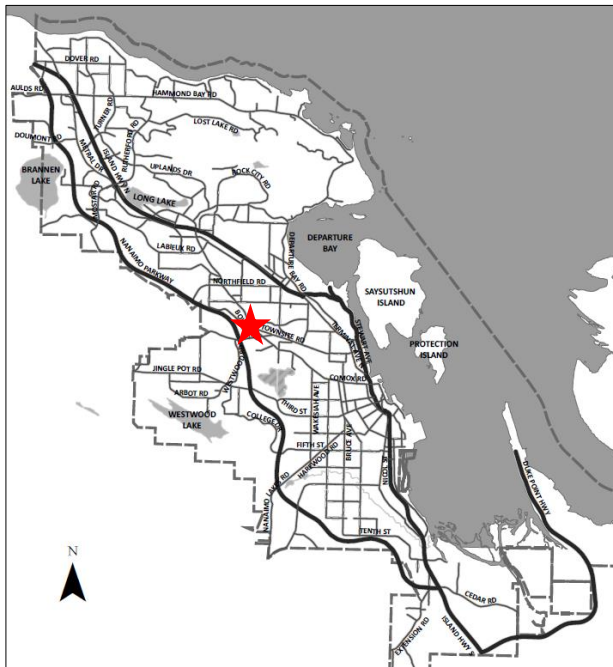


DATE OF MEETING June 16, 2025

AUTHORED BY CALEB HORN, PLANNER, CURRENT PLANNING

SUBJECT REZONING APPLICATION NO. RA522 – 1850 BOXWOOD ROAD



Proposal:

To allow a Personal Care Facility

Current Zoning:

I3 – High Tech Industrial

Proposed Zoning:

I3 – High Tech Industrial with a site-specific Personal Care Facility use

City Plan Land Use Designation:

Light Industrial

Lot Area:

2,731m²

RA



OVERVIEW

Purpose of Report

To present for Council's consideration an application to amend the High Tech Industrial (I3) zone to allow Personal Care Facility as a site-specific use at 1850 Boxwood Road to facilitate a proposed complex care housing development. |

Recommendation

That:

1. "Zoning Amendment Bylaw 2025 No. 4500.241" (to rezone 1850 Boxwood Road to allow Personal Care Facility as a site-specific use in the High Tech Industrial [I3]) zone pass first reading;
2. "Zoning Amendment Bylaw 2025 No. 4500.241" pass second reading;
3. "Zoning Amendment Bylaw 2025 No. 4500.241" pass third reading; and,
4. Council direct Staff to secure the conditions related to "Zoning Amendment Bylaw 2025 No. 4500.241" as outlined in the "Conditions of Rezoning" section of the Staff Report dated 2025-JUN-16.

BACKGROUND

Concurrent rezoning and development permit applications, RA522 and DP1379, were received from Altus Group, on behalf of the Provincial Rental Housing Corporation, to facilitate a BC Housing development for a three-storey, 22-unit complex care housing development.

BC Housing has partnered with the Ministry of Health and Island Health to develop a complex care housing project with enhanced supports for individuals at risk of experiencing homelessness. The development will include integrated health care services provided by Island Health, and 24/7 staffing and support by a non-profit housing operator (to be selected), including life skills development, wellness checks, employment assistance, and community connection programs.

The applicant has applied concurrently for a site-specific zoning amendment to allow the proposed use as well as a form and character development permit for the proposed design. Given the scale of the project and no variances are requested, the development permit will be delegated for approval should the amendment bylaw be adopted.

Subject Property and Site Context

The subject property is located in Central Nanaimo at the edge of the Green Rock Industrial Park, along Boxwood Road between Dufferin Crescent and Madsen Road. The property was previously cleared of vegetation, is vacant, and slopes down approximately 6m from north to south. A public walkway and staircase border the east property line and separate the subject property from the end of Kerrisdale Road.

