

CITY OF NEW WESTMINSTER



**BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT**

This study consists of three reports under separate covers.

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CITY OF NEW WESTMINSTER



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EXECUTIVE SUMMARY

This Industrial Land report is one of three background reports on the Brunette Creek Neighbourhood. The other two reports deal with the Environment and Transportation.

Study purpose

The purpose of the industrial land study is to identify options and make recommendations for achieving the City's industrial goals for the Brunette Creek Neighbourhood (the study area). The product is an industrial strategy that the City can use as a basis for preparing a Plan for the study area.

Study area

The Brunette Creek study area is located in the eastern part of the City, between East Columbia Street and the New Westminster/Coquitlam border (see map 1 on page 9 of this report). The Fraser River lies on the southern boundary. The Brunette River flows through the study area.

The study area contains 131 land parcels occupying 273 acres. It is presently developed with a diverse mix of land uses. Industry is the predominant use. The Heavy Industry zone (M2) accounts for 75% of total land area and the Light Industry zone (M1) accounts for 20%. The remaining zoning (5%) is for single-detached homes, commercial services and parking.

Consultation

This study was prepared with input and comments from various sources. City staff formed a Brunette Creek Study Advisory Group to provide input. The Advisory Group held a workshop to identify industrial goals for the study area and barriers to the achievement of these goals. City staff also formed a Brunette Creek Study Information Group, consisting of representatives of government agencies and community organizations, to provide comments. The Information Group commented on a draft of each of the three preliminary study reports (i.e., technical memorandum), but did not attend any Advisory Group meetings. The consultant also attended a pre-study Open House on September 21, 2000, hosted by the City for study area stakeholders.

City's role

The City's role in industrial development is to assist in creating opportunities and to remove constraints to development. This can be achieved by providing leadership, planning, a positive business culture/climate, land use management, and beneficial projects (e.g., infrastructure). An industrial strategy helps the City identify ways to fulfil its industrial role.

Goals

The New Westminster Official Community Plan (OCP), adopted in June 1998, states that the City's industrial goals are to:

- Retain industrial jobs and opportunities within the City;
- Promote New Westminster as a competitive industrial centre in the Region;
- Encourage agglomeration economies (i.e., increase densities) in industrial areas;
- Support efficient access to industrial sites; and
- Attract labour intensive, clean industrial businesses and high technology businesses.

The Advisory Group's industrial goals are similar to and consistent with the OCP.

Economic outlook and trends

- The employment outlook in the Greater Vancouver Regional District (GVRD) is positive. Employment is forecast to grow at an average annual rate of between 1.8 and 2.1% between 1996 and 2021, or at an average annual increment of about 23,000 to 28,000 jobs.¹ Thirty five (35) percent of the forecast growth will occur in light industrial and business park locations.²
- Employment in the region is shifting to service industries, specialized manufacturing and knowledge based businesses. Traditional manufacturing and distribution are declining in relative importance.
- Traditional manufacturing and distribution activities requiring large sites are choosing to locate or relocate to the eastern part of the GVRD and beyond. Within the central part of the GVRD, there is increasing demand for "flex space" buildings containing a high proportion of offices.
- The City's recently completed High Tech study (December 2000) indicated that the City has the potential for high tech businesses and that while these uses should be concentrated in the Downtown and Uptown areas, certain high tech uses, such as technology manufacturing may be considered for other areas in the City.

¹Coriolis Consulting Corp. and Dr. Tom Hutton, Lower Mainland Employment Study, June 1999 - Main Report

²Coriolis Consulting Corp. and Dr. Tom Hutton, Ibid.

Major factors in industrial location decisions

The major factors influencing the location decisions of industrial businesses are:

- Costs (land, buildings, parking, property taxes);
- Good road access;
- Availability of land or space;
- Central location within the region;
- Good access to Highway 1;
- Proximity to customers;
- Image/prestige;
- Municipal services;
- Proximity to employees and executive residences; and
- Zoning flexibility.

Study area potential

The study area has the potential to attract new light industrial and business park development. This conclusion is based on the economic outlook for the GVRD and on a review of the strengths and weaknesses of the study area in terms of the major location factors listed above.

The strengths of the study area are its:

- Central location within the region;
- Proximity to Highway 1;
- Close proximity to customers in Burnaby, Coquitlam, Richmond;
- Close proximity to affordable housing for employees;
- Two stations on the SkyTrain route;
- Competitive land costs, compared with other municipalities in the central part of the GVRD;
- Amenities, such as the Brunette River Greenway and the Fraser River.

The weaknesses of the study area are:

- Poor road access to the sub-area east of Brunette Avenue;
- While the study area is proximate to Highway 1, the connections are weak because vehicles accessing the area may experience delays at the Brunette Avenue/Braid Street intersection or at the railway crossings.
- A limited supply of vacant land for new development;
- Potential extra-ordinary development costs for remediation of contaminated soils;
- Potential loss of land for development due to the Provincial Fish Protection Act requirement for establishing Streamside Protection Areas (SPAs) adjacent to the Brunette River;
- Overly specific and outdated “permitted use” regulations in the industrial sections of the Zoning Bylaw; and

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- Low image/prestige of the sub-area east of Brunette Avenue

Brunette Fraser Greenway

The GVRD and the City have agreed to construct a Greenway along the Brunette River corridor. This Greenway will provide an important recreational amenity for the study area that enhances the area's attractiveness for new development.

Strategic objectives

The industrial strategy is based on achieving four strategic objectives:

1. Ensure a supply of well located and serviced land for new light industrial and business park uses;
2. Ensure that the local transportation infrastructure serves the needs of industrial businesses and their employees;
3. Keep industrial customers satisfied by providing relevant and timely services and programs; and
4. Enhance existing partnerships and establish new ones to address industrial issues and to deliver a range of business services.

Recommended actions

The study proposes eight recommended actions aimed at achieving the four strategic objectives and in particular, to remove the constraints to new industrial development in the study area.

It is recommended that the City select land use Option 3, described in Section 5.1 of this report. This option calls for a balanced mix of light industry, offices, commercial services and retail uses in the study area. This land use concept is intended to provide a long -term vision for the study area.

It is recommended that the City consult with the Provincial Government prior to establishing the Streamside Protection Areas (SPA's) adjacent to the Brunette River. Under the present Provincial Fish Protection Act, the City is required to establish these areas by January 2006. Once established, industrial property owners will know how much of their properties can be developed.

It is recommended that the City simplify and update the "Permitted Use" section of the industrial regulations in the Zoning Bylaw. This should be done in order to simplify the overly specific list of "permitted uses" and to make the list of permitted uses consistent with the OCP.

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It is recommended that the City re-zone selected sites to “Light Industry” and agree in principle to create “Comprehensive Development District” (CD) zones for business park development. This will confirm the City’s intent under the OCP and reduce the turn around time for approval of development applications.

It is recommended that the City consider the findings and conclusions of the Hamilton Associates Transportation Report and adopt a strategy for improving road, pedestrian and cycling access in the study area. Improved road access is one of the key conditions for increased development.

It is recommended that the City consider improving the image/prestige of the sub-area east of Brunette Avenue by establishing site and building design guidelines, improving the streetscape and creating a gateway feature at the main road entrance.

