

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: October 30, 2023

TO: Mayor and Council

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Initial Review of 14780 North Bluff Road (OCP/ZON/MJP 23-016) – TELUS Living and TELUS Network Facility

RECOMMENDATIONS

THAT Council:

1. Receive for information the corporate report dated October 30, 2023, from the Director of Planning and Development Services, titled "Initial Review of 14780 North Bluff Road (OCP/ZON/MJP 23-016) – TELUS Living and TELUS Network Facility;" and,
 2. Direct staff to process the OCP and rezoning amendment application at 14780 North Bluff Road separately from the North Bluff Corridor Study.
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EXECUTIVE SUMMARY

The City has received an initial application for a combined OCP and rezoning proposal which, if approved, would enable the construction of a 6-storey mixed-use development at 14780 North Bluff Road. In accordance with the amendments to the Planning Procedures Bylaw, 2017, No. 2234 approved in September 2020, all official community plan amendments ("OCP amendment") and zoning bylaw amendments ("rezoning") applications are brought forward to the Land Use and Planning Committee (LUPC) for initial review. As of March 2023, Council dissolved the LUPC (made up of members of Council) as a committee and as such all such applications have been presented directly to Council since.

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). 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."

INTRODUCTION/BACKGROUND

The City has received an application from TELUS, in conjunction with Ledcor Property Investments Ltd., ("applicant") to construct a 6-storey mixed-use building consisting of 100 (purpose-built) rental apartment units called TELUS Living, and a 502 sq.m. TELUS network facility at 14780 North Bluff Road.

To facilitate the application as submitted an amendment to the Official Community Plan (OCP) is required along with a zoning amendment to a Comprehensive Development (CD) Zone, discharge of the existing Land Use Contract and Major Development Permit. Figure 1 below illustrates a rendering of the proposed development as viewed from the corner of North Bluff Road and Oxford Street. Location and Ortho Maps are included in Appendix A; the applicant's design brief in Appendix B and the conceptual drawings in Appendix C.



Figure 1- Schematic rendering of development at 14780 North Bluff Road

ANALYSIS

Site Context

The subject property currently houses a TELUS telecommunications infrastructure facility that was originally established under terms of a 1975 Land Use Contract. The site is bounded by three streets: North Bluff Road (*arterial road*), Oxford Street (*primary collector road*) and Vine Avenue (*local residential road*). The subject property is surrounded by predominantly larger lots to the east and southeast, single-family residential dwellings in the City of Surrey to the north, and a larger concentration of infill development on narrower lots to the southwest. Centennial Park is situated west of the subject site, separated by six single-family lots. A twelve-storey multi-unit residential development, the Belaire, is situated immediately east of the site. Location and Ortho maps are included in Appendix A.

Official Community Plan (OCP)

Table 1.0 below includes the details on the current and proposed OCP land use designation and the Development Permit Area(s) for the subject site.

Table 1: Details on OCP land use designation and Development Permit Areas

	CURRENT	PROPOSED
OCP Land Use Designation	<p>Institutional and Utility</p> <ul style="list-style-type: none"> - to enable institutional and civic facilities such as schools, hospitals, major complex care facilities, civic buildings and facilities, and major utility buildings and facilities 	<p>Town Centre Transition</p> <ul style="list-style-type: none"> - to allow multi-unit residential uses, with mixed-use (commercial/residential) on George Street and adjacent to the hospital. - <u>Existing institutional and utility uses are also supported and may be mixed in new buildings with multi-unit residential uses.</u> Building types range from low-rise to mid-rise.
Development Permit Areas (DPAs)	<p>Mature Neighbourhood DPA (Form and Character):</p> <ul style="list-style-type: none"> - Guidelines listed under this DPA are intended to protect and enhance the quality of the natural and built environment and to enhance the character of White Rock’s history and setting. - However, proposals where the intended use is wholly limited to institutional, utility or civic uses are exempt from the Development Permit Application approval process. 	<p>Multi-Family DPA (Form and Character):</p> <ul style="list-style-type: none"> - Guidelines listed under this DPA are intended to ensure new developments are compatible with or complementary to adjacent developments in terms of height, density, and design, with height transitions as outlined in Figure 9 in applicable areas in the OCP.

The Institutional and Utility (blue) OCP designation, applicable to the subject site, enables uses that are public or semi-public in nature to provide a much-needed service to the community (see Figure 2 in the following page). Properties immediately to the east fall under the Town Centre

Transition (TCT) designation (orange) area which is residential in character, with densities and heights that support the Town Centre and provide transitions to neighbouring low to mid-rise residential areas. Furthermore, the TCT area also encourages multi-unit residential buildings to be mixed with existing utility uses.

