

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: November 23, 2015
TO: Mayor and Council
FROM: Karen Cooper, Director of Planning & Development Services
SUBJECT: Imagine 2045 - Official Community Plan Review Progress Report #3

RECOMMENDATIONS

THAT Council:

1. Receive for information the corporate report dated November 23, 2015, from the Director of Planning & Development Services titled, “Imagine 2045 - Official Community Plan Review Progress Report #3;” and
 2. Endorse the proposed “Official Community Plan Vision & Goal Statements” as outlined in the corporate report dated November 23, 2015, from the Director of Planning & Development Services titled, “Imagine 2045 - Official Community Plan Review Progress Report #3.”
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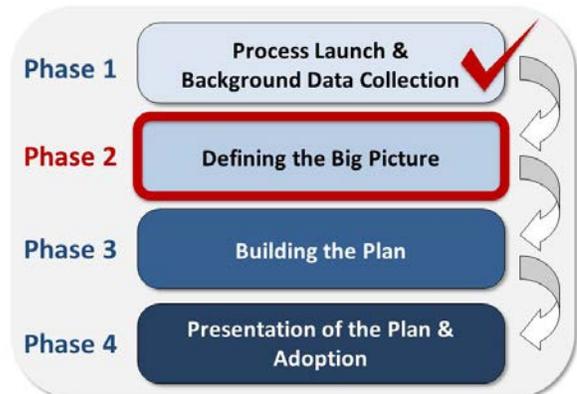
INTRODUCTION

This report provides Council with an update on the results of the Official Community Plan Review Phase 2: ‘Defining the Big Picture’, including a summary of public and stakeholder consultation activities, working Vision & Goal Statements, clarification regarding population projections, and next steps in the Official Community Plan review process.

PAST PRACTICE / POLICY / LEGISLATION

At its meeting of February 2, 2015, Council endorsed the Work Plan for the Imagine 2045 – Official Community Plan review process. The purpose of the review is to develop a renewed 30-year vision for White Rock and a framework for guiding the growth and evolution of the community. The Work Plan outlines a four-phase planning process (Figure 1), beginning in April 2015 with Phase 1: ‘Process Launch & Background Data Collection,’ and concluding in December 2016 with the adoption of the City’s new Official Community Plan.

Figure 1: OCP Review Process Chart



Since endorsement of the Work Plan, the following progress reports have been presented to Council:

- **Progress Report #1 (June 15, 2015):** The report outlined the comprehensive community engagement program for the Official Community Plan review process and the recommended terms of reference for the City’s new Official Community Plan Working Group (OCPWG). In addition, staff presented Council with a copy of CitySpaces Consulting’s ‘Vision Fair Summary Report.’
- **Progress Report #2 (July 27, 2015):** This report provided Council with the results of the City’s photography contest, staff’s selection of the Official Community Plan Working Group membership, the Community Visioning Survey results and the Children’s Survey results. In addition, staff presented Council with a copy of CitySpaces Consulting’s ‘Community Visioning Survey Results Report.’

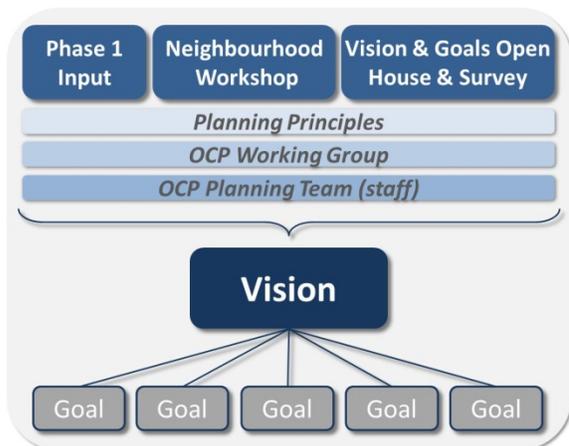
Additional Progress Reports will be presented to Council as City staff work through Phases 3 and 4 of the Official Community Plan review process.

