

DATE OF MEETING October 3, 2016

AUTHORED BY KARIN KRONSTAL, PLANNER, COMMUNITY AND CULTURAL PLANNING

SUBJECT OFFICIAL COMMUNITY PLAN AMENDMENT APPLICATION NO. OCP66 AND REZONING APPLICATION NO. RA288 – 2560 BOWEN ROAD, 1900 LABIEUX ROAD AND 2200 LABIEUX ROAD

OVERVIEW

Purpose of Report

To present Council with applications to amend the Official Community Plan designation of 2560 Bowen Road, 1900 Labieux Road and 2200 Labieux Road from Light Industrial to Corridor; and to rezone these properties from High Tech Industrial (I3) to Community Corridor (COR3) including a site-specific use on a portion of the property to permit automobile sales, service and rental, in order to facilitate commercial and residential development.

Recommendation

That Council:

1. receive the report pertaining to the City of Nanaimo "Official Community Plan Amendment Bylaw No 6500.032" and "Zoning Amendment Bylaw 2016 No. 4500.102"; and,
2. direct Staff to secure a covenant for access agreements, road works, use restrictions, bicycle parking, road dedication and the community contribution, prior to the adoption of the bylaw, should Council support the bylaw at third reading.

BACKGROUND

An Official Community Plan amendment application (OCP66) and a rezoning application (RA288) was received from Island West Coast Developments Ltd. (IWCD) on behalf of Bowen Road Developments Ltd. (2560 Bowen Road) and the City of Nanaimo (1900 and 2020 Labieux Road).

Subject Properties

| | |
|---------------------------|--|
| Location: | The subject properties are located between Bowen Road, Labieux Road and the Island Highway |
| Total Lot Area: | 2560 Bowen Road is 19,477m ² , 1900 Labieux Road is 8,260m ² and 2200 Labieux Road is 3,077m ² , for a total lot area of 30,814m ² |
| Current OCP Designation: | Light Industrial |
| Current Zoning: | High Tech Industrial (I3) |
| Proposed OCP Designation: | Corridor |
| Proposed Zoning: | Community Corridor (COR3) with a site-specific use on a portion of 2560 Bowen Road permitting Automobile Sales, Service and Rental |

DISCUSSION

Subject Property and Surrounding Area

The subject properties are located in central Nanaimo and are bounded by Bowen Road, Labieux Road and the Island Highway. The site is currently occupied by a vacant industrial building, a commercial building, and the former SPCA site. Beban Park is located to the southeast on the other side of Labieux Road, and a City’s pumphouse station is directly northeast of the site. Adjacent businesses include the Laird Wheaton GM car dealership (2590 Bowen Road) and St. John’s Ambulance (2250 Labieux Road).

Proposed Development

The applicant intends to consolidate the three subject properties with a portion of 2590 Bowen Road, and then subdivide the property into six lots (see Attachment B: Site Plan). The development concept proposes two automotive dealerships, a furniture store, three mixed-use buildings, as well as a seniors housing complex with 130 units and associated amenities (see Table One: Development Data). One of the proposed car dealerships extends onto 2590 Bowen Road. As this property has appropriate Official Community Plan (OCP) designation and zoning for the automotive dealership use, it is not included in the applications. The development concept, as shown on the site plan, exceeds the number of required parking spaces.

Table One: Development Data

| | |
|-------|--|
| Lot 1 | New car dealership with approximately 1,150.9m ² (12,388ft ²) building area |
| Lot 2 | New car dealership with approximately 1,096.3m ² (11,800ft ²) building area |
| Lot 3 | Furniture store with approximately 1,254.2m ² (13,500ft ²) building area |
| Lot 4 | A mixed-use building with approximately 806.4m ² (8,680ft ²) of office space and 12 rental apartment units above |
| Lot 5 | Two commercial/office buildings approximately 1,008m ² (10,850ft ²); and |
| Lot 6 | A mixed-use building with 854.7m ² (9,200ft ²) of commercial space on the ground floor with 130 assisted living units above |