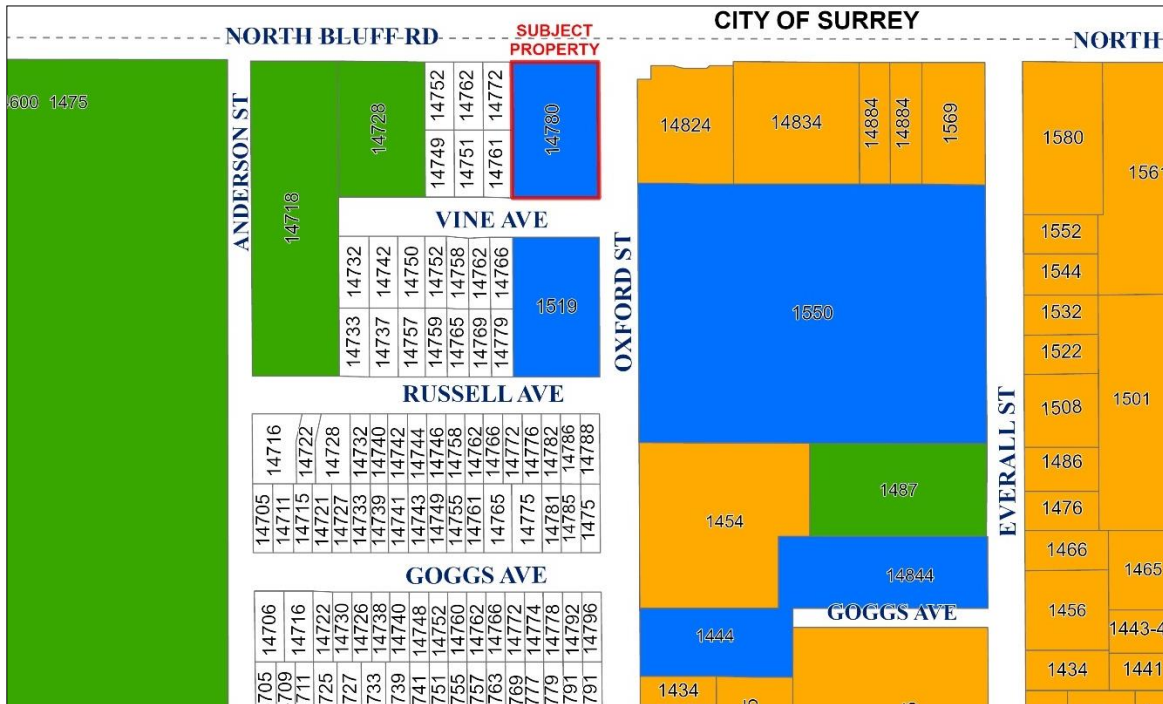


Figure 2: OCP Land Use Map

The OCP contemplates future growth to be focused in the Town Centre as well as the adjacent Town Centre Transition areas and the Lower Town Centre. Allowable densities (Gross Floor Area Ratio or FAR) for future development for these three land use designations are highlighted in Figure 3 below. The subject property falls outside these areas and is highlighted in purple in Figure 3 below.