ANALYSIS

Phase 2: ‘Defining the Big Picture’

Phase 2 of the Official Community Plan review process focused on the development of *Guiding Principles* and *Vision* and *Goal* statements for White Rock’s new Official Community Plan. It is the aspirational phase of the Review. In Phase 2, the City’s OCP Planning Team designed and coordinated three public consultation activities, including the Neighbourhood Workshop, the Vision & Goals Open House, and the Vision & Goals Online Survey. The Planning Team also met with the Official Community Plan Working Group, and drafted the Vision & Goal statements. Appendix A summarized the results of the meetings with the OCP Working Group and indicates its membership.

Figure 2: Phase 2 Process Chart



Guiding Principles

Planning principles help guide an Official Community Plan review process, and help focus and inform the development of new Vision and Goal statements. The City’s Planning Team identified that ‘Smart Growth’¹ planning principles were appropriate for White Rock, particularly given their relevance to key issues and concerns raised by the community in Phase 1 of the review process (e.g., growth, design, transportation, environmental management, etcetera).

Smart Growth embodies a set of ideas that community form is a fundamental determinant of environmental, economic, and social health. Smart Growth advocates limiting environmental disruption, reducing costs, and creating vibrant, compact communities.

¹ Smart Growth principles were first championed by the United States Environmental Protection Agency (EPA) in the early 1990s, and have since been applied by countless communities and leading organizations across the globe.

The Vision and Goal statements presented in this report have been developed with the following Smart Growth principles in mind:

- *Foster distinctive, attractive communities with a strong sense of place;*
- *Create a range of housing opportunities and choices;*
- *Take advantage of compact building design;*
- *Mix compatible land uses;*
- *Create walkable neighbourhoods;*
- *Preserve open space, natural beauty, and critical environmental areas;*
- *Support a variety of transportation choices;*
- *Strengthen and direct development towards existing infrastructure;*
- *Make development decisions predictable, fair, and cost effective; and*
- *Encourage community and stakeholder collaboration.*

Working Official Community Plan Vision & Goals Statements

Vision and Goals are foundational and aspirational statements that describe the results the Plan seeks to achieve over a 30-year planning horizon. The Vision and Goals presented in this report have been created based on the following public consultation events and activities,

- Visioning Fair (May 24, 2015);
- Visioning Survey (May 13 - June 17, 2015);
- Neighbourhood Workshop (September 17, 2015);
- Vision & Goals Open House (October 8, 2015); and
- Vision & Goals Online Survey (October 8 - 26, 2015).

City staff used the public feedback to refine the draft Vision statement and develop new draft Goal statements for the following thirteen planning themes:

- *Quality of life*
- *Community character*
- *Growth management*
- *Land use*
- *Housing*
- *Town Centre*
- *Waterfront*
- *Economic development*
- *Transportation and mobility*
- *Arts, culture, and heritage*
- *Environmental management*
- *Parks and recreation*
- *Infrastructure*

The draft Vision and Goal Statements were further refined to reflect input from the Vision & Goals Open House, the Vision & Goals Online Survey, and from the Official Community Plan Working Group. The statements were generally well received and the public provided helpful points of clarification and suggestions for improvement. These revised statements are “big-picture” in nature, and together will provide a foundational framework for the new Official Community Plan. They are working statements and are subject to further revision as a result of completing more detailed work on policy areas in Phase 3 of the OCP Review.

The Vision Statement is as follows:

VISION STATEMENT

The year is 2045...

Our City by the sea is a beautiful, distinctive, and engaged community of people from all walks of life who choose to live, work, and play in White Rock.

Our residents and visitors experience an extraordinary quality of life due to White Rock's

temperate climate, safe and healthy neighbourhoods, thriving urban Town Centre, accessible ocean waterfront and historic pier, rich cultural and natural heritage, and diverse open space and recreational amenities.

Our progress and commitment to sustainability builds community identity and pride, while ensuring White Rock meets the needs of current and future generations.

A number of public comments received during Phase 2 involve specific issues and concerns, many of which will need to be addressed through focused policies and actions have been identified as sub topics to be explored in Phase 3. The implementing Goal Statements and sub topics for each of the thirteen planning themes are as follows:

1. 'QUALITY OF LIFE' GOAL

The City of White Rock provides an environment where all residents can realize their potential in living healthy, happy, and well-balanced lives.

