferral of the application (DVP 438), pending the receipt of additional information; or
- 3. The Committee could recommend the denial of the application (DVP 438);

Staff note that Alternative 1 (requiring only two new spaces) may be considered supportable given the size of the new units and historic low utilization of parking on the site, and could be approved as an amendment to the draft Development Variance Permit either prior to the PIM or as an amendment by Council resolution after the PIM.

CONCLUSION

The City of White Rock has received an application for a development variance permit which, if approved, would allow for the introduction of two new dwelling units into the existing 48 unit development at 14989 Roper Avenue. When the four-building development was constructed circa 1969, parking was required at a rate of one space per unit whereas the current parking rate applied to an Apartment use is 1.5 spaces per unit. A copy of Draft Development Variance Permit No. 438 is included in this report as Appendix H. The variance requested would recognize relief from Section 4.14.1 of the zoning bylaw to allow for parking to be supplied at a rate of 1.16 spaces per dwelling unit (i.e., 58 spaces for 50 units) whereas the current standard applicable to an "Apartment" use is 1.5 spaces per unit (i.e., 1.2 per unit plus 0.3 per unit for visitors requiring 75 spaces for 50 units). The rate of parking recognized in the draft DVP reflects the three new parking spaces that are proposed with the introduction of two new units. If the alternative option #1 presented in this report were pursued, with only two new parking spaces introduced, the rate of parking to be included in the DVP would be 1.14 parking spaces per unit and staff believe this may be sufficient given the small size of the new units and underutilization of existing parking.

Staff recommend that Development Variance Permit No. 438 be referred to a public meeting and that Council consider approving the issuance of the Development Variance Permit.

Respectfully submitted,

Carl frank

Carl Isaak, RPP, MCIP

Director, Planning and Development Services

Comments from the Chief Administrative Officer

I concur with the recommendations of this corporate report.