Staff Review

Official Community Plan

The current OCP designation of the subject properties is ‘Light Industrial.’ The Light Industrial designation is intended for a wide range of industrial and commercial uses, while buffering residential area from heavier industrial uses. The application is to change the OCP designation to ‘Corridor.’ Corridors are characterized by a mix of residential, commercial, professional, and service uses, with residential development at medium to high level densities. Within mixed-use developments, ground floor uses may be retail, office, or community uses that invite public activity. Given the subject properties adjacency to amenities such as Beban Park and the proximity of other Corridor-designated areas along the Island Highway, Staff supports the proposed OCP amendment.

Traffic Impact Assessment

The applicant has submitted a Traffic Impact Assessment (TIA) by Adept Transportation Solutions (Attachment E) outlining road improvements that would mitigate impact of the proposed development on existing levels of traffic. As the intersection of Bowen Road and Island Highway is already one of the busiest in Nanaimo, the TIA recommends significant road improvements including connecting Kenworth Road to Labieux Road and constructing a roundabout at the intersection of Kenworth and Labieux Roads. Should Council approve this application, the improvements recommended by the TIA will be included in a Section 219 covenant on the properties that will be registered prior to final adoption.

Ministry of Environment Release

The City's rezoning and OCP process requires the applicant to disclose whether the lands proposed for development have been subject to any activities that may have led to site contamination. Since land owners indicated that there have been such activities on the subject properties, the applicant was required to apply to the Ministry of Environment (MoE) for release of the site for development. The release for rezoning approval was obtained from MoE on 2016-AUG-12; however, the MoE advised that future applications will require further investigation as identified in Section 40 of the *Environmental Management Act*.

Land Disposition

On 2016-JUN-13, Council passed Motion No. 25916 to dispose of 2.45 acres of City-owned property located at 1900 Labieux Road and 2200 Labieux Road to Bowen Road Developments Ltd., for the sum of \$1,280,000. The Purchase and Sales Agreement for these properties will close on 2016-DEC-15.

Referral of Application

Under Part 14 of the BC *Local Government Act* (2015), when considering an amendment to the OCP, local governments must provide one or more opportunities for consultation with organizations or authorities that it considers may be affected by the amendment. During the OCP review process, an initial referral of the application was sent to a number of agencies for comment including the Ministry of Transportation, the Regional District of Nanaimo, School District 68 and Snuneymuxw First Nation. Should Council support this application, a second referral will be sent to these agencies prior to Public Hearing.

Conditions of Rezoning

Should Council support this application and pass third reading of "Official Community Plan Amendment Bylaw No 6500.032" and "Zoning Bylaw No. 4500.102", Staff recommends the following items be secured prior to final adoption of the bylaw through registration of a Section 219 covenant:

1. *Access Agreement(s)*

The City of Nanaimo will require an agreement for access across proposed Lots 2 and 3 in order to access the Labieux pump station from the northwest. The road must be sufficiently wide to ensure clear access for City vehicles. The City must also be a signatory to any other reciprocal access agreements between lots.

2. *Road Works*

Road works beyond the centreline, as identified in the Adept Transportation Solutions' TIA and the Nanaimo Transportation Master Plan, will be required on Kenworth Road and Labieux Road, including, but not limited to:

- a. Signal, signage and intersection changes at the intersection of Bowen Road and Kenworth Street, to the satisfaction of the City;
- b. Laning of Kenworth Street, including potential reworking of the curb from the property line to Bowen Road (including Kenworth north approach) as generally described in the TIA, to the satisfaction of the City;
- c. Develop pedestrian/cyclist facilities within the Labieux Road roundabout, to the satisfaction of the City; and
- d. Complete the sidewalk on the north side of Kenworth Road to connect the property to Bowen Road, to the satisfaction of the City.

3. *Use Restrictions Based on Road Network*

The TIA completed for this development proposal is based on specific uses and its recommendations speak to the improvement to the road network required to support those uses. The covenant will include language limiting the uses on the property to the specific uses identified in the TIA, but will also contain a provision to allow the property owner to elect to revise the proposed development uses to the full range of what is permitted under the Zoning Bylaw, provided that a new TIA is provided and the City retains the right to revise the works that are to be constructed to support the revised development.