Sub-Topics to be explored in Phase 3:

- Promotion of inclusivity
- Promotion of safety and accessibility
- Preservation and enhancement of natural heritage
- Promotion of active transportation
- Opportunities of social gathering and interaction
- Acceptable noise levels
- Access to healthy, affordable, local food

2. 'COMMUNITY CHARACTER' GOAL

The City of White Rock has great places that foster positive social interaction, community pride, and appreciation of natural features.

Sub-Topics to be explored in Phase 3:

- Defining neighbourhood elements
- Quality of built form and density
- Streetscapes
- Development permit boundaries and guidelines
- Public spaces
- Community gardens
- "Monster homes"
- Derelict properties

3. 'GROWTH MANAGEMENT' GOAL

The City of White Rock encourages citizen involvement while managing growth and development, characterized by high-quality design and the provision of community amenities and infrastructure.

Sub-Topics to be explored in Phase 3:

- Built form and density
- Growth area boundaries
- Monitoring growth
- Community amenity contributions / density bonusing
- Public consultation
- Neighbourhood plans (Apartment Area, North Bluff, Town Centre, Waterfront, etc.)

4. 'LAND USE' GOAL

The City of White Rock maximizes its limited land resource by creating a complete community where residents have convenient access to jobs, services, open space, and amenities.

Sub-Topics to be explored in Phase 3:

- Land use designations
- Mixed-use development
- Measures to minimize land use conflicts
- Transitioning between different land uses and built forms

5. 'HOUSING' GOAL

The City of White Rock has a mix of housing choices that are appropriate and affordable for residents at various stages of their lives.

Sub-Topics to be explored in Phase 3:

- Housing options and diversity
- Affordable, non-market and rental housing
- Special needs housing
- Building setbacks
- Landscaping requirements

6. 'ENVIRONMENTAL MANAGEMENT' GOAL

The City of White Rock preserves and protects natural areas, features and habitat, and encourages the responsible use of resources through sustainable development.

Sub-Topics to be explored in Phase 3:

- Urban forestry and habitat protection
- Green building practices, technologies, and infrastructure
- Environmental development permit areas and guidelines
- Air and noise quality

7. 'TRANSPORTATION & MOBILITY' GOAL

The City of White Rock facilitates the movement of people by providing an inclusive, interconnected transportation network.

Sub-Topics to be explored in Phase 3:

- Sidewalk network expansion
- Complete streets
- Improve bicycle network and supportive infrastructure
- Traffic calming
- Public transportation supportive development and infrastructure
- Connectivity between Uptown and the waterfront
- Multi-modal network
- Safety

8. 'WATERFRONT' GOAL

The City of White Rock enhances and promotes its beautiful waterfront and historic pier as a memory-making destination where people can shop, dine, gather, play, and connect with nature.

Sub-Topics to be explored in Phase 3:

- Marine Drive commercial area
- Waterfront Master Plan
- Development permit guidelines and boundaries
- Pedestrian safety and accessibility
- Preservation and enhancement of natural features
- Views
- Public parking
- Rail relocation

9. 'TOWN CENTRE' GOAL

The City of White Rock promotes and develops the Town Centre as a distinctive, lively, and pedestrian-focused growth area.

Sub-Topics to be explored in Phase 3:

- Revitalization and infrastructure renewal
- New urban design guidelines for Johnston Road
- Development permit guidelines
- Strategic amenities to be provided through density bonuses
- Public open space and social gathering
- Access and mobility

10. 'ECONOMIC DEVELOPMENT' GOAL

The City of White Rock attracts a diversified economy by supporting local businesses, creating a desirable place to visit, work, shop, and invest.

Sub-Topics to be explored in Phase 3:

- Tourism Strategy
- Diversity of attractions
- Partnerships
- Regulatory incentives
- Pedestrian friendly streetscapes
- Parking and accessibility
- Façade improvement
- Wayfinding

11. 'ARTS, CULTURE & HERITAGE' GOAL

The City of White Rock promotes and celebrates its thriving local arts, culture, and heritage to its fullest potential.

