

## **REPORT**

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

**To:** Mayor Johnstone and Members of Council      **Date:** June 26, 2023

**From:** Jackie Teed, Acting Director, Climate Action, Planning and Development      **File:** REZ00233

**Item #:** 2023-423

**Subject:** Official Community Plan Amendment, Rezoning and Development  
**Permit Application: 805 Boyd Street – Preliminary Report**

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#### **RECOMMENDATION**

**THAT** Council direct staff to work with the applicant to prepare plan of development for the subject property suitable for consideration of First and Second Readings, as outlined in the “Application Review Process” section of this report.

**THAT** Council direct staff to advise and consult with the following:

- i. Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the Local Government Act;
- ii. Direct staff to advise and consult with the following:
  - a. The Ministry of Transportation and Infrastructure; and
  - b. The following First Nations:
    - i. Cowichan Tribes;
    - ii. Halalt First Nation;
    - iii. Katzie First Nation;
    - iv. Kwantlen First Nation;
    - v. Kwikwetlem First Nation;
    - vi. Lyackson First Nation;
    - vii. Lake Cowichan First Nation;
    - viii. Musqueam Nation;
    - ix. Penelakut Tribe;

- x. Qayqayt First Nation;
  - xi. Seabird Island Band;
  - xii. Semiahmoo First Nation;
  - xiii. Shxw'ōwhámél First Nation;
  - xiv. Skawahlook First Nation;
  - xv. Soowahlie First Nation;
  - xvi. Squamish Nation;
  - xvii. Sto:lo Nation;
  - xviii. Sto:lo Tribal Council;
  - xix. Stz'uminus First Nation;
  - xx. Tsawwassen First Nation; and
  - xxi. Tsleil-Waututh Nation.
- iii. Direct staff to seek input from interested parties in the following manner:
  - a. Send a request for written comments to the parties listed above;
  - b. As part of the notification requirements for a Public Hearing, place a notice on the City Page to advise the public of this application; and
  - c. As part of the notification requirements for a Public Hearing, require the applicant to include notice of the proposed OCP Amendment on the site signage required for the subject application.
- iv. Not require consultation with:
  - a. Board of the regional district in which the area covered by a plan is located (Metro Vancouver);
  - b. The Board of Education of New Westminster Schools;
  - c. Any greater boards or improvement districts;
  - d. Greater Vancouver Sewerage and Drainage District Board; and
  - e. Councils of immediately adjacent municipalities;as none are considered to be affected by this application.

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## **PURPOSE**

To seek Council's approval to process the proposed Official Community Plan Amendment, Rezoning and Development Permit applications for a four-storey self-storage facility at 805 Boyd Street as outlined within this report.

## **EXECUTIVE SUMMARY**

Official Community Plan Amendment, Rezoning and Development Permit applications have been received to allow the proposed development of a four-storey self-storage building at 805 Boyd Street (Queensborough Landing Shopping Centre site). The application proposes to subdivide off a 1.09 acre (4,411 sq. m / 47,482 sq. ft.) parcel from the Queensborough Landing Shopping Centre site to facilitate a four storey self-storage building, with an FSR of approximately 2.78. The proposal would require demolition of a portion of existing building “F”, built in 2008. The proposed new parcel would contain 20 vehicle parking spaces and 4 short term bicycle spaces and site access would be secured by means of shared access easements with the larger Queensborough Landing site.

## **BACKGROUND**

### **Policy and Regulations**

The Official Community Plan (OCP) land use designation for the subject property is Queensborough Commercial (QC). It is zoned Large Format Commercial Districts (C-10) and is the only property in the city with this zoning. The QC land use designation and C-10 Zoning both do not permit a self-storage use and would require an OCP Amendment and Rezoning. 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 August 2021. This application was presented to the Land Use and Planning Committee (LUPC) on July 12, 2021 at which the LUPC endorsed the following recommendation:

*THAT the Land Use and Planning Committee direct staff to support the applicant in proceeding to rezoning and Official Community Plan (OCP) amendment applications to permit the self-storage land use for the site at 805 Boyd Street; and,*

The subject application is consistent with this recommendation from the LUPC. Minutes from the July 12, 2021 meeting can be found in Attachment 2.

### **Site Characteristics and Context**

Queensborough Landing is a regional shopping centre on a 15.28 hectare (37.76 acre / 152,815 sq. m. / 1,644,884 sq. ft.) 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 proposing to subdivide off a 1.09 acre parcel in the southeastern corner of the Queensborough Landing site to permit the development of a 12, 240 sq.m. (131,746 sq.ft.) four storey self-storage building, with an FSR of approximately 2.78. The facility would comprise 1,081 climate-controlled units with ancillary office space.

The proposal would require demolition of a portion of existing building “F”, built in 2008. The OCP Amendment and rezoning would apply only to the subdivided parcel (1.09 acres) and would not change the land use designation on the remainder of the Queensborough Landing site. The proposed location of the subdivision is shown in Figure 2 below.