4. *Bicycle Parking*

Bicycle parking is to be provided as per the rates recommended in the TIA, with additional provision of 0.2 Class 1 spaces per unit and 0.1 Class 2 spaces per unit for the seniors congregate housing.

5. *Road Dedication*

- a. Kenworth Road, a Minor Collector roadway, within a 22m road dedication (typical), constructed within the site between Bowen and Labieux Roads, designed and constructed to the City's satisfaction;
- b. A roundabout at the intersection of Labieux / Labieux / Kenworth, as generally described within the TIA, with accommodation for the future extension of Rock City Road (northeast leg), integration of cycling within roadway and multiuse trail network including connections to adjacent trails to Beban Park / E&N Trail, designed and constructed to the City's satisfaction; and
- c. 2 metres of future road dedication where the property line meets Bowen Road.

6. *Community Contribution*

The applicant proposes a community contribution of \$191,569 to be used towards open space improvements to Beban Park, as outlined in the Beban Park Master Plan. Staff supports the proposal and recommends the community contribution be secured via covenant or paid in full prior to final adoption of the OCP and rezoning amendment bylaws.

SUMMARY POINTS

- The application is to redesignate the subject properties from Light Industrial to Corridor and to rezone these properties from I3 to COR3 with a site-specific use on a portion of the site to permit Automobile Sales, Service and Rental.
- The proposed redesignation complies with the general intent of the OCP to allow for mixed-use development in urban areas close to amenities.
- The proposed rezoning would facilitate the redevelopment of an existing brownfield site with new commercial investment, add residential density to an established area of Nanaimo, and would improve the existing road network.

ATTACHMENTS

ATTACHMENT A: Location Plan

ATTACHMENT B: Site Plan

ATTACHMENT C: Aerial Photo

ATTACHMENT D: Applicant's Letter of Rationale

ATTACHMENT E: Traffic Impact Assessment (Executive Summary)

ATTACHMENT F: Official Community Plan Amendment Bylaw No 6500.032

ATTACHMENT G: Zoning Amendment Bylaw 2016 No. 4500.102

Submitted by:



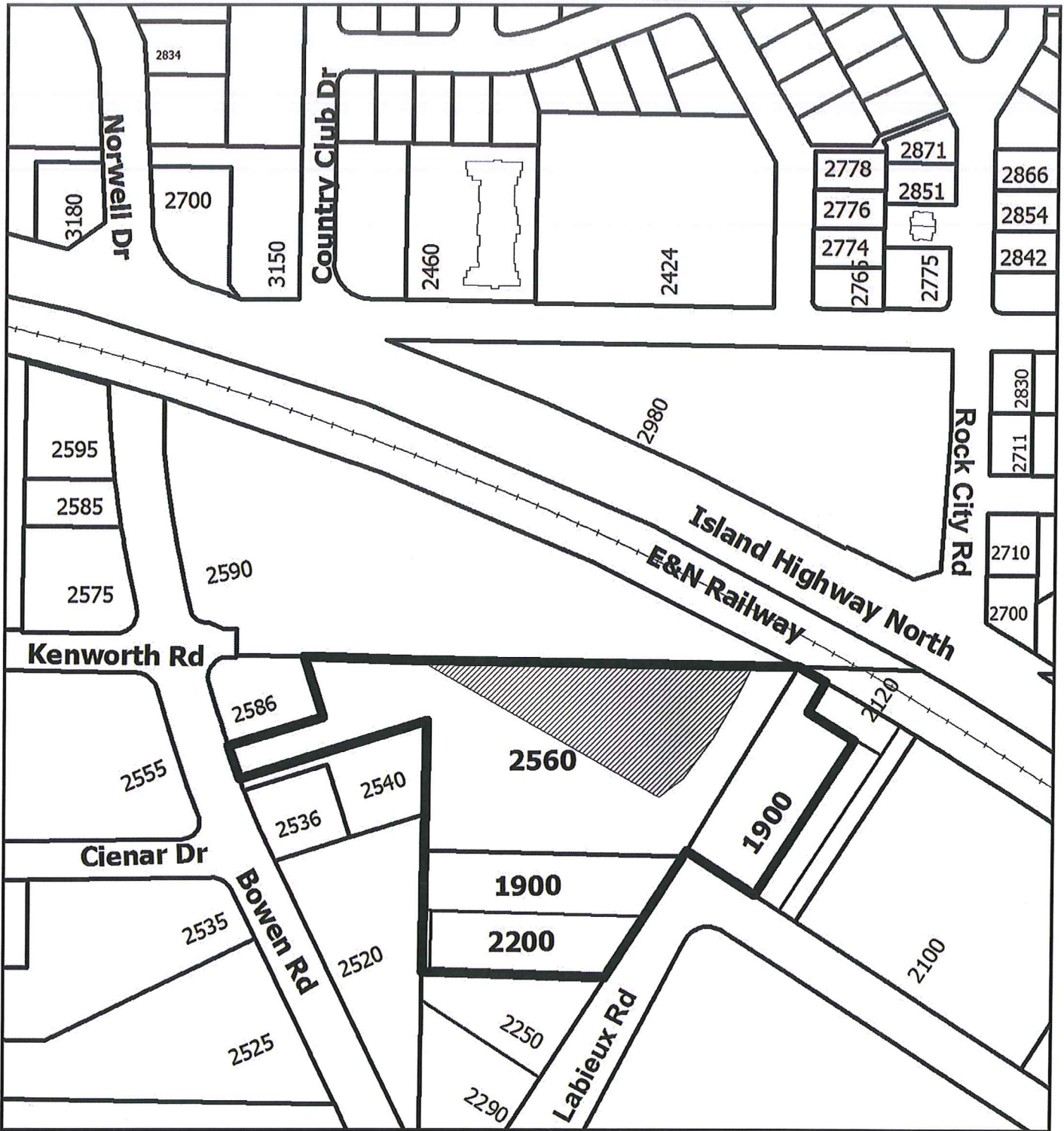
B. Anderson
Manager, Community & Cultural Planning

Concurrence by:




D. Lindsay
Director, Community Development

ATTACHMENT A



OFFICIAL COMMUNITY PLAN NO. OCP00066
 REZONING APPLICATION NO. RA000288

-  Subject Properties
-  Area of Site Specific Zoning
- Redesignate from Light Industrial to Corridor
- Rezone from I3 to COR3



LOCATION PLAN

Civic: 2560 Bowen Road,
 2200 Labieux Road
 and 1900 Labieux Road

ATTACHMENT B



PROJECT DATA:

| PROPOSED LOT 1 | PROPOSED LOT 2 | PROPOSED LOT 3 | PROPOSED LOT 4 | PROPOSED LOT 5 | PROPOSED LOT 6 |
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| CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR |
| PROPOSED LOT AREA: 44,134 ACRES | PROPOSED LOT AREA: 44,134 ACRES | PROPOSED LOT AREA: 44,134 ACRES | PROPOSED LOT AREA: 44,134 ACRES | PROPOSED LOT AREA: 44,134 ACRES | PROPOSED LOT AREA: 44,134 ACRES |
| PARKING PROVT: 127 STALLS | PARKING PROVT: 59 STALLS | PARKING PROVT: 23 STALLS | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 38 STALLS |
| CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR |
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| PARKING PROVT: 127 STALLS | PARKING PROVT: 59 STALLS | PARKING PROVT: 23 STALLS | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 38 STALLS |
| CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR | CLIENT ZONING: COMMUNITY CORRIDOR |
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| PARKING PROVT: 127 STALLS | PARKING PROVT: 59 STALLS | PARKING PROVT: 23 STALLS | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 86 STALLS (OFFICE) | PARKING PROVT: 38 STALLS |

ALL AREAS ARE APPROXIMATE

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PROPOSED REZONING:
 2560 & 2590 BOWEN ROAD
 2020 LABIEUX ROAD
 NANAIMO B.C.

