

**City of Nanaimo**  
**REPORT TO COUNCIL**

DATE OF MEETING: 2013-AUG-12

AUTHORED BY: D. JENSEN, COMMUNITY DEVELOPMENT PLANNER,  
COMMUNITY PLANNING SECTION  
S. HERRERA, PLANNER, PLANNING & DESIGN SECTION

RE: OFFICIAL COMMUNITY PLAN AMENDMENT APPLICATION OCP74 /  
REZONING APPLICATION RA318  
2113 TO 2129 BOXWOOD ROAD

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STAFF RECOMMENDATION:

That Council:

1. receive the report pertaining to "OFFICIAL COMMUNITY PLAN AMENDMENT BYLAW 2013 NO. 6500.024" and "ZONING AMENDMENT BYLAW 2013 NO. 4500.046".
2. direct Staff to secure the community contribution prior to the adoption of the rezoning bylaw, should Council support the bylaw at Third Reading.

NANAIMO ADVISORY PLANNING COMMITTEE RECOMMENDATION:

That Council consider approving Official Community Plan (OCP) Amendment OCP00074 and Rezoning Application RA000318, to recognize and support the expansion of the Edgewood treatment facility.

PURPOSE:

To describe an OCP amendment application to redesignate lands from Light Industrial to Neighbourhood, and a rezoning application that would rezone lands from Single Dwelling Residential (R1) and Duplex Residential (R4) to Community Service One (CS1). These applications are to recognize and facilitate the expansion of the existing Edgewood treatment facility.

BACKGROUND:

Located along Boxwood Road, the approximately 3.7 hectare (9.2 acre) subject site (see Attachment A) is in an area of both industrial sites and residential properties. Lands to the north house a BC Hydro substation, lands to the east are single family residential properties, and lands to the south and west are industrial operations (including Inland Kenworth). The site itself is currently home to Edgewood, an additions treatment facility, and is affected by a portion of a larger wetland and watercourse.

The OCP application to redesignate a 3.7 hectare (9.2 acre) area from Light Industrial to Neighbourhood, and received as part of the 2013-MAY-01 round of OCP amendment applications, is to recognize the existing Edgewood treatment facility, and allow for its expansion and upgrade. Two additional residential lots at 2117 and 2119 Boxwood Road, totalling 0.1 hectares (0.3 acres) are also included in this application for redesignation to Neighbourhood.

Committee  
 Open Meeting  
 In-Camera Meeting  
Meeting Date: 2013-Aug-12

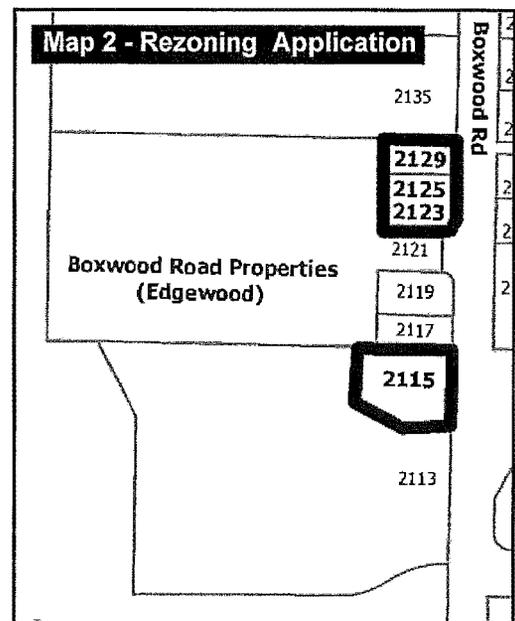
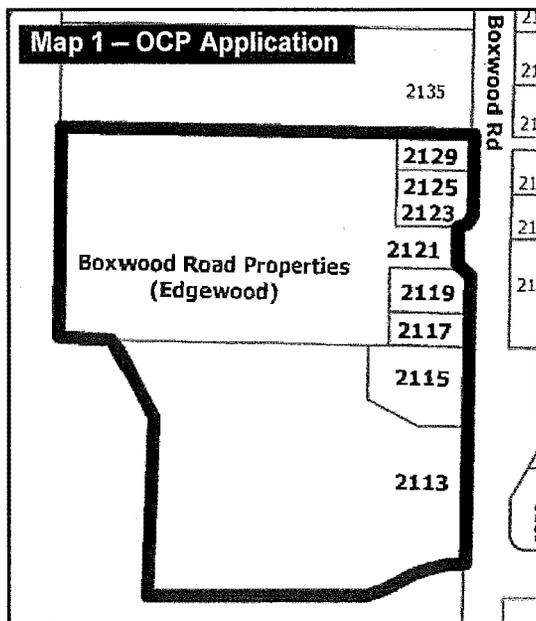
These two residential properties are surrounded on three sides by Edgewood, potentially leaving these two small lot Light Industrial designated properties isolated in the larger context of the neighbourhood. This results in a total of 3.8 hectares (9.5 acres) of property proposed for redesignation from Light Industrial to Neighbourhood.