Guillermo Ferrero

Chief Administrative Officer

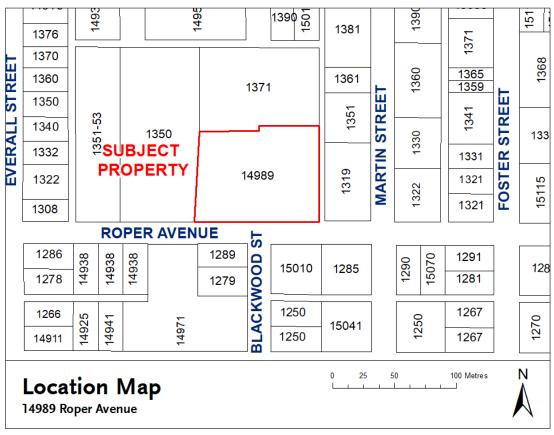
Appendix A: Location Map

Appendix B: Site Plan

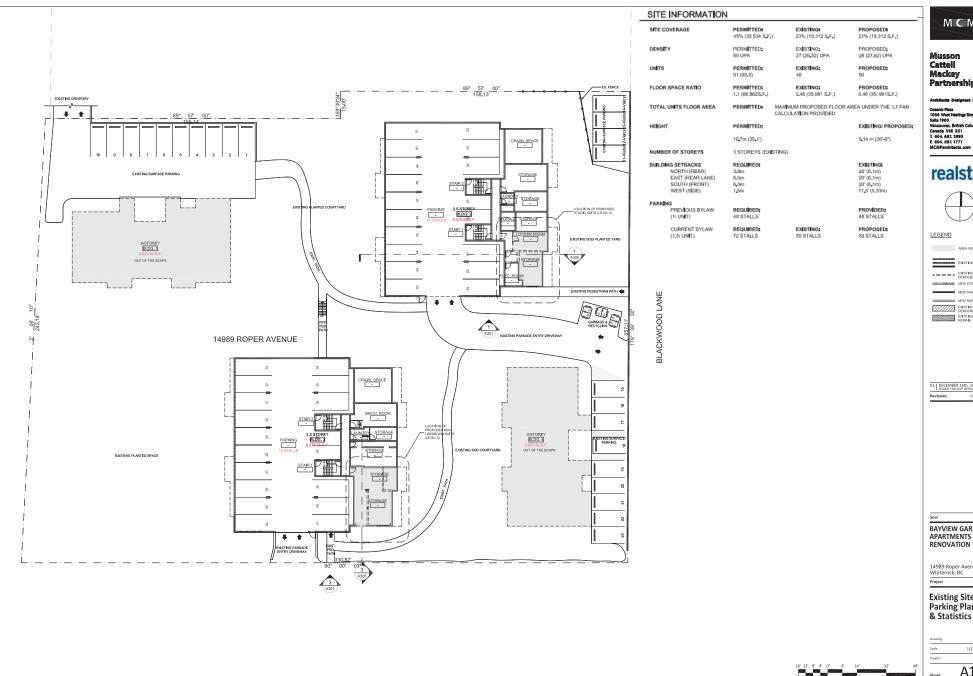
Appendix C: Existing & New Sections

Appendix D: Landscape Plan Appendix E: Aerial Imagery Appendix F: Site Photos Appendix G: PIM Summary

Appendix H: Draft Development Variance Permit No. 438







Musson Cattell Mackey Partnership

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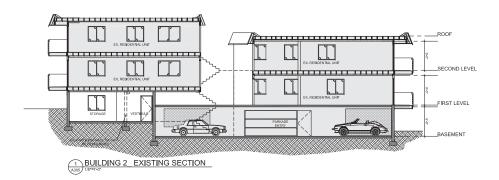
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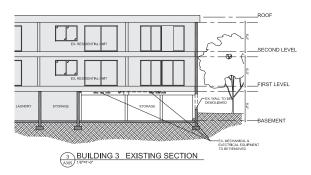
BAYVIEW GARDENS APARTMENTS

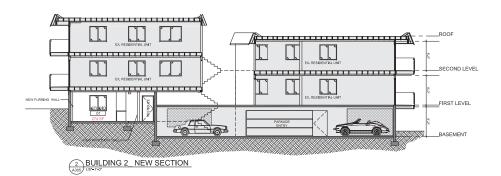
14989 Roper Avenue Whiterock, BC

Existing Site Parking Plan & Statistics

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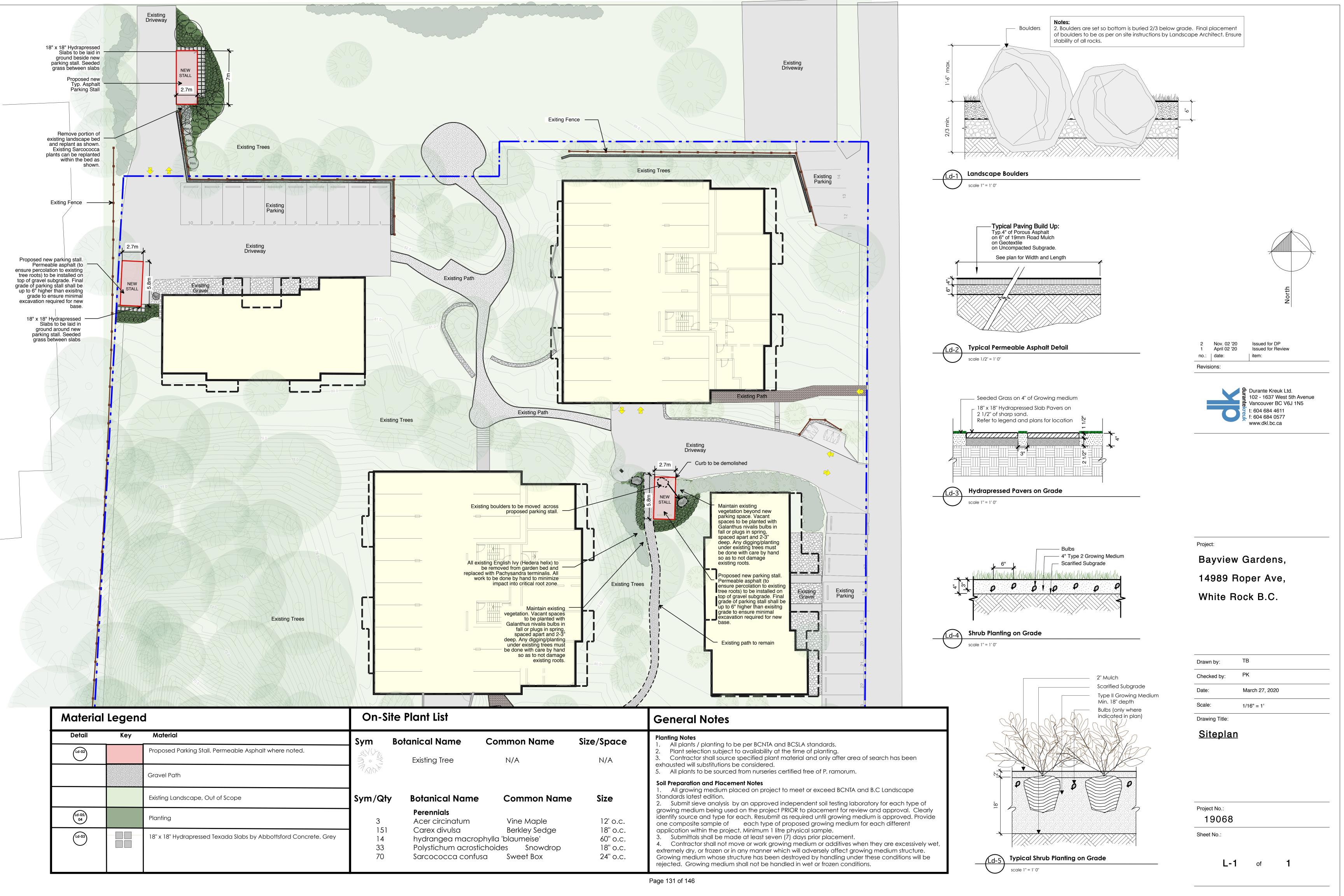
01 | DECEMBER 16th, 2019 ISSUED FOR DVP APPLICATION