It is recommended that the City work with Police Services to implement crime prevention measures to combat potential property crimes that may be associated with increased industrial activity.

It is recommended that the City continue to pursue adoption and implementation of the City’s draft Economic Development Strategy Report recommendations regarding partnerships. These partnerships will help the City to deliver services outside of its normal jurisdiction. Specific initiatives include working with Douglas College to establish post-secondary programs, forming an Industrial Advisory Committee and working with the City of Coquitlam to jointly plan the development of key sites adjacent to the city border.

Potential synergies and conflicts

One of the requirements of the study terms of reference was to ensure that the recommendations of the industrial land study complement and co-ordinate with the recommendations of the environmental and transportation studies, by identifying potential synergies and balancing competing objectives.

Synergies

Between land uses:

The development of a business park containing offices and light industry on the Beutel Goodman site (west of Brunette Avenue and north of Braid Street) will have a positive impact on the value of surrounding industrial and commercial service properties. Increased property values should give the latter property owners more incentive to either redevelop their sites or make them available for others to redevelop to higher order uses (e.g., light industry or business park).

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The development of a business park on the Beutel Goodman site will stimulate the development of more retail space than required by the Braid SkyTrain station alone. If the resulting retail development is sufficiently large and diverse, it will be an amenity that complements and further enhances the attractiveness of the Beutel Goodman site for business park and of other sites east of Brunette Avenue for light industry.

Business park and the proposed retail development on the Beutel Goodman site should act as a catalyst for redevelopment of the properties on the west side of Brunette Avenue, south of Braid Street. This area is presently developed with commercial service uses. This sub-area could be redeveloped with either offices or city/region oriented retail, or a combination of these uses. Alternately, this sub-area could continue in commercial service uses.

Between industrial land and the environment:

A shift to more non-polluting light industry in the sub-area east of Brunette Avenue should result in lower environmental risk to the Brunette and Fraser Rivers and in some clean up of contaminated soils in this sub-area. Improvements to water quality, soils, fish and wildlife habitat, along with the Brunette Fraser Greenway, will improve the image/prestige of this sub-area.

Between industrial land and transportation:

A shift to light industry in the sub-area east of Brunette Avenue will aid in achieving the transportation goal of creating a more pedestrian and cycling friendly environment by gradually reducing the amount of large truck movement associated with existing heavy industry.

Conflicts

Between the environment and industrial land:

The Provincial government requirements for re-mediating contaminated soils and establishing Streamside Protection Areas (SPA's) along the Brunette River could have a significant impact on site preparation and development opportunity costs and as a consequence, may tip the balance towards a developer deciding not to proceed.

The Provincial government, under its Contaminated Sites Regulations (CSR), has little flexibility to allow redevelopment that is beneficial to the environment, but that does not comply fully with the CSR criteria. This means that property owners will have to bear the site preparation costs of any required clean up. The only possible exception is where there is no disturbance or excavation of contaminated soils.

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The full impact of the SPA's on development opportunity costs will not be known until the exact boundaries have been determined. However, it should be noted that the SPA's may not be different from the present Provincial land development guidelines. Where this is the case, the SPA's will not result in additional impact on the development potential of some properties. The Greenway plan may have an impact on these costs if portions of the Greenway cannot be located within the SPA's, because additional land will have to be provided for the Greenway.

Flood protection requirements do not appear to be a significant impediment, provided that fill requirements do not exceed the estimated maximum of 2 metres. The need to strengthen foundations (e.g., piles) appears to be required only if heavy building loads are intended (not likely in the case of light industry).

Between industrial land and transportation:

There are no fundamental conflicts between industrial land and transportation objectives.

Implementation plan

If Council supports the recommendations of the Industrial Land report, it needs to consider an implementation plan. The Implementation Plan outlined in Section 8 of this report summarizes the implementation details for all recommended actions; identifies the parties primarily responsible for implementing the actions; and suggests an implementation priority for each action.

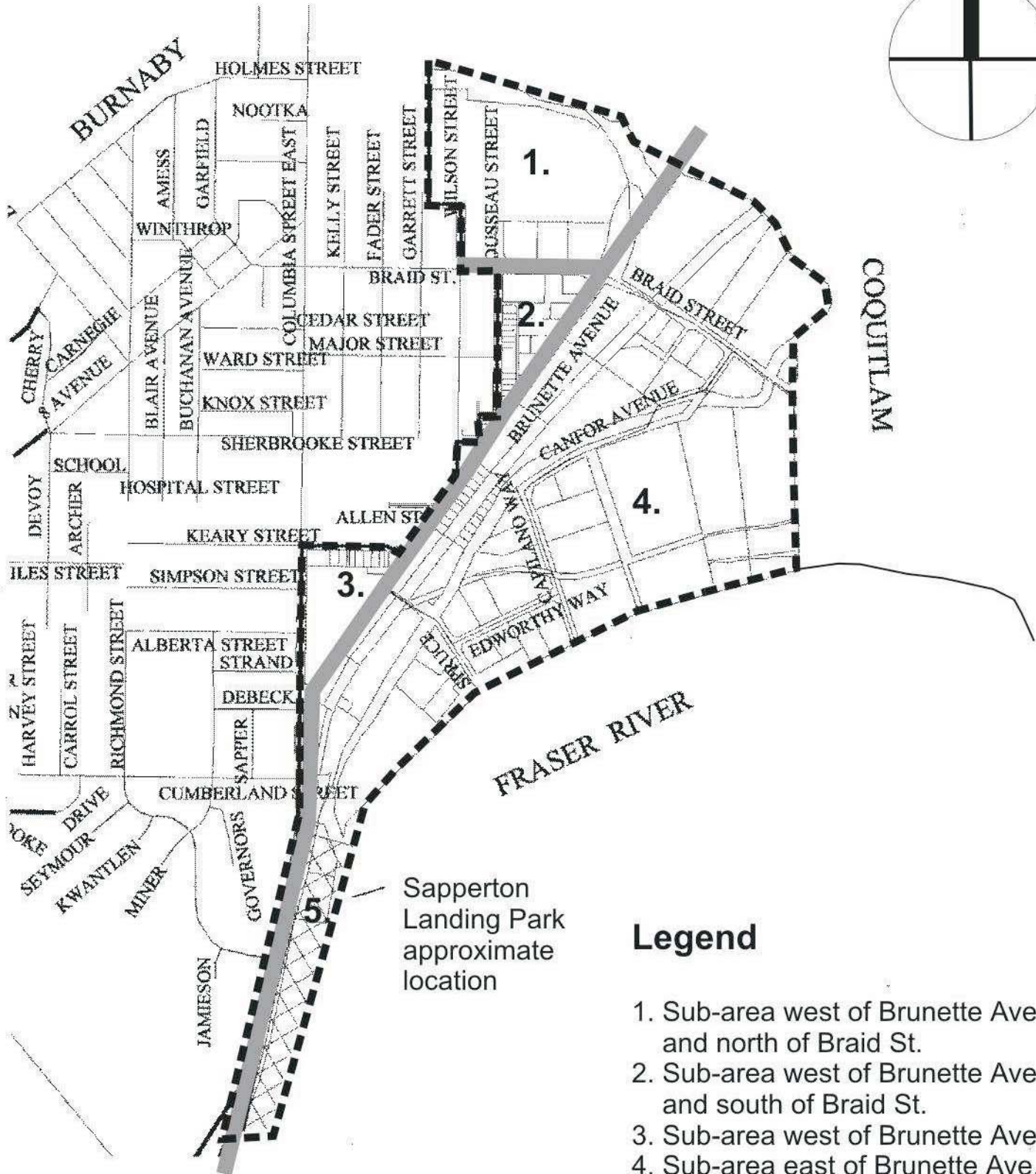
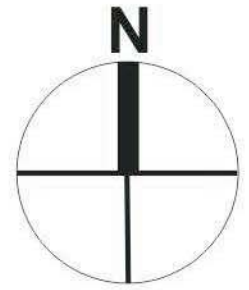
INDUSTRIAL LAND STUDY

