

REPORT

Planning and Development

To: Mayor Johnstone and Members of Council
Date: January 27, 2025

From: Jackie Teed
Director, Planning and Development
File: EDMS #2520552
REZ00236

Item #: 2025-3

Subject: **Zoning Bylaw Text Amendment: 805 Boyd Street – Bylaw for First, Second, and Third Readings**

RECOMMENDATION

THAT Zoning Bylaw No. 6680, 2001, Amendment Bylaw (805 Boyd Street) No. 8411, 2025 be introduced and given first, second, and third readings.

PURPOSE

This report provides Council with information on the zoning bylaw text amendment for 805 Boyd Street and requests that Council consider the Zoning Amendment Bylaw for first, second, and third readings.

EXECUTIVE SUMMARY

An application for site-specific Zoning Bylaw Text Amendment has been received to add a number of additional commercial uses to the C-10 (Large Format Commercial Districts) zone at 805 Boyd Street (Queensborough Landing Shopping Centre). Following changes in the retail market over the past several years, the applicant has faced challenges in attracting and retaining tenants at Queensborough Landing, and a number of store fronts are vacant. To support ongoing viability of the site, they have requested additional flexibility in an expansion to the types of commercial uses permitted on the site. Proposed additional uses include amusement arcades, animal boarding, car washing establishments, delivery and express facilities, food and beverage manufacturing associated with a lounge endorsement area or retail component, second hand stores, and trade schools. Staff review and City-led consultation have been undertaken for the proposed project.

The proposal is considered to be consistent with City policy, including the Retail Strategy and the Official Community Plan (OCP), and the applicant has responded to community and staff feedback. The statutory requirement for public notification of Public Hearing Not Held has been met. As such, staff recommend that Council consider the Zoning Amendment Bylaw for First, Second, and Third Readings.

BACKGROUND

Pre-Application Review

A Pre-Application Review (PAR) was received by staff in April 2021 and completed in November 2021. The application was presented to the Land Use and Planning Committee (LUPC) on October 18, 2021. 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 direction from LUPC. Minutes from the October 18, 2021 LUPC meeting are provided in Attachment 6.

Previous Text Amendments

Prior to the 2021 PAR, the applicant applied for several zoning text amendments at Queensborough Landing between 2015 and 2020, allowing automobile repair facilities and self-improvement schools. At the time, staff advised the applicant that further changes of use and revisions to zoning on the site beyond this application should be considered through a comprehensive planning review with a focus on evolving trends and a long-term strategy for the site.

Policy and Regulations

The Official Community Plan (OCP) land use designation for the subject property is Queensborough Commercial (QC). The site is zoned Large Format Commercial Districts (C-10). It is the only property in the City with this zoning and permits a variety of convenience retail, comparison retail, and commercial service uses. A summary of other related City policies and regulations, including the Retail Strategy, is included in Attachment 2.

Site Characteristics and Context

Queensborough Landing is an open-air, large format regional shopping centre on a 14.65 hectare (36.2 acre / 146,500 sq. m. / 1,576,912.9 sq. ft.) site, north of Highway 91A and west of the Queensborough Bridge. The property is bisected by a rail line. The site is currently characterized by tilt-up concrete big box retail buildings and surface parking. The C-10 zone permits density up to 1.0 Floor Space Ratio (FSR). The site is currently constructed to 0.28 FSR. There are currently 1,800 surface parking spaces on the site, including 55 accessible spaces. A separate application at 801 Boyd St, which proposes to subdivide off a portion of the site for development of a mini-storage building, would add another 20 surface parking spaces.

PROJECT DESCRIPTION

Following changes in the retail market over the past several years, including shifts towards online shopping, the applicant has faced challenges in attracting and retaining tenants at Queensborough Landing. A number of storefronts on site are vacant. To support ongoing viability of the site, they have requested additional flexibility in an expansion to the types of commercial uses permitted on the site. The application proposes to add a number of uses to the C-10 zone to increase the number of permitted businesses at Queensborough Landing. The following uses would be added to the C-10 zone through Zoning Amendment Bylaw (805 Boyd Street) No. 8411, 2025:

- amusement arcades;
- animal boarding;
- car washing establishments;
- commercial schools;
- delivery and express facilities;
- food and beverage manufacturing which is associated with a lounge endorsement area or retail component;
- second hand stores; and
- trade schools.

As 805 Boyd Street is the only property in the City zoned C-10, the text amendment would only impact the permitted uses on this site.

DISCUSSION

Overall Evaluation

As further discussed in sections below, staff considers the application reasonable as it is consistent with City policy, including the Retail Strategy and OCP, and with direction provided by LUPC during the PAR. The proposed uses are compatible with what would typically be found in similar highway-oriented commercial service areas, and are complementary to other uses already permitted on the site. As the current and future uses in the adjacent areas are industrial and commercial service uses, conflicts with the

proposed uses are not anticipated. The proposed new uses could be accommodated either within existing buildings, or within new buildings with an approved Development Permit.