The OCP application, running concurrently with a rezoning application to rezone three smaller parcels at 2115, 2123 and 2129 Boxwood Road from Single Dwelling Residential (R1) and Duplex Residential (R4) to Community Service One (CS1) for a Personal Care Facility, would allow the applicant to expand existing facilities (*see also Attachments A and B*).

**Proposed Amendments**

| Address           | OCP                               | Zoning             |
|-------------------|-----------------------------------|--------------------|
| 2113 Boxwood Road | Light Industrial to Neighbourhood | CS1 – No Change    |
| 2115 Boxwood Road | Light Industrial to Neighbourhood | R1 – Rezone to CS1 |
| 2117 Boxwood Road | Light Industrial to Neighbourhood | R1 – No Change     |
| 2119 Boxwood Road | Light Industrial to Neighbourhood | R1 – No Change     |
| 2121 Boxwood Road | Light Industrial to Neighbourhood | CS1 – No Change    |
| 2123 Boxwood Road | Light Industrial to Neighbourhood | R4 – Rezone to CS1 |
| 2129 Boxwood Road | Light Industrial to Neighbourhood | R1 – Rezone to CS1 |

- **Map 1 - OCP Application** – to redesignate the properties shown on Map 1 from Light Industrial to Neighbourhood.
- **Map 2 – Rezoning Application** – to rezone the properties shown on Map 2 from Single Dwelling Residential (R1) and Duplex Residential (R4) to Community Service One (CS1).
  - The properties at 2121 and 2113 Boxwood Road are already zoned Community Service One (CS1).
  - The properties at 2119 and 2117 are not proposed to be rezoned, and are currently zoned Single Dwelling Residential (R1).



## DISCUSSION

### ***Official Community Plan***

The subject area is designated Light Industrial under the OCP. Objectives of the Light Industrial designation include supporting a diversified economy, encouraging a broad range of uses, protecting industrial lands from conflicting adjacent urban land uses, and providing an adequate serviced industrial land supply. Policies also encourage a mix of uses where they do not create noise or emissions, operate at hours incompatible with residential uses, require outdoor storage space, or utilize hazardous materials.

The Neighbourhood designation includes objectives to maintain and enhance the character of existing neighbourhoods, to increase housing choice, and to protect the environment. Policies support residential densities in the range of 10 to 50 units per hectare (uph) in two to four storey building forms, encourage a clustered housing design to protect environmentally sensitive features, and support the addition of parks and open space as an integral component of the city's neighbourhoods. This designation would support the existing Edgewood facility as it represents special needs housing in a condensed housing format. Other community service uses that fall within the Neighbourhood designation are schools and churches.

### ***Proposed Development and Zoning – RA318***

The majority of the subject area, containing the existing facility, is currently zoned Community Service One (CS1). Three other parcels (2115, 2123 and 2129 Boxwood Road) are proposed for rezoning from Single Dwelling Residential (R1) and Duplex Residential (R4) to Community Service One (CS1) in order to allow for future expansion of the existing Edgewood facility. The properties subject to rezoning are shown on both Map 2 (page 2) and *Attachment A*.