Revisions Y1YY-MM-DD

BAYVIEW GARDENS APARTMENTS RENOVATION

14989 Roper Avenue Whiterock, BC Project

Building 2 & 3 Ex. & New Sections



Aerial Imagery (2001 to 2020)



Figure 1: 2001 - Aerial Image



Figure 2: 2006 – Aerial Image



Figure 3: 2011 - Aerial Image





Figure 5: 2020 - Aerial Image



Photo 1: View of property from south, looking north along Blackwood Lane



Photo 2: Looking at internal lane north of Building 1 (connecting to 1371 Blackwood Street) – one new parking space to be situated in grassed area, adjacent to right side of lane as shown in the image.



Photo 3: Looking south towards Building 1, one new parking space proposed in the location of the truck on the right hand side of the image.



Photo 4: View of location of one new proposed parking space (in location of truck)



Photo 5: View of Parking Area north of Building 1



Photo 6: Location of third new parking space left of large rock adjacent to path

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Public Information Meeting Summary 14989 Roper Avenue, White Rock, B.C.



Introduction

The purpose of this report is to summarize the Public Information Meeting held by the City of White Rock and Musson Cattell Mackey Partnership Architects Designer Planners on August 26th, 2020. The intent of the meeting was to present the development proposal for 14989 Roper Avenue to the public and to address the attendee's comments and concerns.

Location and Time

The meeting was held on line from 5:30pm to 7:00pm.

Meeting Format

The meeting was held on line via Teams having the proposed development information presented multiple times that included all related information for attendees to review. The City of White Rock took questions from any attendees wish to do so and having the applicant respond.

Representatives of the City and the Developer

Greg Newman – Planner, City of White Rock Athena von Hausen – Planner, City of White Rock Curtis Brock – Musson Cattell Mackey Partnership Architects

Sign-in and Feedback

Roughly eight resident attended the on line meeting with questions & answers being provided, see below summary. An additional comment with no objection coming from an owner via email, see below. There were a few questions raised regarding the parking variance but none expressing concerns regarding the parking variance impact to tenants or local residence.

Public Information Meeting Summary 14989 Roper Avenue, White Rock, B.C.

Musson Cattell Mackey Partnership

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The meeting format via on line question & answer format and not in an in person open house; it is harder to access the attendees for either support or objection of the variance or proposed renovation. I feel the attendees either support or had no objections to the variance as there were no objections to the variance, with most questions being more building code or developer related.