DRAWING TITLE:
 CONCEPTUAL SITE PLAN

SCALE:
 AS NOTED

DRAWN BY:
 C.M.A.S.E.

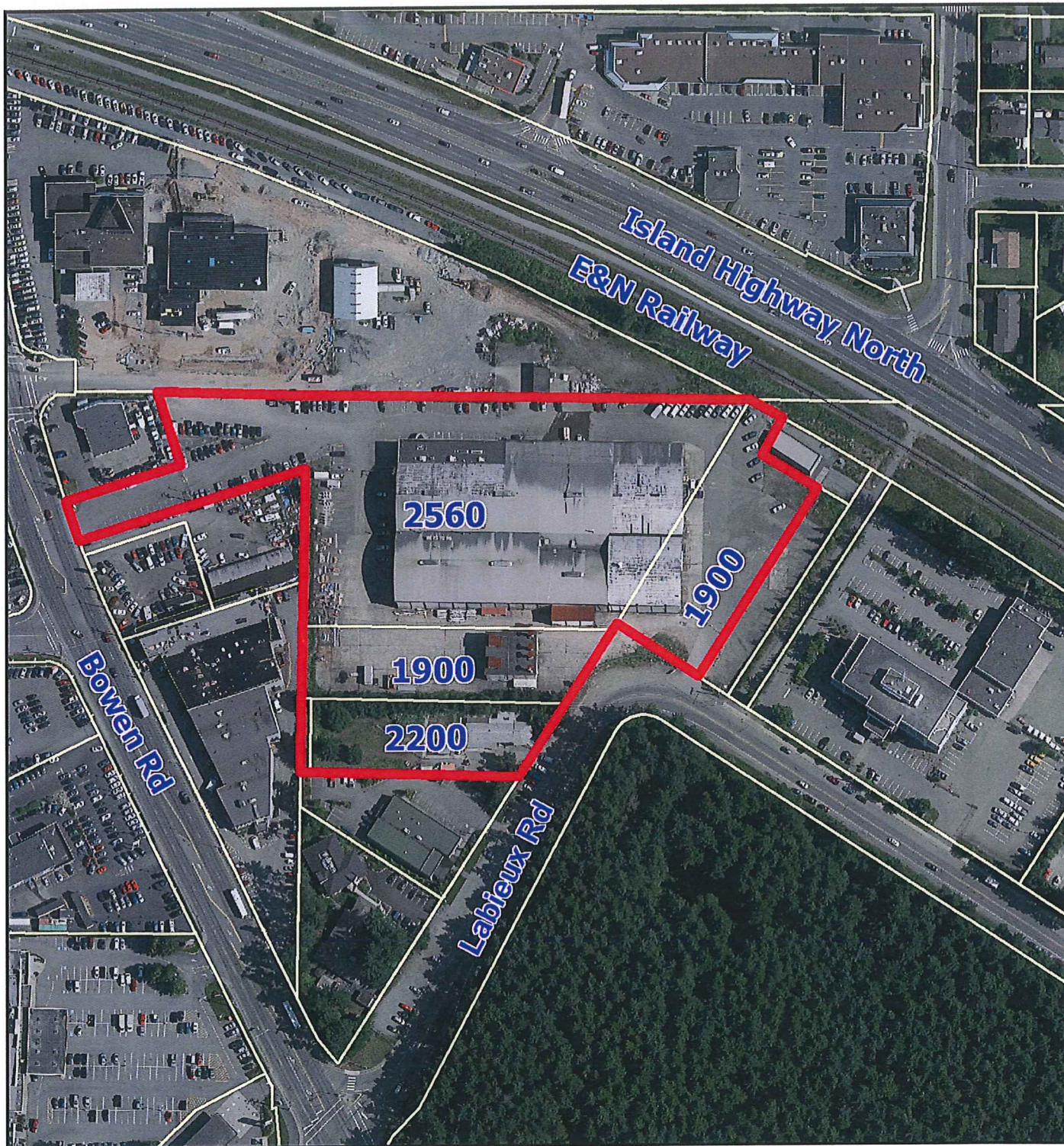
NUMBER:
 01/2018.05.14

ISSUED:
 15 OCT 2018
 19 JAN 2018
 22 JAN 2018
 11 MAR 2018

PROJECT NO.:
 PR1

ATTACHMENT C

Aerial Photo



OFFICIAL COMMUNITY PLAN NO. OCP00066
REZONING APPLICATION NO. RA000288



ATTACHMENT D

18 May 2016



Delinea
DESIGN CONSULTANTS LTD.

ZONING RATIONALE

RE: 2560, 2590 BOWEN RD, 2200, AND PORTION OF 2120 LABIEUX RD.

SUBJECT SITE:

The subject sites consist of 4 properties that include the eastern portion of the Laird Wheaton GM auto dealership, two properties formerly occupied by S. Madill Ltd., and the SPCA site. The properties are currently accessed by an extension off Kenworth Road, a driveway directly from Bowen Road. and access points fronting Labieux Road.

This is an area that is historically and currently automotive related uses with a string of dealerships lining the Bowen Road corridor. The other significant former use was heavy industry in the extant shop occupied by S. Madill Ltd.

Other adjacent uses include Nanaimo Home Centre, St. John House and an office building occupied by B.C. Government Ministries. The E & N Trail runs along the Laird Wheaton GM Highway frontage. Beban Park extends to Labieux Rd. directly across from the S.E portion of the subject site.

EXISTING ZONES / OCP DESIGNATION:

The subject parcel is currently designated as two distinct Zones. The Laird Wheaton GM site is Corridor 3 (COR 3) and the balance of the site is designated Industrial (I-3). The OCP future land use reflects current zoning.

PROPOSED DEVELOPMENT:

The proposed development extends Kenworth Road to intersect with Labieux Road. and defines six development sites. The objectives of the conceptual plan are to;

- provide a mix of uses consistent and compatible with existing adjacent uses
- establish a corridor edge to the Kenworth Road extension
- redevelop the automotive uses on the remainder of the Laird Wheaton GM site
- include residential density in a low impact format
- include commercial infill along Bowen Road