MAIN REPORT

Brunette Creek Neighbourhood Study Area

Map 1

Map 1
Study Area Boundaries



Sapperton Landing Park approximate location

Legend

- 1. Sub-area west of Brunette Ave and north of Braid St.
- 2. Sub-area west of Brunette Ave. and south of Braid St.
- 3. Sub-area west of Brunette Ave.
- 4. Sub-area east of Brunette Ave.
- 5. Park

DEFINITION OF TERMS

Comprehensive Development District

A custom designed zone for a specific property in which the land use regulations have been tailored to meet the preferences, needs and objectives of both the property owner and the local government.

Development Permit Area

Areas that have been designated under the Local Government Act as requiring issuance of a Development Permit prior to commencement of any development.

An area may be designated as Development Permit Area for the protection of the natural environment; for the protection of the development from hazardous conditions; for the revitalization of commercial areas; and for the establishment of objectives and the provisions of guidelines for the form and character of commercial, industrial and multi-family residential development.

Development Permit

When an area is designated as a Development Permit Area by the local government, land within the designated area shall not be subdivided or altered and construction of, additions to or alteration of a building or structure shall not be commenced unless the owner first obtains a development permit from the local government, or is exempted under a condition of the Official Community Plan that specifies when a development permit is not required.

Industry

Industry means the manufacturing, processing, assembling, fabricating, storage, transporting, distributing, testing, servicing or repairing of goods, materials or things, with or without an ancillary office.

The difference between light and heavy industry is that light industrial activities are wholly enclosed within a building.

Water dependent industry

A draft definition (source: Port North Fraser) of water dependent industry is that it includes light or heavy industrial uses in which water based transportation or storage are integral components. Some examples include:

- Barge or scow moorage, construction berths and repair;
- Dock;
- Fish processing;
- Log booming;
- Marine vessels, berths and repair;
- Mill site;

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- Boat yard and boat manufacturing; and
- Marine or multi-modal transportation warehouses.

Commercial service

Commercial service businesses produce or service specialty goods or provide specialty services, but do not primarily sell goods at retail.

Offices

Offices, as envisaged in this study, are independent or stand alone uses. They do not include offices that are attached to or are an integral part of a primary industrial use.

Non-traditional offices

Are offices occupied by non-traditional industries, such as high technology, electronic commerce, business services. These non-traditional industries primarily require “flex” office space, with little or no attached manufacturing or warehouse space.

Non-traditional offices are usually located in a Business Park. A Business Park may include light industry, offices for high technology and business services and may also include restaurants, coffee shops, recreational facilities and limited retail services. Appendix 7 contains a description of the essential differences between a Business Park and a Light Industrial Park.

Electronic commerce

These businesses sell goods or services through the electronic medium (e.g., internet marketing and sales companies).

Business services

These businesses provide services mainly to other businesses. Examples include employment agencies, computer services, accounting/bookkeeping services, advertising services, architectural/engineering services and management consultants.

City and region oriented retail

These businesses sell to a City or region wide market. Examples include home improvement stores, home furnishing stores, recreational product stores.

1.0 BACKGROUND

In October 2000, the City of New Westminster commissioned Hamilton Associates, Gartner Lee Ltd. and Ian Chang to prepare three background reports (i.e., Transportation, Environment and Industrial Land) on the Brunette Creek Neighbourhood (the study area). The consulting team commissioned G.P. Rollo and Associates Ltd. to undertake the land economics analysis. This report deals with the Industrial Land component.

1.1 Study Purpose

The purpose of the Industrial Land study is to identify options and make recommendations for achieving the City's industrial goals for the Brunette Creek Neighbourhood. The study product is an industrial strategy that the City can use to prepare an Area Plan.

1.2 Terms of Reference

The study Terms of Reference specified that the report should fulfil several objectives as follows:

- Provide an economic outlook for the study area's industrial and business sectors;
- Bring forward options and recommendations for the most appropriate types of land uses for the area, keeping in mind opportunities for synergies between land uses;
- Bring forward options and recommendations on the role of non-traditional industries (e.g., high technology) and uses accessory to industrial businesses (e.g., manufacturer's retail outlets);
- Bring forward options and recommendations on the role of business park uses (e.g., the Beutel Goodman site west of Brunette Avenue and north of Braid Street. For the purpose of this study, Brunette Avenue is considered to be a north-south road and Braid Street is considered to be an east-west road);
- Identify Municipal, Provincial and Federal constraints to industrial development in the study area;
- Suggest options and recommendations on actions to remove these constraints;
- Suggest options and make recommendations for revising the City's industrial zoning regulations; and
- Suggest options and recommendations to encourage improvements to the aesthetic appearance of the study area.

In addition, the report is to:

- Take into account the findings of the City's High Tech study;

- Take into account the information gathered at the City's pre-study public information meeting; and
- Ensure that the recommendations of the Industrial report complement and coordinate with the recommendations of the Environment and Transportation reports, through identifying opportunities for synergy and balancing competing objectives.

1.3 Study Process

The study process consists of four phases, as follow:

- Phase 1 Set up and information gathering
- Phase 2 Identification and analysis of options
- Phase 3 Preparation of draft report; and
- Phase 4 Finalization and presentation of report.

1.4 Study Methodology

During the information gathering stage of the study (phase 1), the consulting team gathered information from the following sources:

- Attendance at the City's pre-study open house held on September 21, 2000;
- A site visit to the study area with City staff;
- Relevant reports, legislation and policies from the City and other government agencies;
- Data from the City and other government agencies;
- A workshop with the Brunette Creek Study Advisory Group; and
- Interview with a random sample of industrial property owners.

During the identification and analysis of options stage (phase 2), the consulting team proceeded as follows:

- Reviewed information gathered in phase 1;
- Identified options for all three study components (Industrial land, transportation and environment);
- Determined the requirements, constraints and opportunities for each option;
- Established evaluation criteria and evaluated each option;
- Selected preferred options based on the evaluation process;
- Conducted a team review of potential synergies and conflicting objectives;
- Selected feasible options based on the team review;
- Prepared a Technical Memorandum for each study component;
- Presented the Technical Memorandum to City staff and Advisory Group; and
- Obtained comments on the Technical Memorandum.

1.5 Consultation

Prior to undertaking the detailed research for the study, the consulting team:

- Attended the City's pre-study meeting with neighbourhood stakeholders;
- Held a workshop with the Advisory Group to identify their goals for the study area and the barriers to the achievement of these goals.