Questions & comments from parties attending or responding to the application & public information meeting with response provided:

- 1. Are any of the existing units to be upgraded?
 - a. Response: No, not as part of this application
- 2. How much would the total be for in lieu of parking for this?
 - a. Response by city planner: Payment in lieu of parking would not be applicable to this proposal
- 3. Why does the developer feel he can be exempt from existing parking requirements? That is quite a big difference in parking stalls required no as opposed to what is now?
 - a. Response: The three proposed additional parking stalls for the two proposed suites meet the current bylaw ratio requirements. The parking shortfall variance is related to the parking bylaw requirements that have changed in the bylaw updates. The request for parking relaxation is based upon observed used of parking on the site over the years. The owner & tenants have found there is sufficient parking, and believes the original ratio to be sufficient for tenant use.
- 4. Is there to be any increases in rent over the next few years?
 - a. Owners response: Rental increases will be per government regulated standards
- 5. Is parking included in the unit rent or is it charged extra?
 - a. Owners response: No, parking stall rent is separate from the suite rent
- 6. Why only two units?
 - a. Response: The spaces identified to be converted are underutilized and there is an opportunity to provide rental units to the community, thus better using the space with no additional building foot print being required.
- 7. Is there a utility aerial service on frontage adjoining the site and will this be placed underground as required by bylaw?
 - a. Response: No not unless required by the city bylaw. This item will be reviewed further in the building permit process.

Public Information Meeting Summary 14989 Roper Avenue, White Rock, B.C.

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- 8. Do you have to bring electrical and fire up to code?
 - a. Response: The electrical & fire code requirements will be addressed in the building permit construction documents as required to meet the BC building code & city bylaws
- 9. What sort of interior finishes will these two units have?
 - a. Response: Interior finishes have not yet been selected & will be selected during the construction document building permit phase
- 10. At the south end, at Roper and Blackwood lane, there's a tree that is in an odd place and not well pruned or cared for. Would you consider removing that tree and putting a parking spot at the end of the row of existing spots?
 - a. Response: There is a 6 meter setback from the south property line, within which parking would not likely be permitted. This existing tree is within that setback. The tree minimizes the appearance of parking from the street. Locating a new parking stall here would also necessitate moving the existing signage. The development team has worked with the city planner & engineering department in finding suitable parking stall locations.
- 11. Are these units equipped with sprinklers, smoke, & CO alarms?
 - a. Response: Sprinkler, smoke & CO alarm requirements will be addressed in the building permit construction document phase & will be addressed per the BC building code & city bylaws
- 12. What is the square footage of each new unit? What is the square footage of the existing apartments?
 - a. Response: The area of the proposed Studio is 274 sq.ft., and the proposed one bedroom is 613 sq.ft. Existing units on site are roughly 580 sq.ft. or more
- 13. What has been the existing use of these spaces to be converted?
 - a. Response: Unused storage
- 14. Would they have kitchen spaces?
 - a. Response: Yes both units will have kitchens
- 15. Would there be any issues with proper ventilation since they are so close to the existing parking?
 - a. Response: We don't see any ventilation issues, if any they will be addressed in the building permit construction document phase & will be addressed per the BC building code & city bylaws
- 16. Do either of the proposed units exit into a parking area?
 - a. Response: No

Public Information Meeting Summary 14989 Roper Avenue, White Rock, B.C.

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- 17. Where is the exit on the northerly unit?
 - Response: Both units exit via a half flight of stairs to the existing grade level.
- 18. Looks like 2 units side by side in north unit, one highlighted ,the other not
 - a. Response: There will only be one new unit in the north building.
- 19. Is the wall between the electrical room and studio concrete?
 - a. Response: Yes
- 20. If there is a fire in the electrical room, what chance do the studio occupants have to get out, especially if they are sleeping?
 - a. Response: The existing electrical room consists of concrete walls which carry a fire rating. The door will remain closed. If the study entry door was blocked, the occupant may exit through the slider window on the south wall, adjacent to the bed. Note: The proposed units will be fully constructed to meet the BC building code & cite bylaw.
- 21. Is any additional height to the building being proposed?
 - a. Response: No additional height is proposed or required, as the proposed units will be within the existing building envelope structure.

Comment 1:

We are owners in Seapark East NW2154 (1350 Vidal St) at the south end of our property, adjacent to, and looking directly over, the lot affected by the proposed development. We wish to express my opinion now in writing that we have no objection to the project-assuming that it is construction to be undertaken inside the extant structures. No additions, to either building, no new buildings. We also would like it known that I expect that construction will take place only during City approved hours.

