

THE CORPORATION OF THE
CITY OF WHITE ROCK
CORPORATE REPORT



DATE: March 31, 2025

TO: Mayor and Council

FROM: Anne Berry, Director, Planning and Development Services

SUBJECT: Initial Review of combined OCP amendment and Rezoning Application at 14981 and 14985 Marine Drive (OCP/ZON/MJP 24-032)

RECOMMENDATIONS

THAT Council receive the for information the corporate report dated March 31, 2025 from the Director of Planning and Development Services, titled "Initial Review of combined OCP amendment and Rezoning Application at 14981 and 14985 Marine Drive (OCP/ZON/MJP 24-032);" and

1. Defer consideration of the Official Community Plan amendment Zoning Bylaw amendment and Major Development Permit applications for 14981 and 14985 Marine Drive pending the completion of the Marine Drive Land Use Study as outlined in this corporate report.
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EXECUTIVE SUMMARY

The City has received three development applications between October and December 2024, which includes one combined OCP and rezoning proposal and two rezoning proposals. 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 such applications have been presented directly to Council since. An initial review is to provide Council with the opportunity to comment early on the project and to help avoid significant cost and time expended by staff and the applicant preparing a rezoning application for first reading that may not have support.

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 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 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

Staff received three (3) development applications between October and December 2024. All three project proposals received are subject to more than one development application type, e.g., OCP amendment, Zoning amendment, and/or Major Development Permit applications. On March 10, 2025, an initial report was brought forward to Council for two of three development applications. Staff is using this initial report to bring forward the third development application which involves the requirement of an OCP amendment.

ANALYSIS

14981 and 14985 Marine Drive – OCP amendment and rezoning to allow for a four-storey mixed-use development (8 units with ground-level commercial units)

The development applications for the subject properties, at 14981 and 14985 Marine Drive, propose amending the Official Community Plan (OCP) for an increase to the maximum permitted height and density in the ‘Waterfront Village’ land use designation. Additionally, the application includes amending the zoning for the properties from the ‘CR-3 West Beach Business Area Commercial/Residential’ to a property-specific Comprehensive Development (CD) zone. The CD zone is proposed to be modelled around the existing CR-3 Zone. As part of the development, the two subject parcels will be consolidated into one site. If approved, the OCP amendment and rezoning would permit a four-storey mixed-use development which also includes off-street parking with access from Victoria Avenue. Along with the zoning amendment, a Form and Character Major Development Permit application has also been submitted. Location and Ortho Maps are included in Appendix A; the Applicant’s OCP amendment rationale in Appendix B; the Topographic Survey is attached as Appendix C, and the conceptual technical drawings in Appendices D, E & F. Appendix G includes a copy of the Applicant’s letter to Council regarding their application.

The proposal features a mixture of unit types: 6 two-bedroom units, 1 three-bedroom unit, and 1 four-bedroom unit. The allocation of three-bedroom and two-bedroom units upholds the City's "family-friendly housing" policy, which seeks a minimum 10% supply of three-bedroom units and 35% supply of two and/or three-bedroom units, respectively. Figure 1.0 that follows illustrates a rendering of the proposed development along Marine Drive.



Figure 1: Rendering of the proposed development at 14981 and 14985 Marine Drive

Site Context and Background

The subject properties at 14981 and 14985 Marine Drive currently house two commercial restaurants, Indian Chaat House & Restaurant and Kababji Grill, respectively. The White Rock Museum and Memorial Park is located immediately south of the subject properties. The areas to the east and west of these properties are comprised of mixed-use and/or commercial establishments. The West Beach Parkade is located to the northwest of the subject site, and low to midrise residential development and located to the north.

The subject property fronts onto Marine Drive to the south and Victoria Avenue to the north. Due to steep grade change along the section of Victoria Avenue between Martin Street and Vidal Street, access to the subject properties, as well as the properties at 14989, 14990 and 14995 Marine Drive to the east, and the mixed-use development (Pacifica) at 14959 Marine Drive to the west, is provided via the lower-level access on Victoria Avenue, commonly referred to as Victoria Lane. Figure 2.0 below shows an orthographic map highlighting the subject properties.

In 2023 and 2024, the Applicants submitted two pre-applications for development proposals with the City of White Rock, receiving high-level feedback from the relevant city departments and details on relevant city bylaws and policies to be considered. During both the pre-application summaries provided to the Applicant, City staff raised concerns about the access, highlighting that the connection bridge as access to the proposed development off of Victoria Avenue could potentially limit access to neighbouring properties.

