

# **REPORT**

## ***Climate Action, Planning and Development***

**To:** Land Use and Planning Committee      **Date:** October 18, 2021

**From:** Emilie K. Adin, MCIP  
Director of Climate Action, Planning and  
Development      **File:** PAR01404

**Item #:** 2021-444

**Subject:** Preliminary Application Review: 805 Boyd Street (Queensborough Landing)  
- Land Use Discussion

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### **RECOMMENDATION**

**THAT** the Land Use and Planning Committee support that the following land uses should be further considered through a formal zoning text amendment application: Amusement arcades; Lumber sales (in buildings smaller than 40,000 sq. ft.); Microbrewery, winery, distillery or cottage brewery; Trade and commercial schools; Animal boarding; Commercial, commissary or shared kitchen; Delivery and express facilities, courier service; Car wash; and the retail sale of used goods subject to the same restrictions as currently included in the Zoning Bylaw.

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### **PURPOSE**

To collect preliminary feedback from the Land Use and Planning Committee on proposed land use amendments for the Queensborough Landing shopping centre, in order to increase the types of businesses permitted.

### **EXECUTIVE SUMMARY**

Queensborough Landing shopping centre is looking to expand the permitted land uses on site in order to attract new tenants and businesses. Proposed new land uses include: amusement arcade; lumber store; micro-brewery, winery or distillery; trade or commercial school; overnight animal boarding; commercial/commissary kitchen; delivery or courier facility; car wash or service station. Staff consider these land uses to: (1) complement the existing commercial uses on site, (2) be consistent with those typically found in similar highway commercial and/or commercial service areas, and

(3) be consistent with the existing land use designation Queensborough Commercial. Additionally, the retail sale of used goods could be considered, with some additional restrictions. A zoning text amendment for the C-10 Large Format Commercial Districts would be needed to allow these proposed land uses.

## **BACKGROUND**

### **Policy and Regulations**

The site is designated **QC (Queensborough Commercial)** in the Official Community Plan (OCP). It is the only property in the City with this designation. The proposed changes are consistent with this designation.

The site is zoned Large-Format Commercial Districts (C-10). It is also the only property in the city with this zoning. This zone is intended to allow large format retail development and associated office and business park uses. The proposed new land uses are not permitted in this zone so an amendment would be required.

A copy of the C-10 zone, including all currently permitted land uses, is included as **appendix A**.

### **Property Description**

Queensborough Landing is a regional shopping centre on a 14.6 hectare (36 acre) property located on Boyd Street, north of Highway 91A and west of the Queensborough Bridge. The property is bisected by a rail line. Currently the site is improved with tilt-up concrete, big box retail buildings, mostly built between 2003 and 2011. The zone permits density up to 1.0 Floor Space Ratio (FSR). Queensborough Landing is currently constructed to 0.28 FSR, a fraction of the 1 FSR that is permitted. There are currently 1,721 surface parking spaces on site, including 57 accessible spaces. This exceeds the minimum parking requirements of the zone.

### **Other applications**

A Preliminary Application Review for a subdivision of a portion of the property to construct a self-storage building was supported by the LUPC in July 2021. The owner, Smart Centers, has previously applied for and been granted other zoning text amendments in the last few years, including to allow an oil change facility, a child care and an after-school learning centre.

## **PROPOSAL**

The applicant is looking to expand the permitted land uses on site in order to attract new tenants and businesses. The applicant states that the development of competing retail attractions in the region, such as MacArthur Glen and Tsawwassen Mills, have impacted the Queensborough Landing shopping centre, such that multiple retail units

are currently vacant. They propose to shift the land use from primarily retail commercial towards commercial service, mixed employment or light industrial uses. They argue these uses would be compatible with and complementary to surrounding commercial and industrial lands. Proposed new land uses include: amusement arcade; lumber store; micro-brewery, winery or distillery; trade or commercial school; overnight animal boarding; commercial/commissary kitchen; delivery or courier facility; car wash or service station.

