

# REPORT

## *Climate Action, Planning and Development*

**To:** Advisory Planning Commission      **Date:** April 16, 2024  
**From:** Hanna Jarrett, Development Planner      **File:** OCP00041  
REZ00233  
**Item #:** 2024-213

**Subject: Official Community Plan Amendment and Rezoning: 805 Boyd Street**

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### **RECOMMENDATION**

**THAT** the Advisory Planning Commission provide a motion of support or non-support for the proposed Official Community Plan Amendment and Rezoning applications.

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### **EXECUTIVE SUMMARY**

This report provides information to the Advisory Planning Commission in regards to an Official Community Plan (OCP) amendment and Rezoning applications that have been received for 805 Boyd Street.

The application would allow development of a four-storey self-storage building with a Floor Space Ratio (FSR) of approximately 2.72. The application proposes to subdivide off a 4,496 sq. m. (48,394.5 sq. ft. / 0.45 hectare / 1.11 acre) parcel from the Queensborough Landing Shopping Centre site at 805 Boyd Street. The proposed new parcel would contain 20 vehicle parking spaces and four short-term bicycle parking spaces. Site access would be secured by means of shared access easements with the larger Queensborough Landing site.

Community engagement on this project has been ongoing since August 28, 2023.

### **1.0 PURPOSE**

The purpose of this report is to provide information to the Advisory Planning Commission on the proposal, and to request that the Commission provide a motion of support or non-support for this application. The urban design aspects of this proposal have been reviewed by the New Westminister Design Panel.

**2.0 PROPOSAL**

**2.1 Overview**

The applicant is proposing to subdivide off a 4,496 sq. m. (48,394.5 sq. ft. / 0.45 hectare / 1.11 acre) parcel in the southeastern corner of the Queensborough Landing Shopping Centre site to permit the development of a four-storey, 12,241 sq. m. (131,766 sq. ft.) self-storage building with 1,081 climate-controlled storage units with ancillary office space. Drawings indicate an approximate FSR of 2.72.

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 and would not change the land use designation or zoning for the remainder of the Queensborough Landing site.

The OCP amendment would change the Land Use Designation from “QC (Queensborough Commercial)”, to “QME (Queensborough Mixed Employment) and the rezoning would change zoning from Large Format Commercial Districts (C-10) to a Comprehensive Development (CD-108) District based on Light Industrial Districts (M-1). The remainder of the Queensborough Landing site would continue to be designated and zoned for a variety of large format commercial uses.

The applicant’s land use rationale is attached as Appendix A and architectural and landscape drawings are included Appendix B.

**2.1 Project Statistics**

Below is a summary of the project statistics:

*Table 1: Summary of Project Statistics*

	<b>Permitted / Required Under Existing Large Format Commercial Districts (C-10)</b>	<b>Proposed</b>
Lot Area	-	4,496 sq. m. (48,394.5 sq. ft.)
Site Frontage	-	63.03 m. (206.79 ft.)
Average Lot Depth	-	72.65 m. (238.34 ft.)
Floor Space Ratio	1.0 FSR	2.72 FSR
Building Height	12.2 m (40 ft.), two storeys	21.82 m. (71.59 ft.), four storeys
Front Yard	9.94 m. (32.6 ft.) – 50% of the height of the building in depth	4.5 m. (14.76 ft.)
Rear Yard	7.62 m. (25 ft.)	0.31 m. (0.98 ft.)

	Permitted / Required Under Existing Large Format Commercial Districts (C-10)	Proposed
Side Yard (East)	7.62 m. (25 ft.)	2.79 m. (9.15 ft.)
Side Yard (West)	7.62 m. (25 ft.)	4.61 m. (15.1 ft.)
Off-Street Parking Standard (min.) Compact (max.) Accessible (min.)  Bicycle Parking Long Term (min.) Short Term (min.) Off-Street Loading	38 total 30 spaces 6 spaces (15.8% of total) 2 spaces  13 spaces 72 spaces 5 spaces	20 total 10 spaces 8 spaces (40% of total) 2 spaces  0 spaces 4 spaces 3 spaces
EV Parking	Not required	2 spaces with energized Level 2 outlets

**3.0 POLICY AND REGULATIONS**

**3.1 Official Community Plan**

Land Use Designation

The subject property is designated “QC (Queensborough Commercial)”, which is described, in part, as follows:

*Purpose:* To allow retail, service and office commercial uses at ground level and may include commercial or office above the ground level.