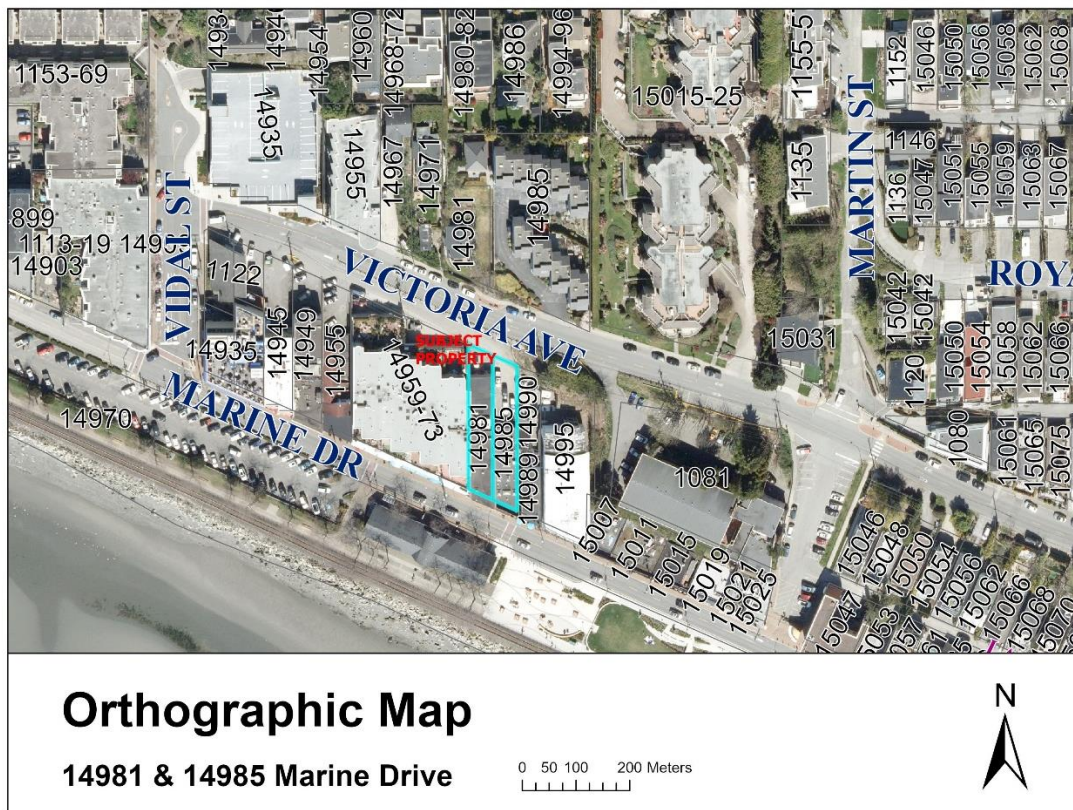


Figure 2: Ortho Map

Policy Framework

The subject properties are designated as "Waterfront Village" in the Official Community Plan (OCP). The Waterfront Village designation aims to enable a mix of multi-unit residential and commercial uses that establish a seaside village character and supports local businesses and public transit.

The proposed development aligns with the following Waterfront Village Land-Use OCP policies:

- Policy 8.4.1 - Allow multi-unit residential uses and mixed-uses (commercial/residential) in low-rise buildings.
- Policy 8.4.3 - Strengthen existing retail areas by requiring street-fronting commercial uses on Marine Drive between Oxford Street and Foster Streets, and between Balsam Street and Maple Street; allow street-fronting commercial uses elsewhere on Marine Drive.

However, this proposal for a four-storey mixed-use project with a proposed density of 2.43 FAR does not comply with OCP Policy 8.4.2 regarding height and density. The proposed development exceeds the maximum height limit of 3 storeys and density limit of 2.0 FAR permitted under the Waterfront Village land-use designation, thereby necessitating an OCP amendment.

Concerns with Access

One of the major challenges identified is the steep grade of Victoria Avenue between Martin and Vidal Streets, the proposed rear access, and the development's impact on the neighbouring property. To address these challenges, the Applicant proposed a design solution of providing a

connection bridge from Victoria Avenue to access the parkade within the proposed development. Although this connection bridge aims to provide continued access in the lane to the property to the east (14990 Victoria Avenue), it does not meet the intent of the City's Street & Traffic Bylaw No. 1529 which identifies the following:

- 51. No person shall construct a driveway from private property to the edge of roadway without a permit from the City Engineer. Maximum driveway slope as measured from the property line to the off-street parking space shall be 15%. The slope of the driveway within the boulevard shall slope up from the edge of the street to the property line at a minimum of 2%. No structure such as a retaining wall, planter, plant or other obstacle to traffic or pedestrian movement shall be placed within 2.0m of the edge of pavement.*
- 52. Despite Section 51, in circumstances which the City Engineer considers it is warranted and appropriate, the City Engineer may approve a driveway and boulevard designed by a professional engineer and sloping upward from the road edge or curb edge at a minimum of 2% for a minimum 2 metres and then transitioning to a maximum grade of 20%.*

In order to achieve the intent of this bylaw, at other challenging sites throughout the City, it is not unusual to see section 52 of the City's Street & Traffic Bylaw implemented. While staff acknowledge that there are some design challenges with the driveway access, the Engineering Division is seeking a design that meets the intent of the City's bylaws and the ultimate cross-section of Victoria Avenue, unless otherwise directed by Council.

Victoria Avenue is a Primary Collector route as designated in the City's Street & Traffic Bylaw No. 1529. As identified in the council-endorsed Integrated Transportation & Infrastructure Master Plan (ITIMP), the ultimate cross-section for a primary collector is a 3.3m wide lane in either direction, 2.0m separated sidewalk on both sides of the street, a protected 1.8m bicycle lane and parking on both sides of the street (2.0m each). In order to provide relief to the Applicant due to design challenges, it may be possible to reduce the ultimate requirement for parking on both sides of the street in an effort to get better grades into the site.

However, the current access design for this development continues to present the following issues:

- Tunnel (currently sized 6m wide x 4m tall)
 - Currently squeezed between the property line and existing road, does not allow enough space to meet the ultimate Primary Collector cross-section of Victoria Avenue;
 - Appears to be encroaching into the road base for the proposed driveway with a letdown at an angle that does not meet MMCD.
- The proposed road cross-section does not meet the ultimate cross-section for a Primary Collector route as identified in the City's ITIMP.
 - The road cross section is currently limited by the size of the tunnel being proposed.
- A portion of the retaining wall currently proposed fronts the neighboring property
 - Installation of a retaining wall in front of another property is considered an encroachment;
 - An encroachment agreement registered on title between property owners will be required before further City review.

At this time, the Applicant has not shared a concept design that meets the objectives that have been identified. If Council would like to deviate from the City’s Street & Traffic Bylaw to permit access from the unnamed road south of Victoria Avenue, the following would be required:

- Update to the City’s Street & Traffic Bylaw to add the lane as part of the City’s road network;
- Require long-term maintenance and repair from an asset management perspective;
- Victoria Avenue between Vidal Street and Martin Street will remain as is from a cross-section perspective indefinitely. It will eliminate the possibility of achieving the ultimate cross-section in alignment with the ITIMP.

Development Statistics

Table 1.0 below includes the development statistics. The conceptual technical drawings are attached as Appendices D, E & F.

Table 1: Existing and Proposed Zone Statistics

Zone Standard	Existing	Proposed
Zone	CR-3 zone	CD Zone <i>(modelled around CR-3 zone standards)</i>
Use	West Beach Business Area Commercial/Residential Zone	Mixed-Use (Commercial/Residential)
Lot requirements		
Lot Area	836.64 sq.m. (9,006 sq.ft.)	
Density (<i>max</i>)	1.75 times lot area	2.43 FAR (8 residential units + 2 commercial units)
Lot Coverage (<i>max</i>)	75%	81.4%
Height (<i>max</i>)	9.2 metres	Four storeys / 21.63 m <i>(including elevator and stair shaft)</i>
Off-Street Parking Spaces (<i>min</i>)	20 spaces <i>(12 residential + 8 commercial)</i>	9 spaces <i>(requested variance for 11 spaces)</i>
OCP Land Use Designation	Waterfront Village (West of Foster Street) – allows multi-unit residential uses and mixed-uses (commercial/residential) in low-rise buildings, with a density of up to 2.0 FAR (gross floor area ratio) in buildings up to three storeys in height in the West Beach area west of Foster Street.	

Marine Drive Land-Use Study

One of Council’s objectives under the strategic priority “Waterfront” is to revitalize waterfront public spaces to be more inviting, with a specific action item to assess long-term land use and density from 14871 Marine Drive (Elm Street) to 15081 Marine Drive (east end of West Beach) to accommodate four-storey buildings. The subject properties at 14981 and 14985 Marine Drive fall within this study area.