Sub-Topics to be explored in Phase 3:

- Public art program
- Programmable open spaces
- Events
- Reflecting heritage through design
- Partnerships

12. 'PARKS & RECREATION' GOAL

The City of White Rock provides a diverse range of recreational facilities and open space, offering a wide variety of programs for residents of all ages and abilities.

Sub-Topics to be explored in Phase 3:

- Maximizing use of open space and trails
- Expanding open space and trails
- Waterfront
- Diversity of programming
- Maintenance of assets
- Accessible parks and facilities

13. 'INFRASTRUCTURE' GOAL

The City of White Rock is a safe and resilient community with responsive, high-quality, and well-maintained infrastructure that meets the needs of the community.

Sub-Topics to be explored in Phase 3:

- Climate change implications
- Accommodating growth
- Changing needs of the community
- Safety
- Power lines
- Aesthetics

Appendix B contains the Phase 2 Report from CitySpaces that provides a summary of the Phase 2 work and the approach used to develop the Vision and Goal Statements for the Official Community Plan. This report also includes copies of the presentation materials and all comments received from the public events and the survey. The report will be published on the Imagine White Rock 2045 section of the City website.

Population Projections

Regional Growth Strategy – Required Contents

Provincial legislation, primarily Part 25 of the *Local Government Act*, sets out the parameters for regional growth strategies (RGSs). An RGS may be adopted by a Regional Board to guide decisions on growth, change and development within the regional district. If an RGS is adopted, it must include specific contents as outlined in Section 850 of the *LGA*, including population and employment projections along with actions proposed for the regional district to provide for the needs of the projected population in relation to a number of matters, including housing, transportation, regional district services, parks and natural areas, and economic development, to the extent that these issues are regional matters (a regional matter being one that “involves coordination between or affects more than one municipality”).

Regional Growth Strategy – Dispute Resolution

A RGS needs the acceptance of affected local governments in order to be adopted by the Regional Board. If acceptance cannot be reached with a local government, the *LGA* Section 860, outlines three alternatives for resolving disputes:

1. peer panel settlement;
2. final proposal arbitration; or
3. full arbitration.

If the local government and Regional Board cannot agree on a process, the Minister responsible must direct which process is to be used.

Regional Growth Strategy, Context Statement & Official Community Plan Consistency

The *LGA* Section 866(1) requires that “if a regional growth strategy applies to all or part of the same area of a municipality as an official community plan, the official community plan must include a regional context statement that is accepted in accordance with this section by the board of the regional district for which the regional growth strategy is adopted.”

Further, a regional context statement (RCS) within an Official Community Plan (OCP) must identify the relationship between the OCP and the matters referred to in Section 850 of the RGS (i.e. population and employment projections, housing, transportation, etc. as above). An RCS may identify how the OCP is to be made consistent with the RGS over time, if applicable. Finally, the RCS must be consistent with the rest of the OCP. The same dispute resolution process regarding the acceptance of an RGS by a local government is applicable for the acceptance of a RCS by the Regional Board (Section 866(7)). There is no provision in the legislation for an accepted RCS to be permanently inconsistent with the RGS.

White Rock’s Official Community Plan 2008 and Regional Context Statements (2008/2013)

The City of White Rock’s current OCP, which is in the process of being updated, was adopted in 2008. The current RGS *Metro Vancouver 2040: Shaping Our Future* (the “2011 RGS”) was accepted by the City of White Rock in March 2011, and formally adopted by the Regional Board in July 2011. The RCS amendment to White Rock’s OCP was adopted in December 2013², after being accepted by the Greater Vancouver Regional District Board of Directors on September 27, 2013, in accordance with the procedures required in Section 866 of the *Local Government Act*.