*Principal Forms and Uses:* Retail, service and office commercial uses

*Complementary Uses:* Utilities, transportation corridors, parks, open space, and community facilities. Residential uses which are ancillary to a business on these properties (e.g. caretaker units).

*Maximum Density:* Low to medium density commercial

The QC land use designation does not permit self-storage uses. An Official Community Plan amendment application is required for the proposed application to change the land use designation to “QME Queensborough Mixed Employment”, which permits light industrial, service and office commercial uses.

## Development Permit Area

The subject site is located within the “QA2 Queensborough Commercial” Development Permit Area (DPA), which aligns with the current land use designation, but is not consistent with the proposed land use. Through the OCP amendment application, the DPA for the site would be amended to “QC1 Queensborough Industrial and Mixed Employment”. This project has been evaluated against this DPA, which provides guidelines for the form and character of industrial and commercial development transitioning from other land uses, as well as guidelines for water and energy conservation and reducing greenhouse gas emissions.

The Queensborough Industrial and Mixed Employment DPA guidelines can be accessed via:

[https://www.newwestcity.ca/database/files/library/QCP\\_DPA\\_C1\\_QB\\_Industrial\\_Mixed\\_Employment\\_\(Consolidated\\_June\\_2020\).pdf](https://www.newwestcity.ca/database/files/library/QCP_DPA_C1_QB_Industrial_Mixed_Employment_(Consolidated_June_2020).pdf)

## **3.2 Zoning Bylaw**

The subject property is currently zoned Large Format Commercial Districts (C-10). The C-10 zone is intended to allow large format retail development and associated office and business park uses. The C-10 zone does not allow self-storage uses. The subdivided parcel would be rezoned to a Comprehensive Development (CD-108) District, which would be based on the uses permitted in the Light Industrial Districts (M-1) zone, with additional regulations for the building height, setbacks, and parking requirements.

## **4.0 BACKGROUND**

### **4.1 Site Characteristics and Context**

Queensborough Landing is a regional shopping centre on a 15.28 hectare (37.76 acre / 152,800 sq. m. / 164,4725.5 sq. ft.) property located on Boyd Street, north of Highway 91A and west of the Queensborough Bridge. An east-west rail line bisects the property. Currently, the site is characterized by tilt-up concrete, big box retail buildings, mostly built between 2003 and 2011. The C-10 zone permits density up to 1.0 FSR. Queensborough Landing as a whole is currently constructed to 0.28 FSR. There are currently 1,800 surface parking spaces on site, including 55 accessible spaces.

The site is surrounded on all sides by industrial and commercial development. The adjacent sites are zoned Light Industrial Districts (M-1) and Heavy Industrial Districts (M-2). The site to the east at 737 Boyd Street is zoned M-2 and is used for automobile storage. To the west is 345 Gifford Street, zoned M-2 and occupied by a warehouse for Kruger Products. Another site located to the west is 1085 Tanaka Court, zoned M-1 and which was occupied by a Lowes Hardware building. The properties across Boyd Street to the south are zoned M-1, and include a variety of uses such as the Queensborough substation, vehicle and shipping container storage, and a self-storage facility.

A site context map, zoning district map, and OCP designation map are provided below (Figures 1, 2, and 3).

*Figure 1: Site Context Map with 805 Boyd Street in blue. The proposed parcel to be subdivided is outlined in black.*