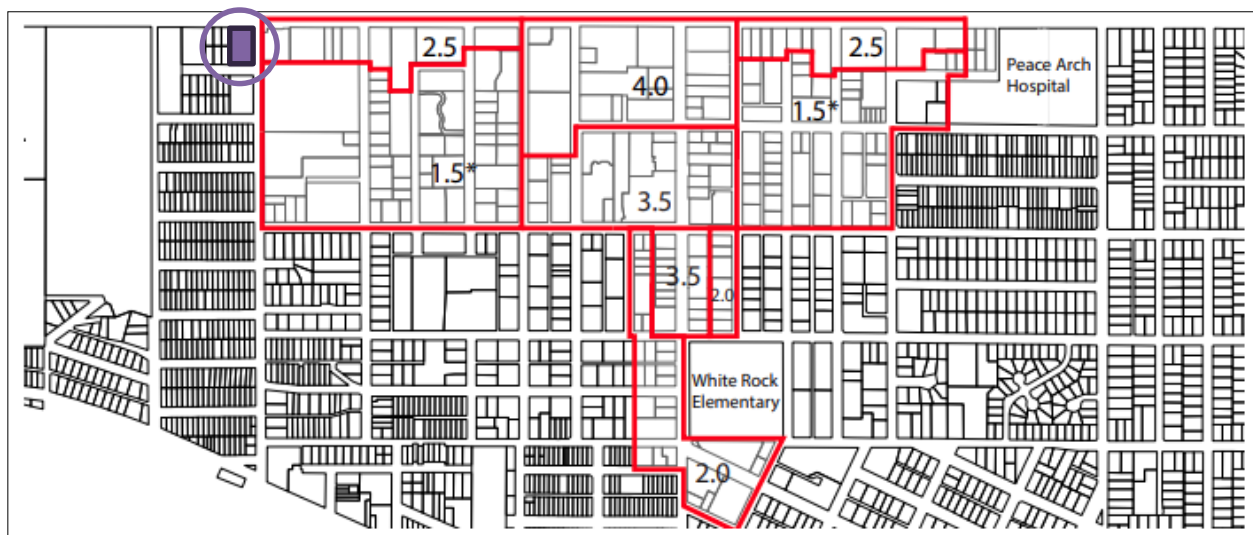


Figure 3: Maximum FAR in Town Centre, Town Centre Transition, and Lower Town Centre Areas
 * indicated density may be increased with the inclusion of an affordable housing component

Maximum heights (in storeys) for the same areas are outlined in Figure 4 below. Schedule A in the OCP indicates the land use designation that applies to each property in the City. The subject property is highlighted in purple in Figure 4 below.

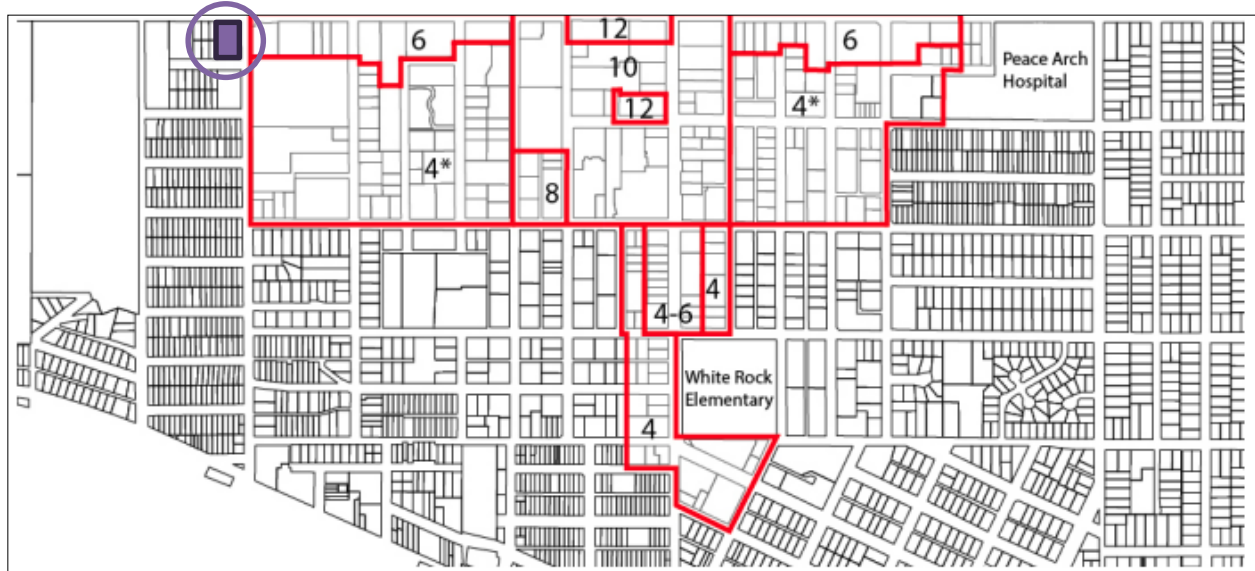


Figure 4: Maximum Building Heights in the Town Centre, Town Centre Transition, and Lower Town Centre Areas
* indicated where 6 storeys permitted with inclusion of an affordable housing component)

Supporting new secure market rental and affordable rental housing will help improve housing affordability in the City. Secured market rental units are designated for rental purposes only and protected with a covenant, lease agreement, or housing agreement registered against title for the life of the building.