City staff also formed a Brunette Creek Study Information Group comprised of those organizations unable to participate in the regular meetings of the Advisory Group. Staff sent this group a draft of each of the three preliminary study reports (i.e., Technical Memorandum) for comment.

The Information Group included representatives of the Ministry of Lands, Environment and Parks; Department of Fisheries and Oceans; Fraser River Estuary Management Program (FREMP); Fraser River Port Authority; Brunette Basin Task Force; Ministry of Transportation and Highways; B.C. Trucking Association; Sapperton Merchants Association; Labatts Brewery; Greater Vancouver Regional District (GVRD) (Regional Development, Parks and Sewerage/Drainage District); Cities of Burnaby and Coquitlam.

2.0 ROLE OF CITY

Prior to framing an industrial strategy, it is necessary to understand the appropriate and effective role for municipal government.

The role for the City in industrial development is to create industrial opportunities and to remove constraints by providing:

- Municipal leadership (e.g., strategic vision, goals, objectives);
- Planning (e.g., Official Community Plan, industrial and financial policies);
- A positive business culture (e.g., partnerships, cooperation, innovation);
- A positive business climate (e.g., regulations, licenses, taxes, fees);
- Land use management (e.g., industrial land use policies, zoning); and
- Infrastructure.

The purpose of an industrial strategy is to identify ways the City can improve its industrial role.

3.0 **STUDY FINDINGS**

3.1 **Study area characteristics**

- The study area contains a diverse mix of land uses (see Appendix 1 map on page 54).
- Industry is the predominant land use. Ninety five percent of the study area is zoned for industry (i.e., M1, M2 and CM1).
- Single-family residential, service, commercial service and commercial parking zoning accounts for the remaining 5% of the study area.
- The Heavy Industry zone (M2) accounts for 80% of industrial zoned lands.
- Railway lands occupy a significant proportion of the heavy industry zoned lands (28%).
- Excluding railway lands, there are only 6.22 acres of vacant industrial zoned land (west of Brunette Avenue and north of Braid Street).
- Table 1 below summarizes key property data for the study area.
- Appendix 2 contains more detailed information on properties in the study area.

Table 1
Key property data for study area

Data item	Findings
Total area	272.82 acres (100%)
Total industrial zoned lands	258.46 acres (95%)
Total other zoned lands	14.34 acres (5%)
Total vacant industrial zoned land	6.22 acres (excl. railway lands)
Total vacant other zoned land	6.48 acres (RS1-5.38 ac. and CP1-1.1 ac.)
Average industrial building density	0.32 Floor Space Ratio
Average industrial parcel size	4.55 acres
Average age of industrial buildings	25 years

Source: City of New Westminster (2000)

3.2 The Official Community Plan

The City's OCP, adopted in June 1998, lists the following industrial goals:

- Retain industrial jobs and opportunities within the City;
- Promote New Westminster as a competitive industrial centre in the Region;
- Promote specialization of the City's industrial areas with the Brunette Creek Neighbourhood as the manufacturing centre of the City;
- Encourage agglomeration economies in industrial areas;
- Support efficient access to industrial sites; and
- Attract labour intensive, clean industrial uses and high technology businesses.

The OCP also lists a number of policies and priorities for achieving the industrial goals.

3.3 Brunette Creek Study Advisory Group goals

The mandate of the Advisory Group is to provide input for each of the three study components (Industrial Land, Environment and Transportation). The Advisory Group is comprised of representatives of local industrial business and property owners, residents (Fraser-Jamieson Court Ratepayers and McBride-Sapperton Residents Association), environmental interests, cycling interests, Royal Columbian Hospital, development and real estate industry (see Appendix 3 for list of members).

At a Workshop with the consulting team and City staff, the Advisory Group identified a number of industrial goals for the study area and the barriers to the achievement of these goals (see Appendix 3). Their goals are similar to and are consistent with the OCP.

3.4 Economic outlook

- The employment outlook in the GVRD is positive. Employment in the GVRD is forecast to grow at an annual average rate of between 1.8 and 2.1% between 1996 and 2021, or at an average annual increment of about 23,000 to 28,000 jobs.³ Similarly, employment in the Burnaby/New Westminster sub-region is also forecast to continue growing.
- Thirty five percent of new job growth will occur in light industrial and business park locations.⁴
- Employment in the GVRD is shifting to service industries, specialized manufacturing and knowledge based activities (see Appendix 4).

³Coriolis Consulting Corp. and Dr. Tom Hutton, Lower Mainland Employment Study, June 1999 - Main Report

⁴Coriolis Consulting Corp. and Dr. Tom Hutton, Ibid.

- Traditional manufacturing and distribution industries are declining in relative importance.

In addition, the following industrial trends are occurring in the region:

- Traditional manufacturing and distribution industries requiring large sites are choosing to locate or relocate to the eastern part of the GVRD and beyond, and
- In the central part of the GVRD, there is increasing demand for “flex space” buildings containing a high proportion of office space.

The City’s recently completed High Tech study (December 2000) indicated that:

- The City has the potential for high tech businesses, and
- While these uses should be mainly directed to the downtown and uptown areas, specific high tech uses such as technology manufacturing may be considered for other areas.

3.5 Major factors in location decisions

The main factors influencing the location decisions of developers or industrial businesses are⁵:

- Costs (i.e., land, buildings, parking, property taxes);
- Good road access;
- Availability of land or space;
- A central location within the region;
- Good access to Highway 1;
- Proximity to customers;
- Image/prestige;
- Municipal services;
- Proximity to employees and executive residences; and
- Zoning flexibility.

A random sample of industrial property owners in the study area (see Appendix 5) were interviewed to ascertain the reasons they chose to locate there and what they believed the local issues are. The owners indicated that the main advantages of the study area are its central location and close proximity to Highway 1. The main disadvantages are poor road access to the area east of Brunette Avenue and train delays.

⁵Coriolis Consulting Corp., Lower Mainland Employment Study, June 1999 - Employment Location Survey Report.

3.6 Study area potential

The study area has the potential to attract new light industrial and business park development. This conclusion is based on a review of the strengths and weaknesses of the study area in terms of the major location factors described above.

The findings are that the area is strong in terms of many of the fundamental factors, but weak in others. However, the City has the opportunity to mitigate most of the weak factors, which should aid in the achievement of the goal to attract new industry into the area.

The sub-area east of Brunette Avenue has several viable heavy industrial businesses. It is not expected that these businesses will relocate in the near future. While the existing heavy industrial businesses are important sources of employment, the focus of this study is on attracting new light industry and office uses. These types of land uses are more consistent with the City and Advisory Group industrial goals and with regional industrial trends.

The strengths of the area are:

- A central location within the region;
- Proximity to Highway 1;
- Close proximity to customers, particularly in Burnaby, Coquitlam and Richmond;
- Close proximity to affordable housing for employees;
- Two stations on the SkyTrain route;
- Competitive land costs, compared with municipalities in the central parts of the region (see Appendix 6);
- Amenities like the Brunette Fraser Greenway and the Fraser River.

Most of these strengths were corroborated in the interviews with the sample of industrial property owners.