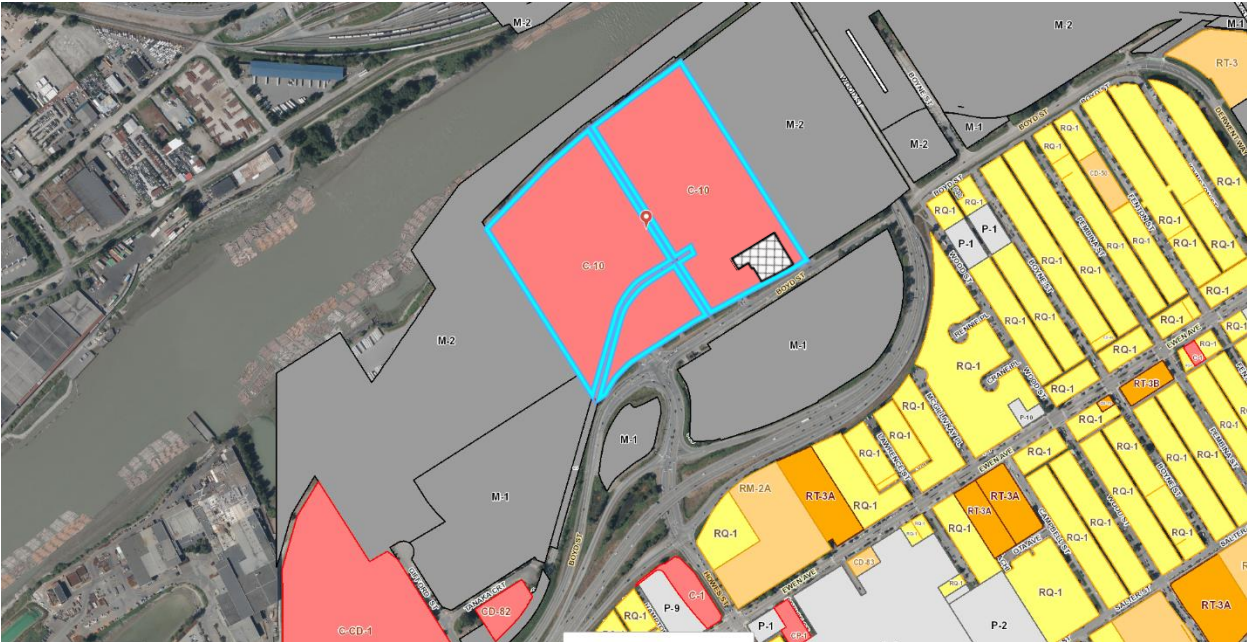


*Figure 2: Surrounding Official Community Plan Land Use Designations*





Figure 3: Surrounding Zoning Districts



**4.2 Proximity to Transit Service and other Sustainable Transportation Options**

Boyd Street is part of the major road network, merging with Highway 91A to the west of the site. There is an existing bicycle route that runs along Boyd Street. Nearby transit service is outlined in the table below (Table 2).

Table 2: Site Proximity to Transit Service

Bus Service	Approx. Frequency	Approx. Distance
#340 Scottsdale/22 <sup>nd</sup> Street Station	30 minutes	600 m. (1969 ft.) to Southbound Highway 91A onramp at Howes Street.

**5.0 DISCUSSION**

**5.1 Official Community Plan (OCP) Amendment**

**Overall Evaluation**

Over time, industrial lands have faced redevelopment pressure to convert to other land uses such as residential and commercial; as such, there has been erosion of industrial land supply in the region. The region is facing shortages of industrial lands despite the crucial role they play in supporting local the local and regional economy. Demand for industrial lands have increased as supply diminishes, as local through to global markets

shift (e.g. increases in online retail and shipping), and as the region continues to grow. As such, New Westminster and other local and regional governments have focused for many years on protecting and intensifying existing industrial lands.

The application proposes to amend the OCP and rezone to allow a self-storage facility. As outlined further below, staff support further consideration of the application as it would:

- Support the viability of the Queensborough Landing site;
- Provide additional industrial lands;
- Not be located in close proximity to incompatible land uses; and
- Provide transition from neighbouring industrial lands to other land uses.

### **New Westminster Industrial Lands Approach**

The Metro Vancouver Regional Industrial Lands Strategy (2020) (MVRILS) acknowledges this shortage in availability of all types of industrial lands in the region, including those in the employment lands category. Employment lands include self-storage and other uses such as recreation (e.g. climbing gyms, tennis facilities), high-tech software development, retail/wholesale (e.g. big box, car dealership, furniture, automotive, etc.), and others.

New Westminster policy, including the Official Community Plan (2017), the Economic Development Plan (2018) and the Industrial Land Strategy (2008) all align with the regional policy (such as the MVRILS) and acknowledge the need to retain limited existing industrial lands.