Figure 5 below highlights (in yellow) three locations in the City that are identified as potential affordable rental housing sites (OCP Policy 11.2.4). The subject property (purple) is located adjacent to six lots identified as a potential affordable rental housing site in the OCP. In the OCP, redevelopment up to six storeys and 2.5 FAR via rezoning can be considered in these three locations (Figure 5 below) and specific areas in the Town Centre Transition designation (see areas with ‘*’ in Figure 4 above), provided at least 20% of the units as affordable rental housing (strata development) or 10% of the units as affordable rental housing (secured market rental development), as detailed in OCP Policy 11.2.4. The subject property falls in a designation that does not contemplate this height or density and is therefore subject to an OCP amendment application.



Figure 5: Potential Affordable Rental Housing Sites (from OCP)

This parcel is located near the Town Centre, Lower Town Centre, and Town Centre Transition areas. A change in land designation could offer a blended density between adjacent land uses and could 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.

From a climate change perspective, 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.

Land Use Contract (LUC)

This property is currently subject to Land Use Contract No. 15. The former provincial 'Municipal Act' in the late 1970s to early 1980s provided the authority for local governments and property owners to enter into an agreement as a Land Use Contract (LUC) outlining site-specific land uses and conditions of development. The legislation was changed in the 1980s and no longer allows new LUCs, and only provides for the amendment and/or discharge of the existing LUCs.

In 2014 the Province amended the *Local Government Act* to provide for the termination of all land use contracts on June 30, 2024 and to require municipalities to adopt underlying zoning for all properties that are subject to LUCs by June 30, 2022. In the case of the subject property, the P-1 Civic/Institutional zone is already in place.

Zoning

This property was zoned Land Use Contract No.15 in Zoning Bylaw No. 1591, however, as noted in the section above, the zoning applied to this property as of June 30, 2022 is P-1 Civic Institutional based on Zoning Bylaw No. 2000. The P-1 zone lists *public utility uses* are a permitted use in this zone. For this proposal, a rezoning to a property-specific Comprehensive Development (CD) Zone is required. The applicant has proposed this zone to be modelled around the RM-3 High-Density Residential zone. Table 2.0 below provides basic development statistics.

Table 2: Existing and Proposed development statistics

	Current Zoning	Zone Standard (RM-3)	Proposed Zoning
Zone	P-1	RM-3	CD zone (modelled around the RM-3 zone)
Use	Civic/Institutional Zone	High-Density Multi-Unit Residential	Mixed-Use (Residential + Utility)
Lot Requirements			
Lot Coverage	50%	45%	60% (approx.)
Height (max)	10.7 m	23.0 m	6 storeys 25.0 m

Density	N/A	2.0 times lot area (Max. RGFA) 90 dwelling units/0.4ha	2.60 Gross FAR 100 dwellings + 502 m² for TELUS network facility
Off-Street Parking Spaces	-	150 spaces	150 spaces

Proposal

TELUS is proposing to downsize its existing communication network infrastructure on the subject property and integrate a purpose-built market rental housing component within a six-storey development called TELUS Living. The project will facilitate TELUS in delivering upgraded network services while converting an existing public utility site into a rental housing development, while also delivering critical telecommunications infrastructure improvements in the City. The applicant’s development brief can be found in Appendix B.

The 6-storey building will feature 100 purpose-built secured market-rental units and will also include a 3-level TELUS network facility incidental to the building having an area of roughly 5,400 sq. ft. This L-shaped building will be constructed on top of a two-level underground parkade with frontage along North Bluff Road and Oxford Street. Units located on the ground level are intended to have individual front doors and private patios to create a residential street-scape character. Figure 6 below shows a conceptual north-to-south sectional elevation of the proposed development.

