

REPORT

Planning and Development

To: Mayor Johnstone and Members of Council
Date: June 24, 2024

From: Jackie Teed, Director
Planning and Development
File: EDMS #2494449
OCP00041
REZ00233

Item #: 2024-369

Subject: **Official Community Plan Amendment and Rezoning: 801 Boyd Street – Bylaws for First and Second Readings**

RECOMMENDATION

THAT Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 for First Reading.

THAT Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 in conjunction with the City's Capital Expenditure Program as contained in the Five Year Financial Plan and the Region's Solid Waste Management Plan and Liquid Waste Management Plan, and which is deemed to be consistent with said program and plans in accordance with Section 477(3)(a) of the *Local Government Act*.

THAT Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 for Second Reading, and forward the bylaw to a Public Hearing.

THAT Council consider Zoning Amendment Bylaw (801 Boyd Street) No. 8449, 2024 for First and Second Readings, and forward the bylaw to a Public Hearing.

PURPOSE

To request that Council consider the proposed bylaws to facilitate a four-storey self-storage building at 805 Boyd Street.

EXECUTIVE SUMMARY

Official Community Plan (OCP) amendment, rezoning, and Development Permit applications have been received for 805 Boyd Street. The application proposes to subdivide off a 4,496 sq. m. (48,394.5 sq. ft./0.45 hectare/1.11 acre) parcel (re-addressed as 801 Boyd Street) in the southeastern corner of the Queensborough Landing Shopping Centre site at 805 Boyd Street to permit the development of a four-storey self-storage building. The OCP land use designation would be amended from (QC) Queensborough Commercial to (QME) Queensborough Mixed Employment. The site would also be rezoned from C-10 (Large Format Commercial Districts) to CD-108 (Comprehensive Development Districts). Staff recommend that Council consider the application, as it would add to the supply of industrial and mixed employment lands, be located in an appropriate location proximate to compatible uses, provide transition from neighbouring industrial lands to other land uses, and is consistent with the Development Permit Area (DPA) guidelines.

BACKGROUND

Policy and Regulations

The subject site is currently designated (QC) Queensborough Commercial in the Queensborough Community Plan (QCP), Schedule D of the OCP. The application proposes to amend the land use designation to (QME) Queensborough Mixed Employment. The site is currently zoned C-10 (Large Format Commercial Districts), and is proposed to be rezoned to Comprehensive Development Districts (801 Boyd Street) (CD-108). Additional background information on policy and regulations, site characteristics and context, and project statistics is included in Attachment 3.

PROJECT DESCRIPTION

The development application proposes 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 at 805 Boyd Street to permit the development of a four-storey self-storage building with 1,081 climate-controlled storage units and ancillary office space. Drawings indicate an approximate FSR of 2.72 and a building area of 12,241 sq. m. (131,766 sq. ft.). The OCP amendment would amend 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 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 newly subdivided parcel would be addressed as 801 Boyd Street. Architectural and landscape drawings are included in Attachment 4.

DISCUSSION

Overall Evaluation

Staff support consideration of the application as it would add to the supply of industrial and mixed employment lands, be located in an appropriate location proximate to compatible uses, provide transition from neighbouring industrial lands to other land uses, and is consistent with the DPA guidelines.

Mixed Employment and Industrial Uses

Light industrial and mixed employment uses (such as self-storage, auto repair, small-scale assembly/manufacturing) have traditionally been permitted in areas in closer proximity to commercial or residential uses, and are often in locations which transition from heavy industrial areas. The proposed Queensborough Mixed Employment (QME) designation would allow transition from adjacent industrial uses to the commercial area on the rest of the Queensborough Landing site. The 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 M-1 zoning to the south of the site.

The variety of light industrial and employment-generating uses permitted in the CD zone would give multiple options for use of the site in the future. The region is facing shortages of industrial lands, which play a crucial role in supporting local the local and regional economy. The purpose of the QME designation is to allow a variety of light industrial, office, and service commercial uses. This application would provide additional industrial zoned lands, which would be consistent with the intent of regional and City policy. Additional analysis on industrial land policies and considerations is included in Attachment 3.

Building Massing and Transition

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. The overall form and design is generally consistent with the surrounding context and with the DPA guidelines.

PUBLIC CONSULTATION

Local Government Act Consultation

The *Local Government Act (LGA)* includes specific requirements for consultation that must occur prior to Council’s consideration of an Official Community Plan amendment. The *LGA* requires local governments to provide one or more opportunities it considers appropriate for consultation with the organizations and authorities it considers will be

affected by the proposed amendment. At their June 26, 2023 meeting, Council endorsed consultation with local First Nations and the Ministry of Transportation and Infrastructure (MOTI). This consultation has been completed. MOTI indicated no concerns with the proposed development. Feedback from Squamish Nation recommended considering climate resilient standards in the building, such as passive cooling, stormwater management features, and low carbon emission standards. Other First Nations recommended archeological monitoring to take place during construction. Staff note that at this time, the City does not have a requirement for archaeological monitoring for 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.