The general approach to locating industrial land uses in New Westminster has been to locate heavier, traditional or potentially incompatible and impactful industrial land uses (e.g. manufacturing, processing, large-scale transportation facilities, etc.) adjacent to key transportation infrastructure such as rail, roads and rivers. These areas are generally designated “I (Industrial)” within the OCP and often zoned Heavy Industrial (M-2). Lighter or employment based industrial uses (e.g. self-storage, indoor storage, auto repair, small-scale assembly/manufacturing) are permitted in areas in closer proximity to residential or commercial uses and are often used as transition from heavier industrial into these areas. These areas are designated “QME (Queensborough Mixed Employment)” or “I (Industrial)” in Queensborough, or “ME (Mixed Employment)” or “I (Industrial)” on mainland New Westminster, and often zoned Light Industrial (M-1).

### **Industrial Uses**

The applications received propose to amend the Official Community Plan to designate the subdivided portion of the subject site to “QME (Queensborough Mixed Employment)” and to rezone the site to a site specific Comprehensive Development (CD) Zoning District (CD-108) (see draft district in Appendix D).

These applications are consistent with the general industrial lands approach in New Westminster. The QME designation would allow transition from adjacent “I (Industrial)” designations to the south, east, and west, and to the commercial area on the rest of the Queensborough Landing site. The draft CD zoning district is based on the permitted uses in the Light Industrial (M-1) zone and is considered appropriate to transition from the sites to the east which are zoned Heavy Industrial (M-2) and used for automobile storage. Further, this would be consistent with the Light Industrial Zoning (M-1) to the south of the site.

Additionally, the CD zoning district would permit a variety of light industrial and employment-generating uses, giving multiple options for use of the site in the future. This application would provide additional industrial lands, which would be consistent with the intent of regional and City policy.

**Queensborough Landing Viability**

In addition to this application supporting regional and City policies, the proposed self-storage facility would support the viability of the Queensborough Landing site. As commercial trends continue to evolve and move towards more online shopping opportunities, retailers have had difficulty retaining traditional brick and mortar retail locations, especially since the pandemic. Demand for retail space within existing shopping centres has decreased, and brick and mortar retailers are facing difficulties in filling vacant retail units. As a large format retail site, Queensborough Landing has faced challenges with filling vacant units since even before the pandemic. The applicant has been working to expand the offerings in the existing shopping centre by introducing new, compatible uses such as self-storage that would support the economic viability of the Queensborough Landing site.

**5.2 OCP Amendment Local Government Act Consultation Requirements**

Section 475 and 476 of the *Local Government Act* provides requirements for consultation prior to consideration of an OCP amendment. Following direction from Council, staff submitted a request for written comments to local First Nations. Local First Nations were subsequently advised of the APC meeting.

**5.3 Building Massing and Materials**

The applicant has proposed a four-storey, flat roof design. Building articulation and material changes have been used to break up the building massing. For example, vertical colour and window elements have been incorporated into all elevations. The applicant has also proposed a colour palette that is cohesive with neighbouring buildings on the Queensborough Landing site. Proposed materials include insulated metal panels, aluminum composite panels, horizontal corrugated metal cladding, decorative wood columns, and stone masonry. Staff consider the overall form and design to be generally consistent with the surrounding context and with the DPA guidelines.



The self-storage building would also serve as a transition between the Heavy Industrial (M-2) sites to the east and west and the commercial uses on the remainder of the Queensborough Landing site. Visually, the four-storey building would provide a barrier between the commercial area and the automobile storage site to the east. It would also create an acoustic barrier between adjacent heavy industrial uses, traffic on Boyd Street, and the rest of the commercial site.

Additionally, the self-storage use and design is compatible with the Light Industrial (M-1) properties on the south side of Boyd Street.

**5.4 Off-Street Parking, Vehicular Access and Solid Waste Management**

The Queensborough Landing Site is accessed via Howes Street on the western side of the parcel, and via internal drive aisles from Boyd Street on the eastern side. Site access to the proposed new parcel would be secured by means of shared access easements with the larger Queensborough Landing Site.

The proposed new parcel would contain 20 vehicle parking spaces (including eight compact spaces and two accessible spaces) and four short-term bicycle parking spaces. The proposed number of standard vehicle parking spaces and bicycle parking spaces are below Zoning Bylaw requirements (see Table 1 above). The number of accessible parking spaces meets Zoning Bylaw requirements. Given that the total number of parking spaces available on the remaining Queensborough Landing Site exceeds Zoning Bylaw requirements (860 required/1,800 provided), staff consider that the number of vehicle parking stalls are sufficient for this land use and the variance is supportable. Additionally, given the land use and function of the site, the reduction in short-term bicycle parking and elimination of long-term bicycle parking is supportable.