- provide pedestrian links to park and trail systems
- include uses consistent with objectives and/or as permitted within COR 3 Zone

A brief description of each site follows:

LOTS 1 AND 2:

Automotive sales and service. This is the extension and redevelopment of the Laird Wheaton site, anticipating new or relocated medium sized dealerships. These will likely be corporate image buildings.

LOT 3:

This proposed use will be either a low intensity commercial use (i.e. furniture sales) or an automotive related use.

LOT 4:

This is a mixed use site with commercial uses at street level fronting Kenworth Road. An additional two floors of residential units are provided. This building is sited close to help establish a commercial street edge. Parking is located to the side and rear.

LOT 5:

This site has dual frontages and the response is to develop two small scale buildings both combining commercial retail and office uses. The larger of the two fronts Bowen Road, is minimum two storeys and is sited in a manner that anticipates future development along the Bowen Road edge. The second building has a similar relationship to Kenworth Road, although in a smaller format given the site configuration and available frontage.

LOT 6:

The proposed use is an Independent Supportive Living Complex. The building is approximately 130 units including appropriate amenities and services. Orientation of the entry / lobby and units is predominately towards the park. Outdoor space, activities and connecting pathways contribute to the livability for residents. Topography is conducive to a component of underground parking and a commercial component to that portion of the building fronting Kenworth Road, again contributing to the corridor feel of the street.

SUMMARY

This is a comprehensive redevelopment of a significant site. The uses are consistent with the COR 3 zone designation and objectives. Uses are carefully considered with respect to access, location, orientation, exposures, pedestrian connectivity, respectful of adjacent land uses and anticipates future growth.