We have included a small diagram showing our unit relative to the lot with the development application: You can see that we are one of the adjacent owners the most affected by this proposal. We are on the top floor of our building, far above any fence which might deflect some of the noise.

Please register our opinion of no-objection in advance of the meeting.

Conclusion

We have made our best effort to review interpret and address each comment received. If any clarification is required related to our proposal or our responses please let us know and we will ensure to responds accordingly.

THE CORPORATION OF THE CITY OF WHITE ROCK



DEVELOPMENT VARIANCE PERMIT NO. 438

1. This Development Variance Permit No. 438 is issued to <u>1371 Blackwood Street Holdings Ltd</u> as the owner and shall apply only to ALL AND SINGULAR that certain parcel or tract of land and premises situate, lying and being in the City of White Rock, in the Province of British Columbia, and more particularly known and described as:

Legal Description:

Lot 49, Plan NWP37159, Section 10, Township 1, New Westminster Land District

PID: 007-530-161

As indicated on Schedule A

- 2. This Development Variance Permit No. 438 is issued pursuant to the authority of Section 498 of the *Local Government Act, R.S.B.C. 2015, Chapter 1* as amended, and in conformity with the procedures prescribed by "White Rock Planning Procedures Bylaw, 2017, No. 2234," as amended.
- 3. The provisions of "White Rock Zoning Bylaw, 2012, No. 2000 as amended, is varied as follows:
 - (a) To allow two new dwelling units on the property within the existing buildings, Section 4.14.1 is varied to reduce the minimum off-street parking supply requirement applicable to an "Apartment" use, within the lands subject to this Permit, from 1.2 spaces per dwelling unit, plus 0.3 spaces per dwelling unit for visitor parking (75 total spaces), to 58 spaces for 50 dwelling units, including one space located immediately north of the subject property at 1371 Blackwood Street.
- 4. Said lands shall be developed strictly in accordance with the terms and conditions and provisions of this Development Variance Permit and any plans and specifications attached to this Development Variance Permit which shall form a part hereof.

5. Terms and Conditions:

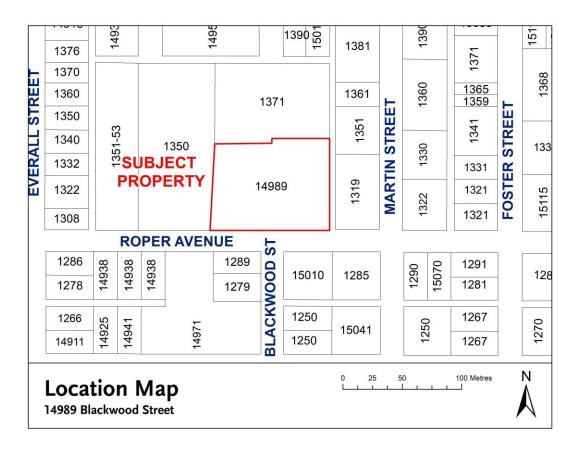
(a) The development shall generally conform to the drawings attached hereto as Schedule B, being the Site Plan drawing prepared by Durante Kreuk Ltd. dated March 27, 2020 with most recent revision (No. 2) dated November 2, 2020.

- (b) Where the holder of this Development Variance Permit does not receive final approval of a building permit for the proposed development within two (2) years after the date this Permit was issued, the Permit shall lapse, unless the Council, prior to the date the Permit is scheduled to lapse, has authorized the extension of the Permit.
- (c) If the new parking space provided on the property to the north (1371 Blackwood Street) is no longer available to residents at the subject property, one of the two new dwelling units enabled by this Development Variance Permit shall not be occupied by a new tenancy until such time as a replacement parking space has been established on the subject property to the satisfaction of the Director of Planning and Development Services.

6. This permit does not constitute a Sign Permit, or a Building Permit.
Authorizing Resolution passed by the Council on the day of 2021.
This development variance permit has been executed at White Rock, British Columbia, th day of 2021.
The Corporate Seal of THE CORPORATION OF THE CITY OF WHITE ROCK was hereunto affixed in the presence of:
Mayor – Darryl Walker

Director of Corporate Administration – Tracey Arthur

Schedule A Location Map



Schedule B Site Plan