The project proposes three off-street loading spaces, a reduction from the Zoning Bylaw requirement of five spaces. This proposal has been reviewed by Transportation Division staff. Given the anticipated trip volume and site configuration, Transportation staff consider this proposal reasonable.

Solid waste pickup would occur behind the proposed building at the east side of the site. The applicant has proposed use of a private waste hauler, and the proposed solid waste management plan has been reviewed by the City’s Engineering Department.

**5.5 Open Space and Trees**

Based on the arborist report, which has been reviewed by the City arborist, the development proposes the retention of 56 trees within the proposed subdivided parcel. Retained trees would be protected during construction. All other trees within the remaining Queensborough Landing Site will be retained. Nine on-site trees within the proposed parcel are proposed for removal due conflicts with construction. Eleven replacement trees are proposed, meeting Tree Protection Bylaw requirements. As the on-site trees proposed for removal are in structurally poor condition, the City arborist

has indicated support for this proposal. The proposal also includes shrub plantings along the south and west sides of the building, and an employee seating area at the front of the building.

**5.6 Site Servicing and Off-Site Improvements**

The proposal has been reviewed by the City’s Engineering Services Department regarding required site servicing and off-site improvements. The attached Engineering Servicing Memo (Appendix F) outlines the improvements that would be required to facilitate the proposed development. Such improvements would be provided in accordance with City standards, as determined by the Director of Engineering.

**6.0 PUBLIC AND COMMITTEE CONSULTATION**

**6.1 Applicant-led Public Consultation**

Applicant-led public consultation included an online survey, virtual open house, and project website, and residents within 100 m. (328 ft.) of the project were notified of opportunities to submit feedback. No community members attended the open house and six survey responses were received.

Survey responses indicated that five out of six respondents (83%) do not support the proposal. The remaining response indicated no concerns regarding the proposal. Feedback received was focused on the building design, use, and location within the Queensborough Landing Shopping Centre site. Appendix G includes a description of the consultation process and all received feedback.

**6.2 OCP Amendment *Local Government Act* Consultation**

Feedback received to date through consultation with Local First Nations is summarized below. This feedback has been provided to the applicant for consideration.

Squamish Nation recommended that the project consider implementation of climate resilient standards, and that building design anticipate future climate impacts, such as increased temperatures, wind, and rainfall. The Nation also recommended that buildings be designed to net zero carbon emissions and the highest sustainability standards.

The applicant clarified that the following measures are proposed in response to these comments:

Topic of Feedback	Applicant Response
Building Envelope	<ul style="list-style-type: none"> <li>• Exterior façade Insulated Metal Panel (IMP), wall achieving thermal resistance value R21</li> <li>• High performance roof insulation</li> <li>• Exterior aluminum window with high performance low-e coating</li> </ul>
Mechanical	<ul style="list-style-type: none"> <li>• High efficiency Heating and Ventilation and Air Conditioning air handling units (Storage Area, Office Space, Commercial/Industrial Space)</li> <li>• Air distribution tests will be completed to test, adjust, and balance the air distribution system to ensure efficiency and performance to specifications</li> <li>• High efficiency motors (fan/blower/ECM/compressor) to reduce the total energy consumption</li> </ul>
Plumbing, Electrical and Lighting	<ul style="list-style-type: none"> <li>• Low flow plumbing fixtures</li> <li>• High Efficiency LED Lighting Fixtures, LED luminaires to be configured with full cut off to reduce light pollution</li> <li>• Lighting control system for automatic dimming, vacancy sensing (occupancy/vacancy sensors), time clock control and daylight harvesting</li> <li>• Light levels to meet recommended standards and to allow for Lighting Power Density to meet or exceed ASHRAE requirements</li> </ul>
HVAC/Lighting Control System	<p>Energy efficient Direct Digital Control system that allows for:</p> <ul style="list-style-type: none"> <li>• Increased occupant comfort</li> <li>• Decreased operating costs and faster response time</li> <li>• Controlled sequences for energy savings</li> <li>• Digital interface complete with remote login capabilities</li> <li>• Energy Management software</li> <li>• Reduced tenant maintenance required with Fault Detection Diagnostics</li> </ul>
Access	<ul style="list-style-type: none"> <li>• Two Energized Level 2 Electrical Vehicle Charging Outlets</li> </ul>