The weaknesses of the area are:

- Poor road access to the sub-area east of Brunette Avenue;
- It may be noted that while the study area is proximate to Highway 1, the connections are weak in that all vehicles accessing the area experience delays at the Brunette and Braid intersection and some experience railway delays.
- The limited supply of vacant land for industrial development;
- Potential extra-ordinary site preparation costs (i.e., re-remediation of contaminated soils);
- Potential loss of land for development due to the Provincial requirement to establish Streamside Protection Areas adjacent to the Brunette River;
- Inflexible and outdated “permitted use” regulations in the industrial sections of the Zoning Bylaw;

- Low image/prestige of the sub-area east of Brunette Avenue

Several of these weaknesses were identified in the Advisory Group workshop (November 2000) and from interviews with the sample of industrial property owners.

3.7 Brunette Fraser Greenway

In 1999, the City adopted the Brunette Fraser Greenway (BFG) Plan and subsequently signed a Memorandum of Understanding with the GVRD that outlined the respective roles and responsibilities related to land acquisition, development and site management of the BFG within New Westminster. The Greenway is an integral part of the City's Official Community Plan. Policy # 4 of Section 2.4 (Parks and Open Space) says, "Incorporate existing and planned parks and open spaces into an extensive City wide Greenway system which provides safe, non-motorized access to all parts of the City, including the waterfront."

Details of the BFG are contained in the Burrard Peninsula/Richmond Sector Recreational Greenway Plan, June 2000, prepared by Greater Vancouver Regional District Parks. The approximate route of the Greenway through the study area is indicated in Map 2 on page 41 of this report.

Approximately 50% of the Greenway is in place (primarily the northern section, from Burnaby to Hume Park). Other segments are more informal and/or require upgrades, land acquisition, and formal development in co-operation with Burnaby, New Westminster and other relevant agencies (e.g., segments through the City's industrial area and the Fraser foreshore). Construction began in September 2000 on the Fraser Waterfront Park (Sapperton Landing). This park is part of the overall Greenway system.

The Greenway will:

- Connect and enhance linear recreation opportunities;
- Provide a key route for alternative transportation choices (e.g., pedestrian and cycling access);
- Protect ecologically sensitive areas and habitat;
- Utilize GVRD right of way corridors for multi-use where feasible;
- Develop an off-road parkway through New Westminster's industrial area to connect to the Fraser foreshore;
- Create a destination waterfront park at the mouth of the Brunette River and develop a foreshore Greenway along the Fraserview area with observation pier.

The Greenway will have a positive impact on the industrial areas both west and east of Brunette Avenue. It is an amenity that will enhance the attractiveness of the study area

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for light industrial and business park development. As well, it will provide a recreational space and commuter route for the public and workers in both areas.

- For the Beutel Goodman site, west of Brunette Avenue and north of Braid Street, it is our understanding that the owners have agreed to consider providing a Greenway corridor along the northern edge of their site, which will connect Hume Park to the Braid SkyTrain station. This Greenway corridor will be available for the enjoyment of the public and all tenants on the site.
- For the area east of Brunette Avenue, the BFG Plan calls for a rest area at the corner of Capilano Way and Canfor Avenue. This will provide a small park environment with new amenities for recreation users and workers for coffee and lunch breaks.
- A destination park and staging area is to be constructed at the mouth of the Brunette River in partnership with the SkyTrain project.

Figure 1
Greenway – Burnaby, B.C.



4.0 STRATEGIC OBJECTIVES

The industrial strategy is based on achieving four strategic objectives.

Objective 1 (Land)

Ensure a supply of well-located and serviced land for new light industrial and business park uses.

Objective 2 (Transportation)

Ensure that the local transportation infrastructure serves the needs of industrial businesses and their employees.

Objective 3 (Meeting customer needs)

Keep industrial customers satisfied by providing relevant and timely services and programs.

Objective 4 (Partnerships)

Enhance existing partnerships and establish new ones to address industrial issues and to deliver a range of business services.

5.0 RECOMMENDED ACTIONS

This study proposes eight recommended actions that are aimed at achieving the four strategic objectives listed above and in particular to remove the constraints to industrial development in the study area. The recommended actions are:

1. Adopt a vision for the study area;
2. Initiate actions to establish Streamside Protection Areas adjacent to the Brunette River;
3. Simplify and update the industrial sections of the Zoning Bylaw;
4. Consider re-zoning selected sites to “Light Industry” and agree in principle to creating “Comprehensive Development District (CD)” zones for Business Park developments;
5. Improve access to the sub-area east of Brunette Avenue;
6. Improve the image/prestige of the sub-area east of Brunette Avenue;
7. Work with City Police Services to implement crime prevention measures to combat potential property crimes; and
8. Continue to pursue adoption and implement the City’s draft Economic Development Strategy recommendations regarding partnerships.

5.1 Adopt a vision for the study area.

- This action is aimed at meeting Strategic Objective 1 (Land).
- This action involves determining the preferred land uses for the study area over the long term (i.e., the vision).
- Adoption of a vision will provide property owners and the development community with certainty on the future of the study area and enable them to formulate plans. It will encourage property owners to consider either expanding their existing businesses; redeveloping their properties to a higher level of industrial use; or selling their properties for redevelopment by others. Any of these activities will result in achieving the City's industrial goals for the study area.
- This action requires: (1) identifying appropriate land use options; (2) evaluating these options and (3) selecting the preferred option(s).

(1) Identifying appropriate land use options

Approach

The size and diverse nature of the study area and the fact that each sub-area has a different development potential, means that several land use options are warranted and each option will have a different combination of appropriate land use opportunities.

A major arterial road (Brunette Avenue) divides the study area. The sub-area west of Brunette Avenue is largely developed with light industry and commercial services. It abuts a portion of the Brunette River, a single-family residential neighbourhood and Hume Park. The sub-area east of Brunette Avenue contains a mix of light and heavy industry, abuts the Brunette and Fraser Rivers and has difficult soil conditions. Two SkyTrain stations (Braid and Sapperton) will serve the study area.

The formulation of the options and the land use opportunities within each option was based on:

- The City's Official Community Plan (Industrial goals and Land Use Concepts);
- The Advisory Group goals;
- The City's High Tech study;
- The Fraser River Port Authority's Land Use Plan;
- The Lower Mainland Employment Study, June 1999; and
- Consideration of known land use issues.

Issues considered in the formulation of land use options

Water dependent industry

The consultant considered whether the Fraser River waterfront lands east of Brunette Avenue should be preserved for water dependent industry. The Fraser River Port Authority's Land Use Plan (April 2000) designates the study area for "Industrial" uses that facilitate and accommodate appropriate access to the river (pages 71 and 73 of the Port Authority's Plan). The City of New Westminster's Official Community Plan envisages that the area east of Brunette Avenue would be redeveloped with higher density, labour intensive, clean industries.

The demand for sites for water dependent industry is difficult to gauge and evolves over a long period of time. At the same time, the supply of waterfront industrial lands within the GVRD is limited and at the regional level, it is important to protect sites for this purpose.

The Fraser River Port Authority considers the sub-area east of Brunette Avenue to be advantageous for water dependent industries because:

- It has good proximity to Highway 1;
- It has flat land that is above the flood plain;
- It is accessible to an industrialized foreshore and tide water; and
- It is well served by rail providers.