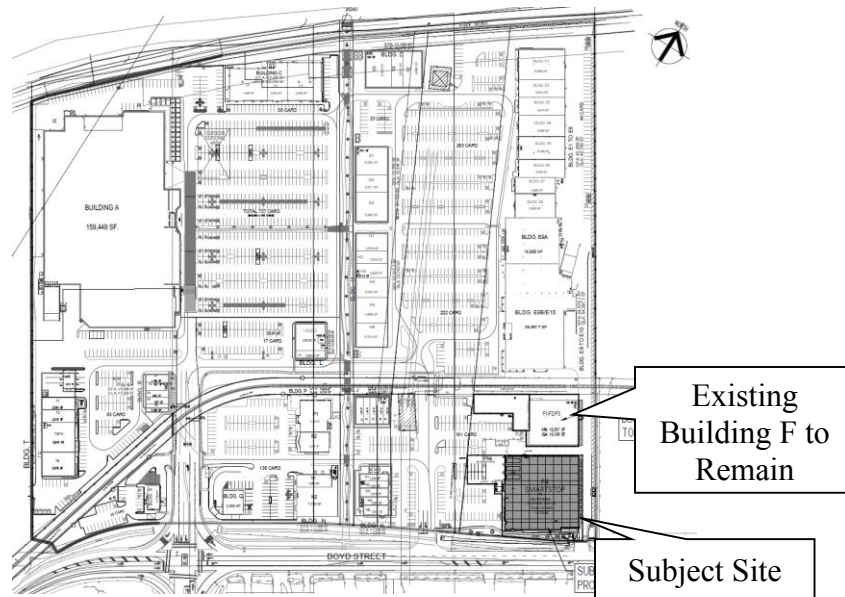


Figure 2 - Proposed Subdivision Location

The applicant has proposed that the new parcel would contain 20 surface parking spaces, 8 of which are proposed against the drive up spaces on the east side of the building. The application proposes 4 short term bicycle stalls and no long term bicycle stalls. Two level 2 electric vehicle charging stations are also proposed. Shared access and operating easement agreements are proposed to be registered for parking, pedestrian, vehicular and bicycle access and collection of garbage and recycling.

## **DISCUSSION**

### **Overall Evaluation**

The proposed self-storage facility would support the viability of the Queensborough Landing site, which has been challenged with vacancies since before the pandemic. Self storage space also play a role in meeting the rising demand for storage space from both residents and businesses.

The location of the Queensborough Landing site, with good access to highways and adjacent to other industrial properties is considered appropriate for further consideration of industrial land uses. The Metro Vancouver Regional Industrial Land Strategy discourages the fragmentation of large industrial parcels greater than 20 acres. This site is larger than 20 acres (38 acres) however is bisected by an existing BC Hydro statutory right of way and Southern Railway line which limit its ability to function as a larger site.

As part of the development application review process, staff would continue to work with the applicant to bring the proposal into alignment with key City policies, regulations and design guidelines, in particular:

### Queensborough Industrial and Mixed Employment Design Guidelines

- *Building Design and Massing* – the building should be designed to integrate with the adjacent Queensborough Landing context. More variation in colour and materiality needs to be provided to articulate the building, particularly on the elevation that will be visible from Boyd Street.
- *Landscaping and Open Space* – useable outdoor space is to be provided for employees. The integration of site furnishings, planting and soft landscaping would be explored to create a pleasant entry node where the project meets the Boyd Street sidewalk.
- *Trees* – The Queenborough neighborhood has the lowest tree canopy outside of the downtown core, therefore new tree planting, especially shade trees, needs to be integrated into the proposed development. Planting adequate replacement trees (in terms of location, number and species) would help to offset the loss of trees as well mitigate the urban heat island effect that is amplified by parking lots and industrial areas.

### **Parking Variances**

Several parking variances are being requested; staff have evaluated the proposed variances and have determined the following to be reasonable given the land use and function of the site:

1. Vary the required off-street vehicle parking stalls from 38 to 20;
2. Vary the maximum allowable number of compact parking stalls from 7 to 8;
3. Vary the required long term bicycle parking stalls from 13 to 0;
4. Vary to required short term bicycle parking stalls from 72 to 4; and
5. Vary the required off street loading spaces from 5 to 3.

As there is a large variance to bicycle parking being proposed, two level 2 electric vehicle charging stations are proposed for the site.

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

Below is an overall outline of the development review process for this project:

1. Preliminary report to Council (WE ARE HERE);
2. Consultation with outside agencies and organizations impacted by the Official Community Plan amendment as required by Sections 475 and 476 of the Local Government Act;
3. Applicant-led public consultation, including dissemination of information through the local Residents Association;
4. Presentation to the New Westminster Design Panel;
5. Review by the Advisory Planning Commission;

6. Council consideration of First and Second Readings of the Bylaws;
7. A Public Hearing, followed by Council's consideration of Third Reading of the Bylaws;
8. Council consideration of adoption of the Bylaws; and,
9. Issuance of the Development Permit by the Director of Climate Action, Planning and Development.

### **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. This project-based team includes staff from Engineering; Climate Action, Planning and Development; Parks and Recreation, Electrical and Fire Departments.

### **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 work with the applicant to prepare a plan of development for the subject property suitable for consideration of First and Second Readings, as outlined in the "Application Review Process" section of the report.
2. That Council, with regard to the proposed OCP amendment:
  - i. Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the *Local Government Act*;
  - ii. Direct staff to advise and consult with the following:
    - a. The Ministry of Transportation and Infrastructure, and
    - b. The following First Nations:
      - i. Cowichan Tribes;
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  - e. Councils of immediately adjacent municipalities;as none are considered to be affected by this application.

3. That Council provide staff with alternative direction.

Staff recommend Options 1 and 2.

## **ATTACHMENTS**

Attachment 1 – Background Information

Attachment 2 – July 12, 2021 LUPC Minutes

Attachment 3 – Select Project Drawings

Attachment 4 – Official Community Plan Amendment Consideration of Public Consultation

## **APPROVALS**

This report was prepared by:

Amanda Mackaay, Development Planner

This report was reviewed by:

Mike Watson, Acting Manager, Development Planning

Demian Rueter, Acting Senior Manager, Climate Action, Planning and Development

This report was approved by:

Jackie Teed, Acting Director, Climate Action, Planning and Development

Lisa Spitale, Chief Administrative Officer