Squamish Nation also recommended that the applicant engage a consultant to provide an archeological assessment. Staff note that at this time, the City does not have a requirement for archaeological monitoring to take place on these types of development projects; however, staff have identified this topic as requiring further study, and intend to develop a more robust policy on archeological assessments in partnership with local First Nations and Council.

**6.3 New Westminster Design Panel**

The application was presented to the New Westminster Design Panel (NWDP) on September 26, 2023 (minutes in Appendix E). The NWDP provided comments on the grading of sidewalks, on-site trees, and the aesthetic and massing of the building. After discussion, the NWDP passed the following motion:

MOVED AND SECONDED

**THAT** the New Westminster Design Panel supports the project at 805 Boyd Street with the consideration of the Panel’s comments.

In response to comments from the Panel, the applicant made the following revisions to the proposal:

- New trees were added along the south and west portions of the proposed parcel which would also provide passive building cooling in response to First Nations comments;
- Sidewalks were re-graded from 7% to 5% in accordance with the specifications of the BC Building Code; and
- Incorporated additional vertical details to the north elevation.

A copy of the NWDP report can be accessed via the following link: <https://pub-newwestcity.escribemeetings.com/filestream.ashx?DocumentId=16292>

**6.4 Advisory Planning Commission**

Consideration by the Advisory Planning Commission is required for this project as an amendment to the Official Community Plan is proposed. The meeting has been advertised by:

- Postcard mailed to all owners and occupants within 100 m. (328 ft.) of the site. A total of 171 postcards were distributed;
- Letters were sent to the Queensborough Residents’ Association and local First Nations; and,
- Information was posted on the Be Heard New West project page and on the City’s website.

The applicant also posted a Development Information Sign on the site more than 14 days prior to this meeting.

**7.0 INTERDEPARTMENTAL LIAISON**

The City has a project-based team approach for reviewing development applications. A staff-led project team was assigned to review this project and consists of staff from Engineering (Servicing and Transportation), Fire, Electrical, Parks and Recreation, and Climate Action, Planning and Development (Building, Planning, and Trees) Departments who have provided comments throughout the development review process.

**8.0 PROCESS**

**8.1 Application Review Process**

The application is progressing through the City’s development process. The following steps have been completed to date:

- 1. Preliminary Report to Council (June 26, 2023)
- 2. Applicant-led Public Open House (September 13, 2023)
- 3. Presentation to New Westminster Design Panel (September 26, 2023)
- 4. Presentation to Advisory Planning Commission (**WE ARE HERE**);

Next Steps:

- 5. Report to Council for Consideration of First and Second Readings of OCP Amendment and Rezoning Bylaws;
- 6. Public Hearing and Council consideration of Third Reading of OCP Amendment and Rezoning Bylaws;
- 7. Completion of Adoption Requirements;
- 8. Council Consideration of Final Adoption of OCP Amendment and Rezoning Bylaws.

**9.0 LAND USE QUESTIONS FOR APC**

The Advisory Planning Commission is being asked to review the Official Community Plan amendment application for this project, and provide feedback related to the following:

- 1. Does the Commission support changing the Official Community Plan land use designation at this location to “QME Queensborough Mixed Employment” to allow for light industrial uses including a four storey self storage building as proposed?

**ATTACHMENTS**

- Appendix A: Land Use Rationale
- Appendix B: Architectural and Landscape Drawings
- Appendix C: Draft Official Community Plan Amendment Bylaw No. 8448, 2024
- Appendix D: Draft Zoning Amendment Bylaw No. 8449, 2024
- Appendix E: Extract of September 26, 2023 New Westminster Design Panel Meeting Minutes
- Appendix F: Engineering Servicing Memo
- Appendix G: Applicant-led Public Consultation Summary Report



This report was prepared by:  
Hanna Jarrett, Development Planner

This report was reviewed by:  
Mike Watson, Acting Manager of Development Planning