The Fraser River Estuary Management Program (FREMP) supports the Port Authority's position (see their letter attached as Appendix 8). FREMP commented that the City endorsed the Estuary Management Plan (*A Living and Working River*) in February 1997, thereby recognizing the vital role of the estuary in strengthening the Lower Mainland economy.

On the contrary side, water dependent industries in the study area:

- Have a low employment density and would not enable the City to meet its goal of increasing industrial employment as effectively as light industry or business park developments;
- May be harder on the environment (e.g., air pollution, noise and may disturb the foreshore), as compared with light industry;
- Would generate more heavy truck movements, which is incompatible with the transportation goal of creating pedestrian and cycling opportunities;
- Possibly introduce bulk storage of commodities which may not be compatible with light industry in the area (e.g., potential problems with image, noise, air pollution); and
- Will not result in increased land values as much as light industrial development (which means that soil remediation goals will not be realized as quickly).

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If the City decides to protect waterfront lands for water dependent industry, the City should create a “Water Dependent Industry” zone to limit the use of the designated sites for this use, otherwise non-water dependent industrial uses could pre-empt this use. However, since all the waterfront sites in the study area are privately owned, it is likely that the owners will prefer to use their sites for the highest and best uses, which may or may not be for water dependent industry.

Conclusion

Water dependent uses should be considered as an opportunity and should be included in a land use option.

Offices

A. Impact on the New Westminster office market.

The consultant considered whether independent office uses (i.e., offices that are not ancillary to industrial businesses) should be included as a land use opportunity for the study area. The concern is that permitting independent offices here will detract from the ability of the Downtown and Uptown office areas to retain or attract new office development.

The arguments supporting independent offices in the study area are:

- There is a strong demand for non-traditional office space in the GVRD. The demand is generated by the growth within the central parts of the region of non-traditional industries (e.g., high technology, electronic commerce, software, business services). These businesses require “flex” office space, with little or no attached manufacturing or warehouse space. Outside of the City of Vancouver, these firms tend to locate in business parks. These businesses are not “population dependent” like medical, dental or legal professionals and therefore do not need or necessarily want a downtown location.
- In New Westminster, the Downtown and Uptown areas fill a different office market need and will continue to be the main location for “population dependent” office uses because of their central location, the proximity of residences and other commercial businesses.
- Also, the Downtown and Uptown areas will be more attractive to the majority of high technology businesses because of the amenities in these areas. The City’s High Tech study recommends that these areas be the focal point of high tech in the City and has put forth a number of policies and proposed actions to achieve this objective. The Beutel Goodman site, located west of Brunette Avenue and north of Braid Street, has the potential to attract some high technology and other office based businesses because it is adjacent to the future Braid SkyTrain station/bus loop and physically it is an attractive site. It will not affect the Downtown or Uptown market potential.

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Conclusion

Non-traditional offices are an appropriate use in the study area and will not detract from the office development potential of Downtown and Uptown areas.

B. Controlling the range of office uses in the study area.

If non-traditional offices are supported for the study area, it is an issue whether or not the City should restrict the range of permitted office uses. The concern is that if no restrictions are imposed, there is a risk that the area would become an office district at the expense of light industrial uses or other office areas within the City.

There are two basic approaches to dealing with the range of non-traditional office uses in industrial areas:

- Do not limit the range of permitted office uses. This approach is based on the assumption that the vast majority of “population dependent” office uses will not choose to locate in industrial districts because their occupants and clientele prefer a downtown or neighbourhood commercial location. This approach has been taken by the City of Richmond and has proven to be effective over a long period of time and it is easy to administer.
- Limit the range of permitted office uses. This approach is based on the assumption that it is necessary to be proactive in ensuring that offices be directed to the City centre or neighbourhood commercial areas, in order to enhance the development of those areas and to preserve industrial lands for traditional industrial uses. This is the approach taken by the City of Vancouver and Coquitlam, for example. The City of Burnaby approach appears to combine the Richmond and the Vancouver/Coquitlam approaches.

Conclusion

Both approaches have strengths and weaknesses. If the City supports offices in the study area, but wishes to take a cautious approach, then the Zoning Bylaw could specify the types of offices that are permitted. For example, the Zoning Bylaw could specify that only offices for “trade contractors, business services, electronic commerce, software design businesses, etc.” be permitted in the specified industrial zone.

Residential

The consultant considered whether residential uses should be introduced into the study area. The possibility of introducing residential development into the study area was raised at the May 22, 2001 Advisory Group meeting.

Multiple-family residential units are supportable on the Beutel Goodman site from a physical planning perspective, because:

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- They would be adjacent to an existing single-detached dwelling neighbourhood, Hume Park and the future Braid Skytrain station/bus loop;
- They would be within walking and cycling distance from employment opportunities;
- They would provide a measure of security for the business park uses (i.e., “eyes on the street”); and
- They may enhance the financial viability of the site for business park development.

Apartments could be successfully integrated with a campus style business park development, but probably would not be compatible with any other type of industrial development (i.e., traditional light industrial park). However, residential land uses would reduce the amount of land available for business park development.

Multiple -family residential development is not appropriate in the sub-area east of Brunette Avenue. This sub-area is presently developed with a mix of heavy and light industry and while this report proposes options for redeveloping this area with new light industry (and perhaps offices in the long term), some of the existing heavy industries will remain in place for years to come. Under this scenario, it is unlikely residential land uses would be compatible.

Single-detached dwellings are not practical for the study area because of the prevalence of industrial and commercial service uses; the likelihood that this type of development will generate an increased need for school and community services; the presence of major traffic arteries in the area; and the probable lack of a market for this type of housing in this area.

Live-work and work-live units were considered for the sub-area east of Brunette Avenue and for the sub-area west of Brunette Avenue, south of Braid Street. Live-work units emphasize the residential function, with the work function being secondary (e.g., artists lofts). Work-live units emphasize the work function and the residential function is secondary. Live-work units are more common than work-live units.

Based on the City of Vancouver experience, there are some complex issues surrounding this type of uses. The common perception is that this type of units are primarily occupied by artisans, although they cannot be restricted to this group. One of the issues arising from this type of use is that over time, the units may become simply residential units with no work activity, undermining the original purpose. As well, compatibility of uses within live-work buildings can arise as an issue between tenants. There is a limited market for this type of development.

Conclusion

Conventional residential and live-work/work-live units are not appropriate in the study area. The OCP does not give priority to residential use in the study area. Rather, the OCP calls for maintaining and increasing the industrial employment base and making

the area the manufacturing centre of the City. Residential development would detract from this goal.

Large- scale entertainment and recreation

The forthcoming Skytrain service and a possible United Boulevard extension may enhance the study area's potential for large- scale commercial entertainment and recreational facilities such as multi-screen movie theatres, "Indy" car racing tracks, water slides or skating rinks. If these types of facilities were located in the sub-area east of Brunette Avenue, they would enhance the "night life" of the area. One of the advantages of this type of land use is that most of the auto trips are generated outside of the commuter peak hour. Therefore, these uses may not require as significant improvements to the road network.