Retail Strategy and Expansion of Commercial Uses

The City’s Retail Strategy provides direction on the existing and optimal mix of various commercial uses within the City. The Retail Strategy found Queensborough to be heavily weighted towards comparison retail and underserved by local-serving convenience retail, restaurant food and beverage, and service commercial uses. It also notes that commercial vacancy rates in Queensborough were the highest in the city (12%) compared to other neighbourhoods (between 3% and 12%). Further context is provided in Attachment 2.

The Retail Strategy acknowledges that the role of large-format commercial centres, like the subject site, will need to evolve in response to shifting consumer demand and retail trends by introducing a broader range and mix of uses including non-retail uses, indoor recreation, small-scale local distribution, and convenience retail.

Staff consider the proposal reasonable in advance of a comprehensive planning review of the site in order to implement some of the Retail Strategy’s recommendations for additional flexibility of commercial uses, and to support the site’s overall viability. The proposed supplemental uses included in Zoning Amendment Bylaw No. 8411, 2025 would allow for adaptability on the subject site and for it to offer some of the services and uses recommended in the Strategy. A summary of the Retail Strategy’s commercial use categories and how the proposed uses fit within each of those categories is provided in Attachment 2. A detailed commentary and analysis of each use is included in Attachment 3. Staff will still continue to encourage the applicant to undertake a more comprehensive planning review of the site if they are looking at future substantive changes to address market conditions.

Parking & Transportation

Staff do not anticipate that the proposed uses would increase the parking impacts beyond what can be accommodated on site. The number of parking spaces on site is greater than what the Zoning Bylaw requires – 1,800 parking spaces are currently provided, while the Zoning Bylaw requires 860.

PUBLIC CONSULTATION

City-led Consultation

City-led consultation took place from June 7 to June 28, 2023 and included an online survey on Be Heard New West. Residents and businesses within 100 m. (328 ft.) of the project were notified of opportunities to submit feedback. A total of 12 survey responses were received, which voiced a mix of support and opposition. Key themes gathered during public consultation are summarized in the table below.

A copy of the engagement summary report, as well as the applicant’s response to consultation comments, is included in Attachment 5.

Feedback in Favour of the Proposal	Feedback Counter to the Proposal
<ul style="list-style-type: none"> • Support for adding additional commercial options in Queensborough • Potential for revitalizing the shopping centre 	<ul style="list-style-type: none"> • Possibility for more vehicle traffic in Queensborough in general, and on the Queensborough Bridge • Need for more transit/walking/cycling facilities

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 (May 29, 2023);
2. City-led consultation, including creation of a Be Heard New West webpage and survey (June 7 to 28, 2023);
3. Public notification that no Public Hearing be held (January 17-27, 2025);
4. Council consideration of First, Second, and Third Readings of the Zoning Amendment Bylaw **(WE ARE HERE)**;

Anticipated next steps for this application are as follows:

5. Completion of adoption requirements;
6. Council consideration of adoption of the Zoning Amendment Bylaw.

Per the Interim Development Review Framework that was endorsed by Council on January 29, 2024, Public Hearings are not held for rezoning bylaws that are consistent with the Official Community Plan.

Given that no new development is proposed as part of this application and that the proposal is consistent with the OCP, the application was not forwarded to the New Westminster Design Panel nor the Advisory Planning Commission for review or comment.

FINAL ADOPTION REQUIREMENTS

Items that will need to be addressed prior to the adoption of the proposed bylaw includes approval from the Ministry of Transportation and Infrastructure, as the site falls within 800 metres of a controlled access highway.

FINANCIAL CONSIDERATIONS

The project would support the growth of New Westminster's local economy by allowing new retail opportunities within an existing commercial area. Business license fees for any new and existing businesses would be collected according to the Business License Bylaw.

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, and the Economic Development Office.

OPTIONS

The following options are available for Council's consideration:

1. That Zoning Amendment Bylaw (805 Boyd Street) No. 8411, 2025 be introduced and given first, second, and third readings.
2. That Council provide staff with alternative direction.

Staff recommend Option 1.

ATTACHMENTS

Attachment 1: Zoning Bylaw No. 6680, 2001, Amendment Bylaw (805 Boyd Street) No. 8411, 2025

Attachment 2: Background Information

Attachment 3: Analysis of Proposed Commercial Uses

Attachment 4: Project Summary Letter

Attachment 5: City-Led Consultation Summary & Applicant Response

Attachment 6: Land Use and Planning Committee Meeting Minutes

APPROVALS

This report was prepared by:
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