ATTACHMENT E

TRANSPORTATION IMPACT ASSESSMENT

2560 & 2590 Bowen Road / 2020 Labieux Road Development



EXECUTIVE SUMMARY

Island Westcoast Developments Ltd retained Adept Transportation Solutions to conduct a Transportation Impact Assessment (TIA) for the proposed mixed-use residential / commercial / office development located at 2560 / 2590 Bowen Road and 2020 Labieux Road. The proposed development consists of the following six lots and land uses:

- Lot 1** New car dealerships with approximately 12,388 ft² (1,150.9 m²) building area;
- Lot 2** New car dealerships with approximately 11,800 ft² (1,096.3 m²) building area;
- Lot 3** Furniture Store with approximately 13,500 ft² (1,254.2 m²) building area;
- Lot 4** A building containing approximately 8,680 ft² (806.4 m²) of office space plus 12 rental apartments units in the stories above the office space;
- Lot 5** Two commercial / office buildings totaling approximately 10,850 ft² (1,008 m²); and
- Lot 6** Mixed use building with 9,200 ft² (854.7 m²) of commercial space on the ground floor with 130 Assisted Living units in the remainder of the building.

The purpose of the TIA is to determine the transportation related impacts of the proposed development on the local transportation infrastructure for all modes of transportation including active transportation such as walking and cycling plus transit and vehicular traffic. This is done by comparing the transportation activity associated with the proposed development for the year it opens as well as 5 and 10 years afterwards to the transportation activity that would have resulted for those same years if the development did not proceed. In this case, the assumed Opening Year is 2018 so existing traffic is forecast for 2018, 2023 and 2028 at 1.5% growth per annum and analyzed for certain performance indicators such as volume to capacity ratios and queue lengths using Synchro / SimTraffic micro-simulation modeling software. These results are then compared for the same years for post-development conditions which highlight any changes in performance that can be attributed to the proposed development.

In this particular case the network is proposed to be modified by extending Kenworth Road from Bowen Road to the east and then south to align with Labieux Road and form a Kenworth / Labieux intersection which would be constructed as a roundabout. This would change traffic patterns on the local road network somewhat so the Study Area was defined as containing Island Highway from its intersections with Bowen Road / Norwell Drive to Dorman Road / Highland Boulevard, Bowen Road from Island Highway to Labieux Road and Labieux Road from Bowen Road to Dorman Road.

From a vehicular traffic standpoint, all the major intersections in the Study Area had acceptable performance indicators for all years for pre- and post-development conditions with the exception of the Island Highway / Bowen Road / Norwell Drive intersection. While the City of Nanaimo has plans for upgrading this intersection, the improvements are not funded in their Capital Program at this time. In order to evaluate this intersection more completely, dual left turn lanes on the Bowen Road and Norwell Drive approaches and the elimination of split phasing in the signal timing plan were used for this location and analyzed to generate performance indicators as previously described. The results indicated that the overall intersection performance would be at an acceptable level although some individual movements would operate at E and F Levels of Service.

One other area of concern was the Southbound Left (SBL) movement on Bowen Road at Kenworth Road which would need to accommodate existing traffic, trips diverted from the SBL movement at Labieux Road as well as



TRANSPORTATION IMPACT ASSESSMENT
2560 & 2590 Bowen Road / 2020 Labieux Road Development

the incremental traffic associated with the proposed development that would also be making this movement. Synchro was used to determine the maximum queue length with the forecasted traffic volumes as well as sensitivity testing with the volumes increased by 100% and the 95th percentile queue can be accommodated with the existing 17.5m storage lane.

Other transportation modes such as walking, cycling and transit were also examined as part of this analysis. While there is some pedestrian infrastructure available, the sidewalks are not contiguous on both sides of all the roads in the Study Area with the exception of Bowen Road. However there are significant paths / trails within Beban Park and the E & N Rail Trail parallel to Island Highway is a major multi-use facility for active transportation.

While Bowen and Labieux Roads are designated as cycling routes in the OCP for the City of Nanaimo, and the roads are signed as such, there are no designated cycling lanes on either road.