An addition to the existing Edgewood facility is currently planned for 2129 and 2123 Boxwood Road. The addition is comprised of a one storey building to expand the needs of the facility. *Attachment B* shows the location of the proposed addition. Should the OCP amendment and rezoning applications be approved, the applicant would need to proceed with a development permit application in order to construct the proposed expansion.

The properties at 2117 and 2119 Boxwood Road are not part of the Edgewood development, and are not proposed to be rezoned. The properties currently contain single residential dwellings.

### ***Community Contribution***

As part of the proposed rezoning application, the applicant has offered a community contribution of \$5000 towards the Edgewood Foundation, a registered charity which undertakes addictions research, education, training and treatment initiatives. Staff is supportive of the proposed community contribution, and acknowledges that rezoning to a Community Service zone does not typically result in a significant "land lift" and community contributions for this type of zone are often minimal to none.

### ***Planning Review***

The property at 2113 Boxwood Road was the subject of a 2008 application to rezone the property from single family residential to public institution. At that time, the Edgewood facility was recognized under the previous OCP's Service Industrial Enterprise Area designation, and expansion of the facility was supported. At its meeting of 2008-MAY-15, the Rezoning Advisory Committee recommended the application be approved, Council adopted the zoning amendment on 2009-OCT-26, and the Edgewood expansion was constructed on the site.

While the existing Light Industrial designation does not specifically address institutional uses, Section 3.1 of the OCP (Livable Community) includes a number of policies that support the provision of social services and other programs for residents in need of assistance, and specifically including the provision of programs for those affected by addiction issues. These policies support the continued operation and expansion of the Edgewood facility.

In general, the City's Light Industrial land base currently consists of approximately 60% to 65% of lands that are currently occupied for industrial or other land uses, and 35% to 40% of lands that are currently vacant. The subject area falls within the former category, with 3.8 hectares of land occupied by other uses (3.7 hectares institutional, 0.1 hectares single family residential). Edgewood has been in operation since 1994, and has gone through several expansions since its inception. Staff suggest that a redesignation from Light Industrial to Neighbourhood does not, in fact, result in a loss of industrial lands, but rather addresses the existing and future use of the site in a more appropriate manner. The two additional properties at 2117 and 2119 Boxwood Road are also proposed for redesignation. The two existing single family lots are not of a size that would adequately house light industrial use; and with the proposed Edgewood redesignation, any future industrial use would essentially create conflict as it operates between the treatment facility and adjacent residential uses.

### **Public Input**

This OCP amendment application is posted on the City website (Community Planning page), and the zoning amendment application has been posted online to *What's Building In My Neighbourhood?* since 2013-JUL-04. Both OCP and rezoning signage have been constructed on the site. To date, no submissions have been received as a result of this application. The applicant has indicated that their public consultation is ongoing and Edgewood has been in direct contact with the immediate neighbours regarding the proposed expansion.

### **Consultation under Sections 879 and 881 of the Local Government Act**

When amending an Official Community Plan, Council must undertake consultation in accordance with sections 879 and 881 of the *Local Government Act*.

To date, City staff have undertaken the following steps in relation to the consultation requirements of sections 879 and 881 of the *Act*:

|             |  |
|-------------|--|
| 2013-JUL-02 | Initial Referral to the Ministry of Forests, Lands and Natural Resource Operations |
| 2013-JUL-02 | Initial Referral to the Ministry of Transportation and Infrastructure              |
| 2013-JUL-02 | Initial Referral to School District 68   |

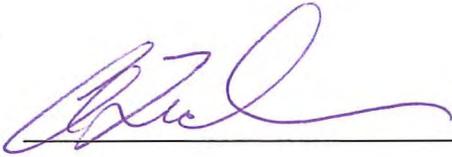
In addition to these consultative steps, staff recommends that the following actions be taken in relation to the consultation requirements of sections 879 and 881 of the *Local Government Act*:

Formal Referral to: Ministry of Forests, Lands and Natural Resource Operations  
 Ministry of Transportation and Infrastructure  
 School District 68

All formal referrals will include a copy of the relevant staff report and proposed bylaw amendment.

