

REPORT

Climate Action, Planning and Development

To: Mayor Johnstone and Members of Council
Date: May 29, 2023
From: Jackie Teed, Acting Director of Climate Action, Planning and Development
File: REZ00236
Item #: 2023-359
Subject: Rezoning Application: 805 Boyd Street (Queensborough Landing) – Preliminary Report

RECOMMENDATION

THAT Council direct staff to proceed with processing the proposed rezoning of the subject property as outlined in the “Application Review Process” section of this report.

THAT Council endorse in principle that no Public Hearing be held for this application in accordance with the Local Government Act.

PURPOSE

To request Council support for proceeding with processing the proposed rezoning of the subject property to expand the permitted uses in the Large Format Commercial Districts (C-10) zone, as outlined in this report.

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; microbrewery, winery, and distillery, cottage brewery; trade and commercial schools; overnight animal boarding; delivery and express facilities, courier service; car washing establishment; retail stores, including the sale of used goods subject to restrictions that meet the intention of the Zoning Bylaw. 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 Official Community Plan (OCP) land use designation for the subject property is Queensborough Commercial (QC) and zoned Large Format Commercial Districts (C-10). It is also the only property in the city with this zoning. A summary of these and other related City policies and regulations is included in **Attachment 1**.

Pre-Application Review

A Pre-Application Review application was received by staff in April 2021 and was completed in November 2021. This application was presented to the Land Use and Planning Committee (LUPC) on October 18, 2021 at which the LUPC endorsed the following 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; 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.

The subject application is consistent with instructions from the LUPC. Minutes from the October 18, 2021 meeting can be found in **Attachment 2**.

Site Characteristics and Context

Queensborough Landing is a regional shopping centre on a 15.28 hectare (38 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 1,800 surface parking spaces on site, including 55 accessible spaces. This exceeds the minimum parking requirements of the zone. More information can be found in the background in Attachment 1.



Figure 1 - Site Context Map

PROJECT DESCRIPTION

The applicant is looking to expand the permitted land uses on site in order to attract new tenants and businesses, provide for a diverse retail environment that is compatible with and complementary to surrounding commercial and industrial lands. Proposed new land uses include: amusement arcade; microbrewery, winery, and distillery, cottage brewery; trade and commercial schools; overnight animal boarding; delivery and express facilities, courier service; car washing establishment; retail stores, including the sale of used goods subject to restrictions that meet the intention of the Zoning Bylaw.

DISCUSSION

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 **Attachment 3**. An excerpt of relevant Zoning Bylaw Definitions has been included in **Attachment 4**.

Of the proposed land uses provided by the applicant, staff considers that they could all 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 seven land uses are:

1. *Amusement arcade*: The C-10 Zone currently allows *public assembly and entertainment uses*, however amusement arcades are not permitted. Other gaming rooms, such as escape rooms, are currently permitted. Amusement arcades are currently permitted in the Community Commercial Districts (High Rise) (C-3) zone, with size limitations. Adding *amusement arcade* as a permitted use requires an update to Section 20 of the Business License Bylaw to effectively enable a related business to operate; the Bylaw currently does not permit more than 12 amusement machines in an amusement center at one time. This is being reviewed as part of the Business License Bylaw update. A separate Liquor Rezoning application would be required to allow liquor to be served.
2. *Microbrewery, winery and distillery, cottage brewery*: These uses would provide a transition between the retail commercial and light industrial uses while helping to generate activity in the evening hours *Microbrewery, winery, and distillery* is a permitted use in certain sub-districts in the Brewery District Comprehensive Development District (CD-52), with the manufacturing area not to exceed 20,000 square feet in specific sub-districts. *Cottage breweries* are currently permitted in the Downtown Mixed Use Districts (High Density) (C-4) zone and the Columbia Street Historic Comprehensive Development Districts (C-8). To remain consistent with the Queensborough Commercial land use designation, any microbreweries, wineries or distilleries on this site should include limited food and beverage manufacturing and be associated with a commercial use, such as a restaurant or retail outlet. As such, staff will continue to explore appropriate zoning definitions and potential restrictions on the size of the manufacturing area to ensure the uses are consistent with the OCP designation.
3. *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 instruction in 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). Students could activate the property during daytime hours.
4. *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 would be appropriate for this site, 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.
5. *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.

6. *Car washing establishment*: 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.
7. *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. There is a Value Village located on an adjacent property. The sale of used clothing and goods can contribute positively to a community, by offering affordable options and minimizing waste through supporting re-use of items. As such, while the Zoning Bylaw does not permit used tools stores or pawn shops, it does permit stores dedicated to the sale of certain types of used goods (e.g. antiques, clothing consignment) or whose sales support a recognized charity. An excerpt of relevant Zoning Bylaw definitions and regulations related to the sale of used goods has been included in **Attachment 5**; staff will continue to explore which uses should be added to the C-10 Zone with restrictions that meet the intention of the Zoning Bylaw (i.e. excluding *pawn shops* and *used tool stores*).

APPLICATION REVIEW PROCESS AND NEXT STEPS

The rezoning application is being processed as per the City's Development Application Review Process with the exception of applicant-led consultation given that it is a simple text amendment to allow for complementary uses. The proposed application would still undergo City-led consultation. Any input received would be incorporated into the First, Second and Third Reading Report for Council's consideration:

1. Preliminary report to Council (**WE ARE HERE**);
2. Internal circulation, review, and applicant revisions (ongoing);
3. City-led consultation, including the creation of a Be Heard New West webpage and survey;
4. Comprehensive Report to Council;
5. Council consideration of First, Second and Third Readings of the proposed Zoning Amendment Bylaw following issuance of Notice of Public Hearing Not Held;
6. Council consideration of adoption of Zoning Amendment Bylaw

As indicated in the review process noted above, public consultation will be held prior to advancing the application for further Council consideration, and staff do not anticipate that a Public Hearing will be required. While staff recommend that Council endorse in principle that no Public Hearing be held, the results of public consultation will be

provided to Council in the comprehensive report at which time Council would have an opportunity to revisit this decision prior to advancing the bylaw for readings.

INTERDEPARTMENTAL LIAISON

The City has a project-based team approach for reviewing development applications, which facilitates interdepartmental review, providing comments to the applicant throughout the development review process.

FINANCIAL IMPLICATIONS

Financial considerations will be evaluated as part of the application review process and any relevant details will be included in the comprehensive report.

OPTIONS

The following options are offered for Council's consideration:

1. That Council direct staff to proceed with processing the proposed rezoning of the subject property as outlined in the "Application Review Process" section of this report.
2. That Council endorse in principle that no Public Hearing be held for this application in accordance with the Local Government Act.
3. That Council provide staff with alternative direction.

Staff recommend Options 1 and 2.

ATTACHMENTS

Attachment 1 – Background

Attachment 2 – Land Use and Planning Committee Meeting Minutes

Attachment 3 – Applicants Summary of Proposed Land Uses

Attachment 4 – Excerpt of Relevant Zoning Bylaw Definitions

Attachment 5 – Excerpt of Zoning Bylaw Definitions and Regulations Relating to the Sale of Used Goods

APPROVALS

This report was prepared by:

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