The 2011 RGS as originally adopted contained population projections for the City of White Rock forecasting a population of 18,900 in 2006 increasing to 27,000 in 2041 (a growth of 8,100 residents). The RCS adopted by the City of White Rock in 2013 and accepted by the GVRD Board of Directors contained a table providing estimated population, dwelling and employment projections for the time covered by the 2011 RGS (up to 2041), showing population growth of 4,750 between 2006 and 2041 (2,250 less than the 2011 RGS).³

The Regional Board did not update the population projections of the RGS until October 30, 2015 as part of an omnibus housekeeping amendment that included other minor changes. The fact that the population and employment projections in *Metro 2040* were not officially amended until October 2015 has contributed to some misunderstandings over the official projections. Until the

² *Official Community Plan Bylaw, 2008, No. 1837, Amendment No. 10 (Regional Context Statement), 2012, No. 1966*

³ The 2008 OCP also has population projections in Section 2.1, Population and Employment that estimates a population of 23,505 in 2031 (compared to 25,000 in the RGS and 22,000 in the RCS). This section of the OCP was not amended when the RCS was adopted in 2013.

October 2015 RGS amendment, the population projection of 27,000 residents in 2041 would have been what the City would “endeavor to achieve”. Now with the October 2015 RGS amendment, the population projection of the RGS matches the growth projections in the RCS.

Implications for OCP Update Process and OCP Amendments

The recent revisions to the RGS population, employment, and dwelling projections for White Rock have confirmed that the growth projections in the current RCS are now perfectly aligned with the official projections of the RGS. Staff will utilize these projections in the course of the update to the OCP. The OCP will include policies which will enable White Rock to achieve the population and residential housing projections of the RGS (as recently amended), and extend the projections to 2041 to be consistent with the timeframe of the Regional Growth Strategy.

Area	Total Population				Total Dwelling Units				Total Employment			
	2011	2021	2031	2041	2011	2021	2031	2041	2011	2021	2031	2041
White Rock	19,700	20,500	22,000	23,500	9,900	11,000	12,000	13,000	7,000	7,800	8,400	9,300
Metro Van	2,356,000	2,788,000	3,152,000	3,443,000	890,000	1,112,000	1,287,000	1,423,000	1,209,000	1,424,000	1,626,000	1,773,000

Source: Metro Vancouver

10 Year Estimated Increase in Housing Demand (2016-2026)	Total Demand	Ownership Demand	Rental Demand	Rental Demand by Income Group ⁴					
				Very Low Income	Low Income	Moderate Income	Above Moderate Income	High Income	Very Low / One Family Household
White Rock	1,100	820	280	220	60	(10)	30	(30)	10
Metro	182,300	129,700	52,600	22,860	11,140	8,740	4,670	5,170	5,100

Source: Metro Vancouver

Note: These estimates are provided to assist in long range planning and represent an approximate range of potential increase in each municipality. The numbers are net additional units over 10 years based on population and household projections.

Next Steps

The next six to eight months of the Official Community Plan review will be dedicated to Phase 3: ‘Building the Plan’. In this phase, the City’s Planning Team and consultants will develop draft strategies, policies, and actions needed to successfully realize the new OCP Goal statements outlined in this report. The City’s Planning Team will conduct a number of focus group meetings and workshops with stakeholders and the community in order to collect input on specific planning issues identified in Phase 2. The Planning Team will also meet monthly with the Official Community Plan Working Group to discuss the implementation of the new OCP Goals.

In addition, a number of related initiatives will be undertaken concurrently with Phase 3 of the Official Community Plan review, including:

- **Zoning Bylaw review:** the City’s Zoning Bylaw regulates the use of all land in the City of White Rock. Zoning regulations deal with permitted uses of land; height and location of structures; building setbacks; minimum lot size; parking requirements, and much more. A comprehensive review and update of the Zoning Bylaw will be required to ensure its consistency with the new Official Community Plan.
- **Johnston Road Revitalization Plan:** the revitalization of the Johnston Road corridor is an opportunity to improve the functionality and vibrancy of Johnston Road as the commercial heart of the Town Centre. The design process is expected to begin in later

⁴ Very low income <\$30,000/yr, Low income \$30,000-50,000/yr, Moderate income \$50,000-75,000 per year, Above moderate \$75,000-100,000/yr, High income \$100,000/yr plus.

2015 and continue into 2016. Urban design guidelines established through this process will be directly linked to the new Official Community Plan.