There are transit routes that currently use Bowen and Labieux Roads and the Country Club Mall in the northwest quadrant of the Island Highway / Bowen Road / Norwell Drive intersection is the site of a transit exchange so this area is well served by Routes 30, 40 and 50.

In the calculation of the Bylaw requirements for off-street parking, Lot 5 has a shortfall of 12 spaces while Lots 3 and 4 have an oversupply totaling 22 spaces. With a combination of introducing bicycle parking at the recommended rates, implementing appropriate TDM measures such as bus passes, ride sharing and shared parking strategies as well as utilizing parking surpluses to accommodate employee parking for other land uses, a parking variance could be supported. This is also consistent with the strategy outlined in the current Nanaimo Master Transportation Plan (NMTP) to promote consideration of reduced parking as a means of achieving their goal to improve modal splits to walking, cycling and transit use.

The specific recommendations included in the report are detailed below as part of this summary:

- The connection of Kenworth Road to Labieux Road is required to alleviate some SBL turning traffic at the Bowen Road / Labieux Road intersection and provide a new opportunity to access the proposed development(s) via the Kenworth / Labieux intersection;
- By Opening Day 2018, with the Kenworth Road Extension in place, a permitted / protected phase for the SBL turn movement will be required at the Bowen / Kenworth intersection;
- By 2018 Opening Day, with the Kenworth Extension in place, the Bowen Road / Kenworth Road intersection would benefit from EB and WB laning modifications including a separate left turn lane and shared through / right lanes (from the current shared left / through and separate right turn lanes). The EBL turn lane will require a 35m storage length (from the existing 20m for EBR) and WBL will require 20m (from the existing 10m WBR);
- It is recommended that bicycle parking be provided on each development site;
- Minimum 1.8m wide sidewalks should be provided on the new Kenworth Road Extension;
- Minimum 1.5m marked bike lanes should be provided on the new Kenworth Road Extension;
- Formal on-street parking pockets should be provided, particularly along the south side of the Kenworth Road Extension development site frontages;



- It is recommended that the existing connection from Labieux Road to the E&N Rail Trail multi-use pathway be maintained or a new pathway provided to connect the subject site(s) to the E & N Rail Trail. Appropriate authorities should be contacted to discuss and confirm trail placement, any special trail crossing requirements and signage;
- As the site plan is refined, it is recommended that the Nanaimo Regional Transit System (NRTS) be consulted with respect to future transit stop locations along site frontages and with respect to any road network changes. At the discretion on the NRTS, sheltered bus stops could be provided at site frontage locations to serve the new employees and residents;
- Office workers should be encouraged to use transit. The parking demand conditions should be monitored and subsidized transit passes could be offered to employees to reduce off-site parking demand. While the individual parcels of Lots 5 and 6 appear to need a variance, there has been sufficient off-street parking provided on Lots 3, 4, 5 and 6 to meet the Bylaw requirements but the needed spaces are not all located on the subject individual lots;
- Bicycle parking should be provided at the rates described in the report. The provision of this bicycle parking and the implementation of TDM and shared parking strategies all support a parking variance;
- As the individual lot site plans develop further, consideration should be given to the turning radius of loading trucks and emergency vehicles accessing the parcels to ensure all required movements can be made;
- The City of Nanaimo should endeavor to acquire additional right of way from the existing Hornby's Canopy site located at 2586 Bowen Road in the future in order to accomplish the desired laning configuration on the east leg of the Kenworth Road / Bowen Road intersection. In the short-term, dedicated left turn lanes and shared thru / right turn lanes can be achieved with some relaxation to design guidelines regarding alignment. These compromises are not uncommon and will improve intersection operation;
- The City of Nanaimo should work with MoTI to develop a revised intersection design at the Island Highway / Bowen Road / Norwell Drive intersection. A detailed corridor study should be undertaken to determine issues and opportunities for improved traffic operations at this intersection. The identification of right of way requirements should be undertaken as soon as possible and if required, the precise property dedication should be determined and acquired along the 2260 Bowen Road frontage as a condition of the subject rezoning approval.