Large- scale entertainment and recreational facilities tend to consume a significant amount of land, attract associated commercial uses and have a low employment density. The loss of land to these facilities works against achieving the OCP industrial goals to retain and increase industrial employment and to promote the study area as the principal manufacturing centre in the City. These types of facilities should only be considered if the study area is deemed not to have any potential for further industrial development and if improvements to the road network prove infeasible.

Conclusion

Large -scale entertainment and recreation uses are not appropriate in the study area.

Land use options

Table 2 below outlines four land use options for the study area. Each option consists of land use opportunities that reflect the diverse nature of the study area and the different development potential of each sub-area.

The options are distinguished by their combination of land use opportunities; the land use opportunities emphasized; and/or by the sub-areas to which the land use opportunities are projected.

While these options are considered to represent an appropriate range of land use opportunities for the study area, they are not inflexible. For example, if Council and the property owner chose to add a land use opportunity not presently included, this can be done (e.g., multiple-family residential on the Beutel Goodman site). In this event, the evaluation of the option should be reviewed.

Except for Option 1, which retains the present mix of land uses (i.e., status quo), all other options represent a long- term vision for the study area. The options do not imply that existing businesses will be forced to relocate. In fact, it is likely that many existing

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businesses, particularly east of Brunette Avenue, will choose to stay for some undetermined length of time and perhaps even expand.

Table 2
Brunette Creek Study Area
Summary of Land Use Options

OPTIONS	LAND USE OPPORTUNITIES (Principle uses in bold)	LOCATION
1 (Status quo)	Light industry	West and East of Brunette Avenue
	Heavy industry (incl. Water Dependent industry)	East of Brunette Avenue
	Commercial services	West of Brunette Avenue (S. of Braid Street)
2 (Light industry emphasis)	Light industry	West and East of Brunette Avenue
	Commercial services Retail	West of Brunette Avenue (S. of Braid Street) Adjacent to Braid Station.
3 (Mix of light industry and offices)	Light industry	West and East of Brunette Avenue
	Offices	West of Brunette Avenue (N. & S. of Braid Street).
	Commercial services and/or city or region oriented specialty retail Retail	West of Brunette Avenue (S. of Braid Street) Adjacent to Braid Station.
4 (Office emphasis)	Offices	West of Brunette Avenue (N. & S. of Braid Street) and along the Fraser River foreshore.
	Light industry	West and East of Brunette Avenue
	Commercial services and/or city or region oriented specialty retail Retail	West of Brunette Avenue (S. of Braid Street) Adjacent to Braid Station.

Other appropriate uses

In addition to the generic list of land use opportunities under Options 1 to 4, the following specific uses are appropriate under all options.

- Small scale, privately owned and operated recreational facilities such as fitness gyms, indoor/outdoor racquet sports facilities, bowling alleys, rock climbing gyms. They would benefit area workers, as well as nearby residents. These types of facilities can be accommodated in the Zoning Bylaw as a permitted use under the Light Industry, Business Park or Commercial Service zones and, as such, have not been mentioned in the generic list land use opportunities.
- Caretaker suites. They provide security for industrial buildings. They should be limited in size and may be permitted as an outright use in the Industrial sections of the Zoning Bylaw and, as such, have not been mentioned in the generic list of land use opportunities.
- Film studios and film production facilities. They support the on-location filming activities in New Westminster and support the City's industrial goals. The sub-area east of Brunette Avenue appears to be the most promising area for this type of use.
- These activities can be regarded as a light industrial use. They can be accommodated in the Zoning Bylaw either by defining light industry as including "film studios and production facilities" or by listing them as permitted uses in the Light Industry and Business Park zones and hence have not been mentioned in the generic list of land use opportunities.
- Manufacturers retail outlets. This type of use would be appropriate as part of a manufacturing business as an ancillary use in the sub-area east of Brunette Avenue. It could be included under the Light Industry section of the Zoning Bylaw as a permitted use and hence was not mentioned in the generic list of land use opportunities. Consideration should be given to setting a maximum building floor area eligible for this use.

(2) Evaluating the options

The four options were evaluated against a list of criteria. The criteria are goals, objectives and plans (from the City's OCP; the City's High Tech study; the Fraser River Port Authority's Land Use Plan; FREMP Estuary Management Plan; and the Advisory Group input). The options were also evaluated in terms of their impact on the objectives of minimizing the cost of improving access to the sub-area east of Brunette Avenue and the cost of soil re-mediation; and in terms of their consistency with regional industrial trends.

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These options were not evaluated against the objective of minimizing utility servicing costs. This is because for the most part, there are no servicing deficiencies in the study area. The sub-area east of Brunette Avenue is the main area where some additional servicing may be required (i.e., sanitary sewers west of Spruce Street). Fibre-optics will be required both north and south of Brunette Avenue and TELUS commented that there are no significant technical difficulties in providing this service. Any new services required will be installed at property owner/developer expense.

The evaluation methodology involved rating each option on its effectiveness in achieving each of the listed goals, objectives or plans. A subjective rating of low, medium or high was assigned to each option. Table 3 below summarizes the ratings.

Table 3
Evaluation of Land Use Options

EVALUATION CRITERIA	OPTIONS			
	1	2	3	4
OCP/Advisory Group industrial goals	Options rated on their effectiveness in achieving stated criteria (i.e., low, medium or high)			
Retain and increase the number of jobs	Low	Medium	High	High
Promote study area as manufacturing centre of the City	Medium	Medium	Medium	Low
Increase density of industrial development	Low	Low	Medium	High
Attract labour intensive, clean industries	Low	Medium	High	High
Supports City's High Tech study goals for areas outside Downtown and Uptown	Low	Low	High	High
Fraser River Port Authority / FREMP goals				
Supports FRPA land use plan for waterfront	High	Low	Low	Low
Protects land and water areas for water dependent industries	High	Low	Low	Low
Environmental goals				
Implement Streamside protection areas and fish habitat improvements	Low	Medium	High	High
Protect water quality in Brunette Creek	Low	Medium	High	High
Clean up contaminated soils	Low	Medium	High	High
Transportation goals				
Promote walking, cycling and transit use	Low	Medium	High	High
Costs				
Minimize cost of improving road access to sub-area south of Brunette Avenue	High	Medium	Low	Low
Minimize cost of soil re-mediation	High	Medium	Medium	Low
Regional industrial trends				
Consistent with industrial location and development trends in the GVRD	Low	Medium	High	High

Explanation of rating process

Retain and increase number of jobs.

Employment density is lowest for heavy industry, increases with light industry and is highest with offices. Therefore, the option with heavy industry is least effective in increasing the number of jobs, while those options with offices are the most effective.

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Promote study area as City's manufacturing centre.

Those options that allow the highest proportion of light and heavy industry are the most effective in promoting manufacturing activity. However, it should be noted that light industry does not necessarily mean that manufacturing activity will occur. Light industry also includes storage/distribution, business services, servicing and repair.

Increase density of development.

Development density is measured as a floor area ratio or F.A.R. (i.e., total amount of building area as a ratio of the total site area). Typically, F.A.R. is lowest for heavy industry, increases for light industry and is highest for offices. Therefore, the option with heavy industry is least effective in increasing development density, while those options with offices are the most effective.

Attract labour intensive, clean industry.