## **DISCUSSION**

### **Future Area Planning**

As this is a large site, a long-term strategy for its use should be explored through a master plan or official community plan process. As an update to the Queensborough Community Plan is not anticipated in the near future, Smart Centers is proposing additional land uses for the site as an interim measure. The applicant states this increased flexibility would attract different types of commercial businesses to the site, potentially assisting them in filling vacant commercial units.

### **Proposed Additional Uses**

The applicant has submitted a list of uses which they would like the City to allow on the subject site, available in **appendix B**. An excerpt of relevant Zoning Bylaw Definitions has been included in **appendix C**.

Of the proposed land uses provided by the applicant, staff considers that nine could be added to the C-10 Zone because they:

- a. are consistent with the existing land use designation Queensborough Commercial,
- b. are consistent with those typically found in similar highway commercial and/or commercial service areas,
- c. are considered to be complementary to existing commercial uses on site,
- d. could be accommodated within existing buildings,
- e. are not anticipated to create land use conflicts with surrounding existing uses or future uses contemplated by the Official Community Plan, and
- f. would not increase the parking impacts beyond what was originally contemplated for this site.

The nine land uses are:

1. *Amusement arcade*: The C-10 Zone currently allows “*Public assembly and entertainment use excluding amusement arcades and casinos*”. Amusement Arcades are permitted in the Community Commercial Districts (High Rise) (C-3) commercial zones. The amendment would allow amusement arcades, but not

casinos. Other gaming rooms, such as escape rooms, are currently permitted. A separate Liquor Rezoning application would be required to allow liquor to be served.

2. *Lumber sales*: The C-10 Zone currently allows “*Lumber sales in a retail store with a commercial area greater than 40,000 square feet (3,716.0 square metres)*”. Currently, Walmart occupies the only commercial retail unit that meets this size restriction. The amendment would allow smaller retail units to be used for building supply establishments.
3. *Microbrewery, winery, distillery or cottage brewery*: The C-10 Zone currently allows “*cafes and restaurants*”. A liquor manufacturer licence with lounge endorsement would be required.
4. *Trade and commercial Schools*: In 2020, a text amendment to the C-10 Zone was approved to allow Self-Improvement schools for learning arts, sports or other skills, including after school learning centres. Trade schools are for learning industrial occupations (e.g. plumbing) and are permitted in the Commercial Service (CS-1) and Commercial Industrial (CM-1) zones, and in the Light Industrial (M-1, M-5) Zones. Commercial schools are for learning business and health care skills (e.g. bookkeeping) and are allowed in most Commercial zones (C-1 to C-8). Trade and commercial schools could provide a transition between retail commercial and light industrial uses and students could activate the property during daytime hours.
5. *Animal boarding: Animal Grooming and daycare facilities, and animal hospitals and veterinary clinics*, are currently permitted in the C-10 Zone although there are none currently on the site. Animal boarding could be a good fit, as the main issue with this use is noise (e.g. evening barking), and the closest residential properties are located on the other side of the highway.
6. *Commercial, commissary or shared kitchen*: These kitchens are used by food manufacturers, catering companies, non-profit groups, etc. which require a certified commercial kitchen to prepare food. They may be used by multiple start-ups and/or small businesses, have accessory restaurant capability, and/or function in relation to a commercial cooking school. Building Code upgrades may be needed, and not all existing units may be suitable for this use.
7. *Delivery and express facilities, courier service*: delivery and express facilities are permitted in the Commercial Service (CS-1) zone. There are a variety of courier service retail storefronts and Canada Post locations in commercial zones across the City, including C-4. This use would support current shopping trends of purchasing online, but collecting from a pick up location. If this land use is added to the C-10 Zone, it should be defined in the Zoning Bylaw definitions.