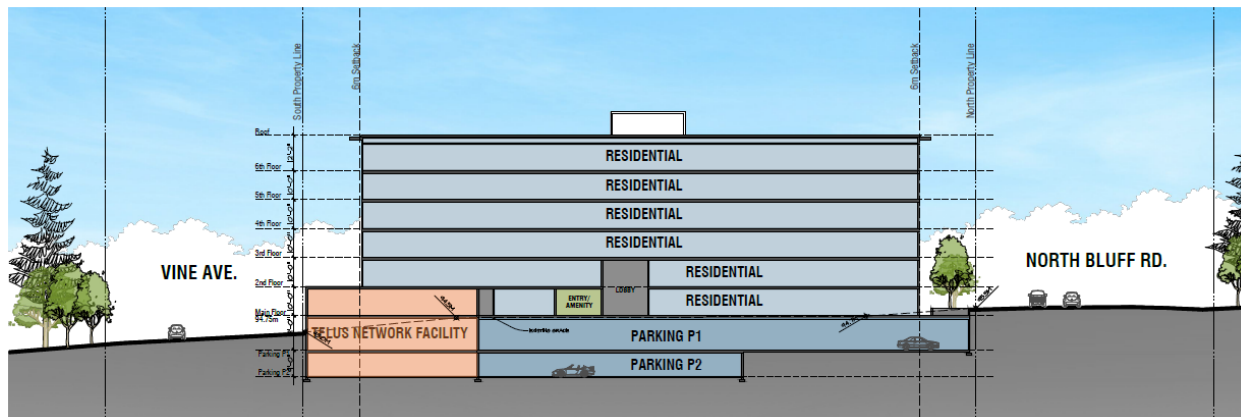


Figure 6: Sectional Elevation (north-south) of the proposed development at 14780 North Bluff Road

At this time, the unit make-up proposed by the applicant is 30% for one bedroom plus a den, 31% for 2 bedrooms and 17% are 2 bedrooms plus a den. However, following discussions with staff, the applicant has confirmed that the unit mix will be further varied to comply with the OCP’s family-friendly housing policies. The development will also feature a combination of indoor and outdoor amenity spaces. Table 2.0 above provides a summary of the development statistics. The applicant’s conceptual drawing package can be found in Appendix C.

North Bluff Corridor Study

One of Council’s Strategic Priorities is to assess the long-term land use and density in Uptown (town centre) along North Bluff Road, from Oxford Street to Finlay Street, in consultation with Surrey’s approved Semiahmoo Town Centre Plan (see linked Appendix D). On June 12, 2023, Council directed staff to develop a scope of work and cost estimate for the Land Use Plan for the North Bluff Corridor Study. Staff anticipate bringing this scoping report forward for Council’s approval in early 2024.

It is anticipated that the scoping report will further refine the corridor study area, however the subject site falls outside the perimeter of the present corridor study area based on Council's strategic priority. Due to the scale of density and height requested for this project being consistent in nature with established land use designations to the east, staff recommend that this application be processed separately from the review of the North Bluff corridor study.

Alternatively, Council could choose to defer consideration of the application as the results of the corridor study will inform staff of the recommended height and density limits for the areas east of the subject site and ensure the proposal aligns with these study findings before bringing the application forward for Bylaw readings to Council.

FINANCIAL IMPLICATIONS

Application fees for OCP and Zoning amendments applications that Council denies would be subject to a refund minus 10% of the original fees. This refund is intended to cover administrative costs.

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

If supported, the 14780 North Bluff Road project would proceed to a Public Information Meeting (PIM) following receipt of a complete application package submission. Following the PIM and circulation of the application for interdepartmental comments, the bylaws would be presented to Council for 1st and 2nd readings. The application would also 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 development.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS

The initial review of OCP and rezoning applications bring such applications before Council prior to referral to internal city departments, and several external agencies (e.g. School District, RCMP, Surrey etc.)

ALIGNMENT WITH STRATEGIC PRIORITIES

1. Community – We foster a livable city with connected residents enjoying distinctive places and activities.
2. Housing & Land Use – We advocate for diversity in housing and practice balanced land-use planning.
3. Infrastructure (Built and Natural Environment) – We plan, build, and maintain infrastructure to enhance the quality of life and civic service delivery while mitigating and adapting to environmental impacts.
4. Local Economy – We facilitate diversified economic growth and leverage partnerships

OPTIONS / RISKS / ALTERNATIVES

Alternatives to the staff recommendations include:

1. Council may direct staff to obtain additional project-specific information before deciding whether to advance or deny the study and/or application;
2. Council may defer consideration of the application until the corridor study is complete;
3. Council may deny staff's recommendations.

CONCLUSION

Staff are recommending Council direct the combined OCP and rezoning amendment application at 14780 North Bluff Road to be processed separately from the review of the North Bluff corridor study.

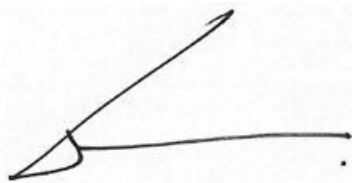
Respectfully submitted,



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

- Appendix A: Location and Ortho Maps
- Appendix B: Applicant Development Brief
- Appendix C: Conceptual Drawing Package - 14780 North Bluff Road
- Appendix D: [Land Use Plan for Semiahmoo Town Centre](#)