The surrounding neighbourhood consists of a mix of light industrial, residential, and commercial uses. Adjacent uses include a vacant industrial lot and indoor climbing gym to the west, moving and storage businesses across Boxwood Road, low density residential and office uses along Kerrisdale Road to the east, including a 9-unit townhouse development adjacent to the public walkway, and commercial services along Bowen Road and Dufferin Crescent to the north. |

DISCUSSION

Proposed Zoning

The proposed complex care housing meets the definition of Personal Care Facility use in the City of Nanaimo "Zoning Bylaw 2011 No. 4500". This use is permitted in a number of different zones and land use contexts throughout the city including residential and mixed use corridor zones, commercial and hospital centre zones, downtown zones, and the Community Service One (CS1) zone.

The subject property is zoned High Tech Industrial (I3) zone, which is intended for clean industrial uses and complementary commercial uses. The I3 zone allows for a transition in uses between light industrial, commercial, and residential neighbourhoods. As a result, the I3 zone allows a wide range of uses such as commercial school, light industry, manufacturing/contractors office, recreational facility, restaurant, social service resource centre, warehouse, and wholesale. Personal Care Facility use, however, is not permitted so the applicant is proposing to amend the I3 zone to add Personal Care Facility as a site-specific use for the subject property.

The applicant has provided a conceptual design demonstrating how the site would be developed within the allowable setbacks, lot coverage, and building height (14m) in the I3 zone. Density is not restricted in the I3 zone, however, the proposed development would achieve a density of approximately 0.73 FAR (Floor Area Ratio), which, for comparison, is less than the permitted FAR of 1.25 for Personal Care Facility use in the CS1 zone. No other amendments to the I3 zone are proposed.

Policy Context

The proposed rezoning is consistent with City Plan, including the specific policy areas highlighted below.

City Plan – Future Land Use

City Plan identifies the subject property in the Light Industrial future land use designation, which envisions buildings, generally up to three-storeys in height, with uses that support business, employment, and industry in locations near urban areas. These areas are intended to be compatible with adjacent Urban Centres, Corridors, and Neighbourhood designated lands. Policies C3.2.4 and D4.6.21 specifically reference allowing supportive housing in light industrial designations, where appropriate.

Amending the I3 zone to allow the proposed Personal Care Facility would facilitate a development that is complementary in form and scale to the surrounding urban context (e.g. three-storey townhouses to the east); provides a transition from light industrial uses to commercial and residential uses; and locates future residents within walking distance of services (e.g. grocery store, restaurants) and transit.

City Plan – Affordable Housing

City Plan (section 3.2) addresses the need for more supportive housing across the city. Policies C3.2.20 and C3.2.29 specifically support the development of housing options to re-house people experiencing, or at risk of experiencing, homelessness, and to increase permanent supportive housing in partnership with Island Health, BC Housing, and other service providers. The proposed zoning amendment would achieve these objectives.

City Plan – Mobility Network

The subject property is located near a bus frequent transit line (along Bowen Road) as identified in Figure 36 in City Plan. Additional transit service runs along Boxwood Road in front of the site. The property is also bordered on the east side by a public pedestrian trail with a staircase, which separates the site from the townhouses to the east and provides a linkage between Boxwood Road and the commercial lands and Bowen Road to the north. The proposed zoning amendment would support City Plan objectives to densify housing near frequent transit and active mobility routes.

Overall, the proposed zoning amendment is consistent with City Plan and will provide a needed form of housing in close proximity to amenities and services.

Community Consultation

The subject property is not located within the area of an active neighbourhood association; however, the applicant completed neighbourhood outreach including:

- BC Housing 'Let's Talk Housing' webpage published on 2025-FEB-28;
- Neighbourhood letter mailed to 241 properties within 200m of the site on 2025-FEB-28, with information about the proposed development and a link to BC Housing's website and contacts;
- Communication and invitation sent 2025-MAR-03 to 44 local businesses, agencies, schools, community service organizations, Snuneymuxw First Nation, Nanaimo Fire Rescue Station #2, BC Ambulance and the Greater Nanaimo Chamber of Commerce;
- Two small group information sessions held on 2025-APR-02;
- A community open house held on 2025-APR-03; and,
- Ongoing community relations inbox (one email received, in support).