- **Waterfront Master Plan:** an integrated and comprehensive master plan is required to address a number of significant issues including connectivity of the waterfront with other key areas of the city, conflicts with the railway, beach accessibility issues, insufficient public and performance space, and inconsistent streetscape design.
- **Open Space Master Plan:** this project involves the development of a comprehensive long-term vision and plan for open space and park amenities in White Rock. The master plan shall include the identification of strategic priorities that will define the future direction, policies, priorities, and actions for the City over the next ten years (2015 to 2025).

More information on OCP Phase 3: 'Building the Plan', and these concurrent and related initiatives, will be provided in the coming months through the City's website, social media, and print media.

OPTIONS

The following options are available for Council's consideration:

1. That Council endorse the proposed "Official Community Plan Vision & Goal Statements" as outlined in this corporate report.
2. That Council direct changes to the "Official Community Plan Vision & Goal Statements" contained in this corporate report.

Staff recommends Option 1 which is reflected in the recommendations of this corporate report.

CONCLUSION

The City of White Rock is undertaking a comprehensive review of the Official Community Plan that will result in a renewed vision for the community to the year 2045, and a regulatory framework to guide the growth and evolution of the city.

City staff are pleased with the results of Phase 2: 'Defining the Big Picture,' including the community input collected through the Neighbourhood Workshop, Vision & Goals Open House and Survey, and are grateful to all residents who contributed their comments and ideas during these sessions. Staff believes the Vision and Goal statements for the new Official Community Plan successfully reflect the values, needs and wants of the community, while demonstrating consistency with widely accepted principles of good city planning. Further, staff believes these statements provide a community-supported foundation for the policy development work to come in Phase 3: 'Building the Plan.'

Respectfully submitted,

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

Comments from the Chief Administrative Officer:

I concur with the recommendations of this corporate report.

Dan Bottrill
Chief Administrative Officer

Appendix A: Official Community Plan Working Group

Appendix B: Phase 2 Summary Report (CitySpaces Consulting)

APPENDIX A **Official Community Plan Working Group**

City staff met with the Official Community Plan Working Group (OCPWG) three times to collect their input on the Phase 2 consultation process and the draft Vision and Goal statements. The OCPWG is an informal advisory group that meets with the City’s Planning Team as a high-level sounding board for the review process. The OCPWG does not have official status as an advisory committee under the *Local Government Act*, and does not report to City Council. In accordance with the OCPWG terms of reference, staff selected six residents from 20 resident applicants, and six stakeholder organization representatives (three of which are also residents), to participate on the Working Group.

The following is a summary of the OCPWG meetings conducted to date:

- ***OCP Working Group Meeting #1 (September 1, 2015)***: This meeting was dedicated to membership introductions, reviewing the Group’s roles and responsibilities in accordance with the terms of reference, gaining familiarity with the OCP review process and discussing the Phase 2 consultation events and activities.
- ***OCP Working Group Meeting #2 (October 1, 2015)***: This meeting was dedicated to reviewing the Neighborhood Workshop event and feedback from it, soliciting comments from the Working Group on the Planning Team’s preliminary draft of the Vision and Goal statements, and providing input on the planned Vision & Goals Open House and Online Survey.
- ***OCP Working Group Meeting #3 (November 10, 2015)***: This meeting was dedicated to discussing the Vision & Goals Open House input received from the public and Online Survey results, soliciting feedback from the Working Group on the Planning Team’s revised drafts of the Vision and Goal statements, and discussing opportunities to improve public interest and communication in the OCP review process.

Table 1: Official Community Plan Working Group Members

Name	OCP Working Group Member Type
Jim McKinlay	Resident
Judy Forster	Resident
Hardy Staub	Resident
James Quayle	Resident
Richard Harding	Resident
Dawn Wattie	Resident & Business Owner
Cliff Annable	Resident & Stakeholder Representative (Chamber of Commerce)
Harp Hoonjan	Resident, Business Owner, and Stakeholder Representative (Peace Arch Hospital)
Ruchir Dhall	Stakeholder Representative (Advisory Design Panel)
Morley Myren	Resident, Business owner, and Stakeholder Representative (Tourism White Rock)
Douglas Smith	Stakeholder Representative (White Rock BIA)
Randy Heilbron	Stakeholder Representative (Fraser Health)

APPENDIX B
Phase 2 Summary Report (CitySpaces Consulting)