The results of this additional consultation will be provided to Council as part of the package provided to Council in advance of the public hearing.

Respectfully submitted,



for: C. Jackson  
Manager, Community Planning  
Community Safety and Development

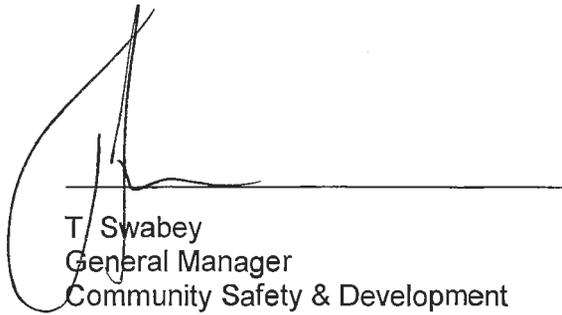


B. Anderson, MCIP  
Manager, Planning & Design  
Community Safety and Development

Concurrence by:



A. Tucker, MCIP  
Director of Planning  
Community Safety & Development



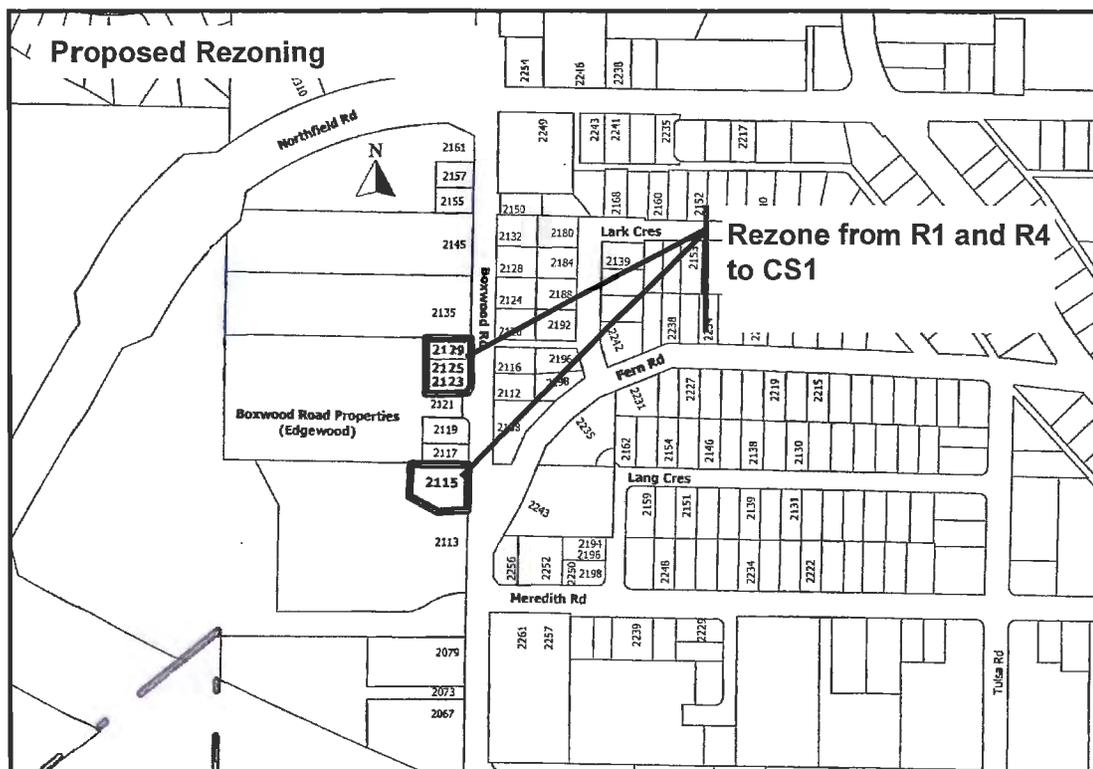
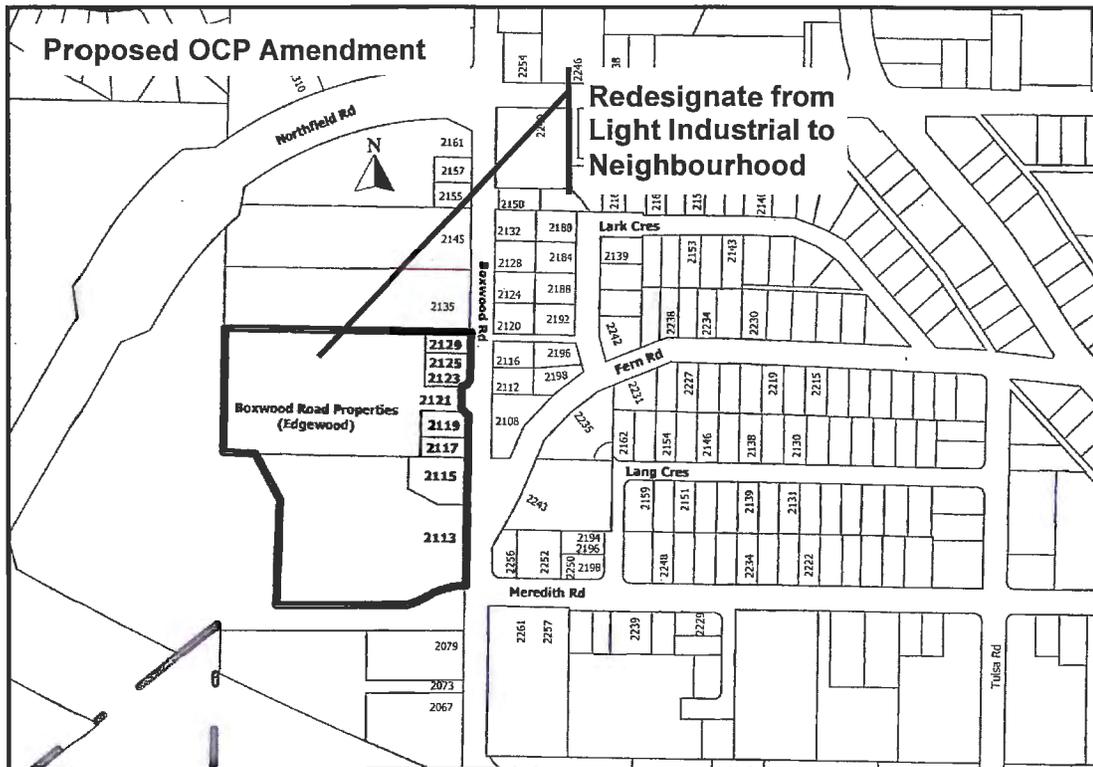
T. Swabey  
General Manager  
Community Safety & Development