A summary of BC Housing's community engagement initiatives and public input is attached to this staff report (Attachment H). In total, 285 neighbours and interest holders were contacted, 24 people attended an in-person engagement session, and the website was actively viewed. Participants shared a number of questions and comments regarding:

- Safety and security concerns;
- Potential impacts on surrounding properties and adjacent uses;
- Onsite operations and resident supports;
- Site maintenance and property management; and,
- Concern about opportunities for public consultation through rezoning.

The applicant has provided the following understanding in response to these comments and concerns:

- The proposal is for complex care project that will provide stable housing with onsite support services; it is not a shelter use;

- Crime Prevention through Environmental Design (CPTED) practices will be implemented in the design such as fenced grounds, single point of entry, fob access, 24/7 staffing, security cameras and lighting, as well as a point of contact to be shared with neighbours.

Through the application review, it was noted that the public staircase bordering the northeast corner of the subject property is presently open below which could facilitate encampment underneath. To mitigate this concern, the applicant has agreed to provide a voluntary in-kind contribution to complete off-site improvements to enclose and secure the underside of the public staircase. These improvements will be reviewed further at the time of detailed design with the submission of a building permit.

- Cleanliness and property maintenance will be addressed by BC Housing in partnership with the non-profit operator;
- In addition to the community engagement undertaken by BC Housing, the public would have the opportunity to speak to Council (e.g. public hearing), and BC Housing intends to keep the neighbourhood informed as the project proceeds.

Community Amenity Contribution

As per Council's *Community Amenity Contribution (CAC) Policy*, CACs can be waived for 100% of non-market rental dwelling units that meet the following criteria:

- i. the dwelling units is occupied by one or more individuals whose collective annual before tax income does not exceed the Housing Income Limit for the city;
- ii. where 12 months' collective rent for the dwelling unit does not exceed 30% of the occupants' collective before-tax annual income;
- iii. the dwelling unit is owned or operated by a non-profit housing partner or public institution; and,
- iv. a Section 483 Housing Agreement is registered on the property title to secure the commitments listed above for the applicable dwelling units.

It is expected that the personal care facility will meet the CAC waiver criteria; however, as discussed above, the applicant has agreed to provide a voluntary in-kind contribution of off-site improvements to enclose the underside of the adjacent public staircase, to be secured as a condition of rezoning.

Conditions of Rezoning

Should Council support the application and pass third reading of "Zoning Amendment Bylaw 2025 No. 4500.241", Staff recommend the following conditions of rezoning be provided:

1. *Community Amenity Contribution* - the property owner provide a voluntary in-kind contribution of off-site improvements to enclose/secure the underside of the adjacent public staircase prior to building occupancy.
2. *Housing Agreement* – Registration of a Section 219 covenant, prior to building permit issuance, with a Housing Agreement to secure non-market rental dwelling units, as per the City's CAC Policy, for all eligible units.]

SUMMARY POINTS

- The application is to rezone 1850 Boxwood Road from the High Tech Industrial (I3) zone to allow Personal Care Facility as a site-specific use at 1850 Boxwood Road to facilitate a proposed complex care housing development.
- Non-market rental dwelling units can have the Community Amenity Contribution waived if they meet the criteria. The applicant has proposed to provide a voluntary in-kind contribution of off-site improvements to enclose the underside of the adjacent public staircase.
- The proposed rezoning meets the intent of City Plan policies as the proposed Personal Care Facility would facilitate a development that is complementary in form and scale to the surrounding urban context. The project also meets the intent of City Plan for addressing affordable housing across the city.

ATTACHMENTS

ATTACHMENT A: Subject Property Map
ATTACHMENT B: Existing Site and Background Photos
ATTACHMENT C: Conceptual Building Perspectives
ATTACHMENT D: Site and Parking Plans
ATTACHMENT E: Building Elevations and Details
ATTACHMENT F: Building Renderings
ATTACHMENT G: Landscape Plans and Details
ATTACHMENT H: Community Engagement Summary Report
"Zoning Amendment Bylaw 2025 No. 4500.241 |

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