Applicant-led Consultation and Be Heard New West

Applicant-led consultation took place from August 28 to September 20, 2023 and included a virtual public information meeting, survey, and project website. Residents and businesses within 100 m. (328 ft.) of the project were notified of opportunities to submit feedback. No community members attended the virtual open house and six survey responses were received. Feedback expressed related to the building design, use, and location within the Queensborough Landing Shopping Centre site. A summary of the applicant's consultation summary report, including the comments received, is included in Attachment 6. A Be Heard New West (BHNW) project page was also created for the proposed development, and eight questions were received through the page. A copy of the BHNW summary report is included in Attachment 5.

Committee Consultation

The applicant presented the proposed development to the New Westminster Design Panel (NWDP) on September 26, 2023. The NWDP expressed support for the project, provided that the applicant consider the Panel's comments. A copy of the meeting minutes can be accessed via the following link:

https://www.newwestcity.ca/database/files/library/NWDP_2023_Sep_26_Minutes.pdf

The applicant also presented the proposed development to the Advisory Planning Commission (APC) on April 16, 2024. The APC expressed support for the application. A copy of the draft meeting minutes is included in Attachment 9.

Applicant Response and Revisions

The applicant has made revisions to the proposal in response to consultation, committee, and staff feedback, including the following:

- Incorporated wood elements, stone, and muted earth tones to create cohesion with other buildings on the Queensborough landing site;
- Added additional vertical elements to the elevations to articulate the facades and break up the building massing;
- Retained existing mature red maples trees along the eastern property line;

- Improved soil volume and added soil cells for replacement trees in the parking area;
- Incorporated climate resilient standards in the building, such as energy efficient Heating Ventilation and Air Conditioning (HVAC) systems, low flow plumbing fixtures, high performance roof insulation, and stormwater detention features on the roof.

REVIEW PROCESS

The application has been progressing through the City’s development application review process. The following steps have been completed:

1. Preliminary report to Council and Council consideration of Official Community Plan (OCP) amendment consultation requirements (June 26, 2023);
2. Project information provided to external stakeholders;
3. Applicant-led consultation (August 28 to September 20, 2023);
4. Presentation to the New Westminster Design Panel (September 26, 2023);
5. Presentation to the Advisory Planning Commission (April 16, 2024);
6. Council consideration of First and Second Readings of the OCP amendment and zoning amendment bylaws **(WE ARE HERE)**;

The next steps for this application are as follows:

7. Public Hearing and Council consideration of Third Reading of the proposed bylaws (July 8, 2024);
8. Applicant completion of adoption requirements;
9. Council consideration of adoption of the proposed bylaws;
10. Issuance of Development Permit by the Director of Planning and Development.

FINAL ADOPTION REQUIREMENTS

Prior to adoption of Zoning Amendment Bylaw No. 8449, 2024, a legal agreement to secure whistle cessation and rail crossing upgrades would be required to be completed.

FINANCIAL CONSIDERATIONS

The project would support New Westminster’s local economy by adding to the supply of industrial and mixed employment lands. Should the proposed project be approved, the project is anticipated to be captured under industrial property tax.

INTERDEPARTMENTAL LIAISON

The City has a team-based approach for reviewing development applications. The project has been reviewed by staff from Planning and Development, Engineering Services, Parks and Recreation, and the Economic Development Office.

OPTIONS

The following options are available for Council’s consideration:

- 1. That Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 for First Reading.
- 2. That Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 in conjunction with the City’s Capital Expenditure Program as contained in the Five Year Financial Plan and the Region’s Solid Waste Management Plan and Liquid Waste Management Plan, and which is deemed to be consistent with said program and plans in accordance with Section 477(3)(a) of the Local Government Act.
- 3. That Council consider Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024 for Second Reading, and forward the bylaw to a Public Hearing.
- 4. That Council consider Zoning Amendment Bylaw (801 Boyd Street) No. 8449, 2024 for First and Second Readings, and forward the bylaw to a Public Hearing.
- 5. That Council provide staff with an alternative direction.

Staff recommend Options 1 to 4.

ATTACHMENTS

- Attachment 1: Official Community Plan Amendment Bylaw (801 Boyd Street) No. 8448, 2024
- Attachment 2: Zoning Amendment Bylaw (801 Boyd Street) No. 8449, 2024
- Attachment 3: Background Information
- Attachment 4: Architectural & Landscape Drawings
- Attachment 5: City-Led Consultation Summary
- Attachment 6: Applicant-Led Consultation Summary
- Attachment 7: Memos from Directors of Finance & Engineering
- Attachment 8: Engineering Services Memo
- Attachment 9: Draft Advisory Planning Commission Meeting Minutes

APPROVALS

This report was prepared by:
Hanna Jarrett, Development Planner

This report was reviewed by:
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Demian Rueter, Acting Senior Manager of Planning

This report was approved by:
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Lisa Spitale, Chief Administrative Officer