CITY MANAGER COMMENT:

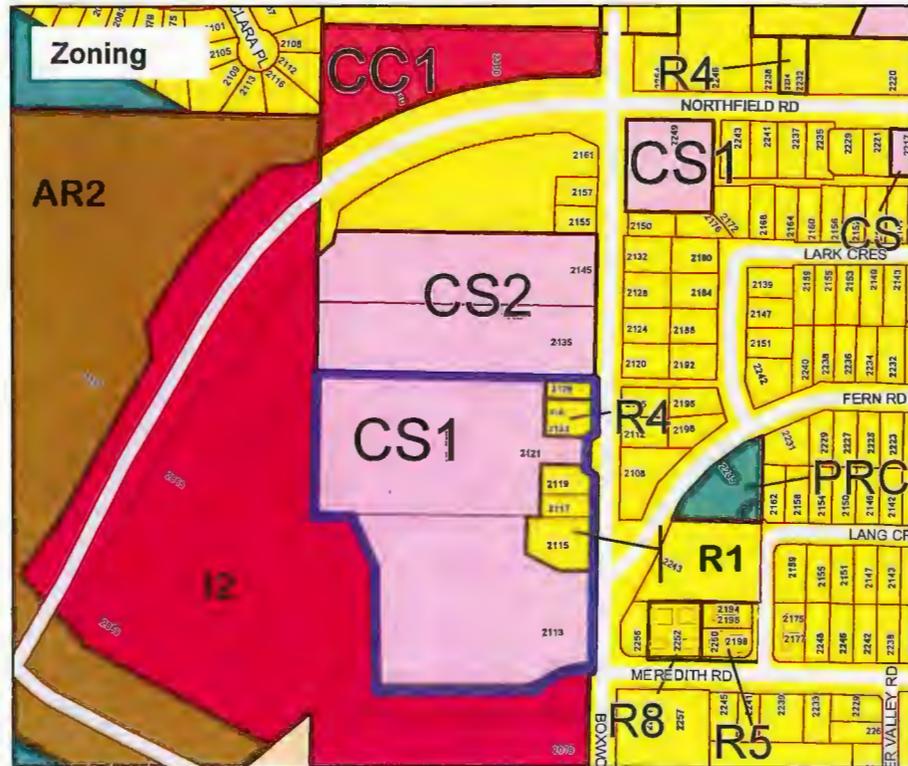
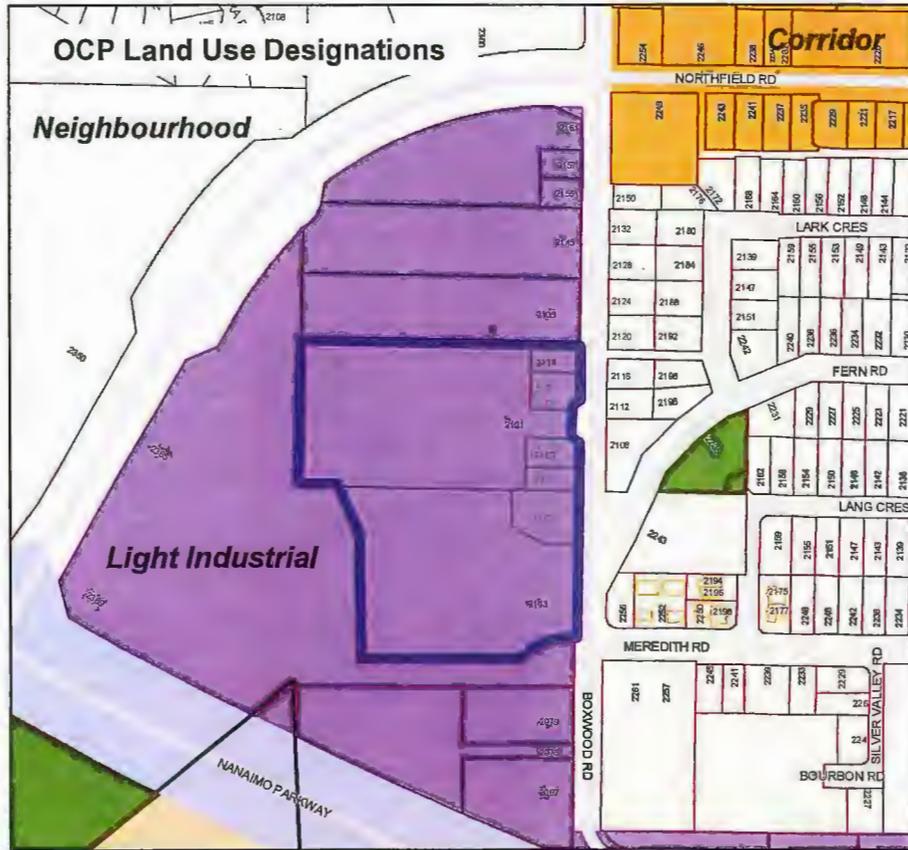
I concur with the staff recommendation.

Last Draft: 2013-JUL-31  
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dj/sh/pm

**Attachment A**  
**Subject Property Map**  
**(Page 1 of 2)**



Attachment A  
Subject Property Map  
(Page 2 of 2)



**Attachment B**  
**Conceptual Site Plan**  
**(Page 1 of 2)**