8. *Car wash*: a car wash is considered complementary to the auto-oriented uses on the site. It is noted that additional plumbing permits with the City and wastewater permits with Metro Vancouver may be necessary to facilitate this use.
9. *Retail Sale of Used Goods*: The C-10 Zone currently prohibits stores where more than 10% of the floor area is occupied by used goods for sale which is consistent with the requirements in other commercial districts. The Zoning Bylaw permits stores dedicated to the sale of certain types of used goods (e.g. antiques, clothing consignment) and those whose sales support a recognized charity. The sale of used goods with similar regulations is considered complementary to the uses currently on the site. An excerpt of Zoning Bylaw definitions and regulations related to the sale of used goods has been included in **appendix D**.

*Does the LUPC support that the above uses should be further considered through a formal zoning text amendment application?*

### **FEEDBACK FROM THE LAND USE AND PLANNING COMMITTEE**

Staff is seeking feedback from the LUPC on the proposed land use amendments and LUPC endorsement of the following recommendations:

1. That the LUPC support that the following land uses should be further considered through a formal zoning text amendment application: *Amusement arcades; Lumber sales (in buildings smaller than 40,000 sq ft); Microbrewery, winery, distillery or cottage brewery; Trade and commercial schools; Animal boarding; Commercial, Commissary or shared kitchen; Delivery and express facilities, courier service; Car wash; and the retail sale of used goods subject to the same restrictions as currently included in the Zoning Bylaw.*

### **INTERDEPARTMENTAL LIAISON**

The City has a project-based team approach for reviewing development applications, which facilitates interdepartmental review. The interdepartmental team provides comments to the applicant throughout the development review process. This report has also been reviewed by staff from the Economic Development Office.

### **APPLICATION REVIEW PROCESS AND NEXT STEPS**

#### **Review Process**

This is Stage Two of a two-stage preliminary application review (PAR) opportunity that is available to applicants at the Director's discretion. The two-stage PAR process was implemented in 2018 in order to allow for early political input on exceptional development application inquiries that fall outside the lines of existing City policy.

*Stage One - Completed:*

- PAR application form is submitted with full fee payment
- Review of proposal for a self-storage building, a land use that requires an OCP amendment and rezoning,
- Director's memo to the Land Use and Planning Committee (LUPC) July 12, 2021
- PAR letter issued to the applicant, summarising LUPC feedback and staff comments, August 18, 2021.

*Stage Two – **We are here:***

- Staff report to the LUPC reviewing a full list of land-uses being requested through a rezoning text amendment, to help address vacancy for the remainder of the Queensborough Landing property
- PAR letter to applicant to be prepared summarising LUPC feedback and staff comments

**OPTIONS**

1. That the Land Use and Planning Committee support that the following land uses should be further considered through a formal zoning text amendment application: Amusement arcades; Lumber sales (in buildings smaller than 40,000 sq ft); Microbrewery, winery, distillery or cottage brewery; Trade and commercial schools; Animal boarding; Commercial, Commissary or shared kitchen; Delivery and express facilities, courier service; Car wash; and the retail sale of used goods, subject to the same restrictions as currently included in the Zoning Bylaw;

*This option would reflect LUPC's desire to move forward with the text amendment to support to compatible new businesses in the existing development.*

2. That LUPC instruct staff to discourage the applicant's submission of a Zoning Bylaw Text Amendment application until a comprehensive master site plan for the overall Queensborough Landing site has been completed or the City has updated the Queensborough Community Plan.

*This option would reflect LUPC's position that a more long-term strategic plan is needed for the site as a whole, before moving forward with any additional zoning text amendment applications.*

3. That LUPC provide other feedback to staff.

Staff recommends Option 1.

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## **ATTACHMENTS**

Appendix A - C-10 Zone, Large Format Commercial Districts

Appendix B - Applicants Summary of Proposed Land Uses

Appendix C - Definitions of Excerpt of Relevant Zoning Bylaw Definitions

Appendix D - Excerpt of Zoning Bylaw Definitions and Regulations Relating to the Sale  
of Used Goods

## **APPROVALS**

This report was prepared by:

Janet Zazubek, Planner

This report was reviewed by:

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This report was approved by:

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