Given the scale of the requested density and height for this project, staff recommend that this OCP amendment application not be advanced to the next stage in the process at this time. Instead, staff recommend this application stage be processed following the results of the Marine

Drive Land-Use Study per Council's Strategic Plan. The results of this Land-Use study will inform staff of the recommended height and density limits for the subject site and ensure the proposal aligns with the Land-Use study findings before bringing the application forward for Bylaw readings to Council.

Given the significant policy projects currently underway for 2025, i.e. the North Bluff Road Corridor Study and the OCP Update (2025) project, this project has been scheduled to commence in early 2026. All Planning Division staff resources are currently dedicated to the 2025 planning policy projects, along with processing development applications and addressing daily divisional needs. Staff notes that an additional budget will be required to be allocated to secure consultants to support this Land-use Study in 2026.

Processing Development Applications During OCP Review

Section 460 of the *Local Government Act* ("LGA") requires a local government to consider development applications as they are brought forward by property owners. Based on the "North Bluff Road Corridor Study & OCP Update (provincial update) 2025 - Project Scope report" presented to Council on December 9, 2024, staff suggested that proposed developments that have been applied for or are applied for in the course of the OCP Update and Corridor Study be evaluated by staff and brought forward to Council for consideration on a case-by-case basis.

The current OCP remains in effect until relevant sections are amended by Council, as a part of the OCP Update process. Since the proposal is subject to an OCP application and falls within the Study Area identified for the Marine Drive Land-Use Study, staff recommend this OCP amendment application be brought forward to Council for Bylaw readings after the results of the Land-Use Study findings are presented to Council, unless Council directs otherwise to consider bylaw readings in advance of the results. This is in keeping with the current practice of advancing OCP amendment applications within the North Bluff Road Corridor Study Area following the results of the Study findings.

FINANCIAL IMPLICATIONS

Application fees for zoning amendment applications that Council refuses would, per the recent amendments to the City's Planning Procedures Bylaw, be subject to a refund minus 10% of the original fees to cover administrative costs.

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

COMMUNICATION AND COMMUNITY ENGAGEMENT IMPLICATIONS

If Council direct staff to advance this application to the next stage, the proposal would proceed to a Public Information Meeting (PIM) if supported. Following the PIM and circulation of the application for interdepartmental comments, a bylaw would be presented to Council for 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 amendment and rezoning applications brings such applications to Council prior to referral to internal City departments, and several external agencies (e.g., School District, RCMP, etc.).

Due to concerns about the proposed access to the site during previous pre-applications, this initial review package was circulated and reviewed by the Engineering Division staff. Engineering staff's comments, detailed earlier in this staff report, highlight concerns with the proposed connection bridge, and their intended access to the proposed development.

CLIMATE CHANGE IMPLICATIONS

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

IMPLICATIONS FOR TREE PRESERVATION AND TREE CANOPY ENHANCEMENT

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

ALIGNMENT WITH STRATEGIC PRIORITIES

This proposal is in alignment with Council's strategic priorities of 'Community' and 'Housing & Land Use' where the key goals are to foster a livable city with connected residents enjoying distinctive places and activities, and to advocate for diversity in housing and practice balanced land-use planning.

Additionally, Council's strategic priority is to support a prosperous and vibrant waterfront where an objective is to revitalize waterfront public spaces to be inviting. This proposal aligns with the following actions under this objective within the 'Waterfront' strategic priority:

- Assess long-term land use and density from 14871 Marine Drive (Elm Street) to 15081 Marine Drive (east end of West Beach) to accommodate four-storey buildings.
- Develop and implement strategy to modernize and revitalize Marine Drive storefronts.

OPTIONS / ALTERNATIVES

Alternatives to the staff recommendations include:

1. Council may direct the application to proceed to the next stage in the process ahead of the Marine Drive Land-Use Study and give additional directions for the Applicant and staff;
2. Council may direct staff to obtain additional project-specific information before deciding whether to advance or deny the application(s);

OR

3. Council may deny the application.

CONCLUSION

This corporate report identifies three development applications currently active. Therefore, Council has an opportunity to decide on whether each application should proceed to the next step or otherwise.

Respectfully submitted,

Reviewed and Approved by,



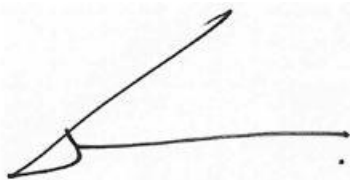
Neethu Syam
Planning Division Lead



Anne Berry, MCIP, RPP
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's OCP amendment rationale &
- Appendix C: Topographic Survey
- Appendix D: Architectural Drawings
- Appendix E: Landscape Plans
- Appendix F: Civil Drawings
- Appendix G: Applicant's Letter to Council