Those options with the highest proportion of light industry and offices are the most effective in achieving this goal.

Support's the City's High Tech study recommendations.

This study recommended that manufacturing type of high tech businesses be accommodated in industrial areas. Those options with the highest proportion of light industry and offices are the most effective for achieving this objective.

Supports the Fraser River Port Authority's Land Use Plan and FREMP's Estuary Management Plan.

The FRPA Plan calls for industrial uses that accommodate access to the river and the Estuary Management Plan supports and encourages water dependent industry in this location. The option that encourages and supports water dependent uses is the most effective in satisfying the FRPA / FREMP plans.

Implement streamside protection areas and fish habitat improvements.

The presumption is that setbacks for streamside protection and streamside fish habitat improvements will be mainly implemented upon redevelopment. Therefore, those options that promote redevelopment to light industry or offices on sites adjacent to the Brunette River, will be more effective in achieving these objectives.

Protect water quality in Brunette River

The presumption is that light industry and offices are low risk polluters, as compared with heavy industry, and that measures to protect water quality will be more easily implemented upon redevelopment to the former types of use. While there is no reason why existing industries cannot be asked to improve spill control practices, it would be easier to implement these measures at the redevelopment stage, especially if the new

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uses are light industry or offices. Therefore, those options with a higher proportion of light industry and offices are rated as being more effective in achieving this objective.

Clean up contaminated soils.

The Provincial government will, under the Contaminated Sites Regulation (CSR), require clean up prior to property sale, issuance of development permit, building permit or mortgage. Since cleaning up contaminated soils is an environmental goal, any option that results in redevelopment will be effective in achieving this objective.

Promote walking and cycling.

Those options that result in reduced volume of large truck movements (i.e., light industry) will be more effective in achieving this goal. In addition, those options with higher density uses (e.g., offices) promote walking and cycling.

Minimize cost of road access improvement to sub-area east of Brunette Avenue

It is presumed that existing light, heavy and water dependent industries under Option 1 will tolerate a lower level of road access and hence will be more effective in achieving this objective. This presumption is based on the observation that these type of industries appear more willing to trade off better road access for cheaper land costs. Furthermore, these types of industries have lower densities and tend to generate fewer trips. They will not require major changes to the transportation infrastructure.

Construction of the United Boulevard extension is the largest road improvement cost item. Other road improvement options outlined in the Hamilton Associates Transportation study are less costly (i.e., improve existing accesses at Spruce and do minimum improvements), but are also less effective in encouraging redevelopment to light industry and offices.

Minimize cost of soil re-mediation.

While cleaning up contaminated soils will benefit the environment, it may also be a very significant site preparation cost item to a property owner or developer and could negatively impact the financial viability of a proposed project. There are likely few situations where the Provincial Contaminated Sites Regulations (CSR) will not be triggered. The only exemption allowed is where an applicant for a Development Permit or Development Variance Permit does not disturb or excavate contaminated soil. This is more probable under Option1 than under any of the other options. Those options that involve subdivision or re-zoning (e.g., to Light Industrial District) will trigger a CSR review and may require soil re-mediation. This makes those options less effective in achieving this objective.

Industrial trends.

Those options that are consistent with the regional employment trend to service based businesses, specialized manufacturing, knowledge industries, etc. are rated higher. This is because the future demand for industrial space in the study area will largely come from those economic sectors.

Evaluation results

Each of the four options was ranked according to the number of low, medium and high ratings received. Options were ranked in terms of all goals equally weighted and in terms of each set of goals, objectives and plans individually (see table 4 below).

The results of the rankings are:

- Option 3 (Mix of light industry and offices) ranked first in all criteria, except for supporting the Fraser River Port Authority and FREMP Plans and minimizing the costs of improving road access and soil re-mediation.
- Option 4 (Office emphasis) ranked first or second in all criteria except for supporting the Fraser River Port Authority and FREMP Plans and minimizing the costs of improving road access and soil re-mediation.
- Option 2 (Light industry emphasis) ranked either second or third in all criteria.
- Option 1 (Status quo) ranked first in supporting the Fraser River Port Authority / FREMP Plans and in minimizing the costs of improving road access and soil re-mediation, but either third or fourth in all other criteria.

**Table 4
Evaluation Results**

Evaluation Criteria	Options			
	1	2	3	4
	Rank			
All goals equally weighted	4	3	1	2
OCP/Advisory Group industrial goals only	4	3	1	2
Fraser River Port Authority Plan only	1	2	2	3
Environmental goals only	3	2	1	1
Transportation goals only	3	2	1	1
Costs goals only	1	2	3	3
Consistency with regional industrial trends	3	2	1	1

(3) Selecting the option

Option 3 is recommended (see Table 2 on page 28 and Map 2 on page 38 for description).

The advantages of Option 3 are:

- It is the most effective option for achieving the City and Advisory Group's industrial employment goals;
- Along with Option 4, it is the most effective for achieving the City's Environmental and Transportation goals; and
- Along with Option 4, it is the most consistent with current regional industrial trends.

The disadvantages of Option 3 are:

- Along with Option 4, it does not satisfy the Fraser River Port Authority and FREMP's objective to preserve lands for water dependent industry, and
- Along with Option 4, it is the most costly in terms of required road improvements and soil re-mediation.

Option 3 is preferred because the advantages outweigh the disadvantages.

The feasibility of Option 3 will be enhanced if road network improvements are implemented to eliminate: (a) congestion at the Braid Street/Brunette Avenue intersection, and (b) train delays east of Brunette Avenue. The Hamilton Associates Transportation Report concludes that construction of the United Boulevard extension is the most effective way to achieve these objectives and stimulate redevelopment in the study area.

If road network improvements are not undertaken, the development potential of lands east of Brunette Avenue will be reduced. Redevelopment of the Beutel Goodman site west of Brunette Avenue may still proceed, but the Braid Street/Brunette Avenue intersection might not be able to handle the increased traffic volume.

If Option 3 is not selected because of its implications for required road network improvements, consideration should be given to selecting either Option 1 (Status quo) or Option 2 (Light Industry emphasis). The latter two options will result in lower traffic generation, as compared with Options 3 and 4. A modified Option 2 (Light Industry emphasis, but with Offices on the Beutel Goodman site only) could also be considered, but a detailed analysis of the traffic capacity potential of the Braid Street/Brunette Avenue intersection should be undertaken prior to choosing the modified option.

Presently, the Zoning Bylaw permits heavy industry in the sub-area east of Brunette Avenue. The continuance of heavy industry in this sub-area under Option 1 will prevent the achievement of the OCP and Advisory Group's industrial employment, environmental and transportation goals. This is because heavy industry:

- Is characterized by low employment density;
- Is potentially harder on the environment;
- Will not result in creating the higher land values needed to stimulate redevelopment to light industry and accompanying soil remediation actions; and
- Generates heavy truck movements that are not compatible with the transportation goal of creating pedestrian and cycling opportunities.

Figure 2
Glenlyon Business Park – Burnaby, B.C.

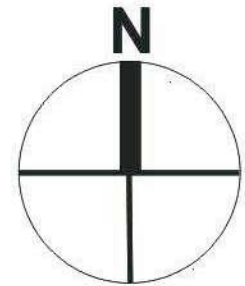
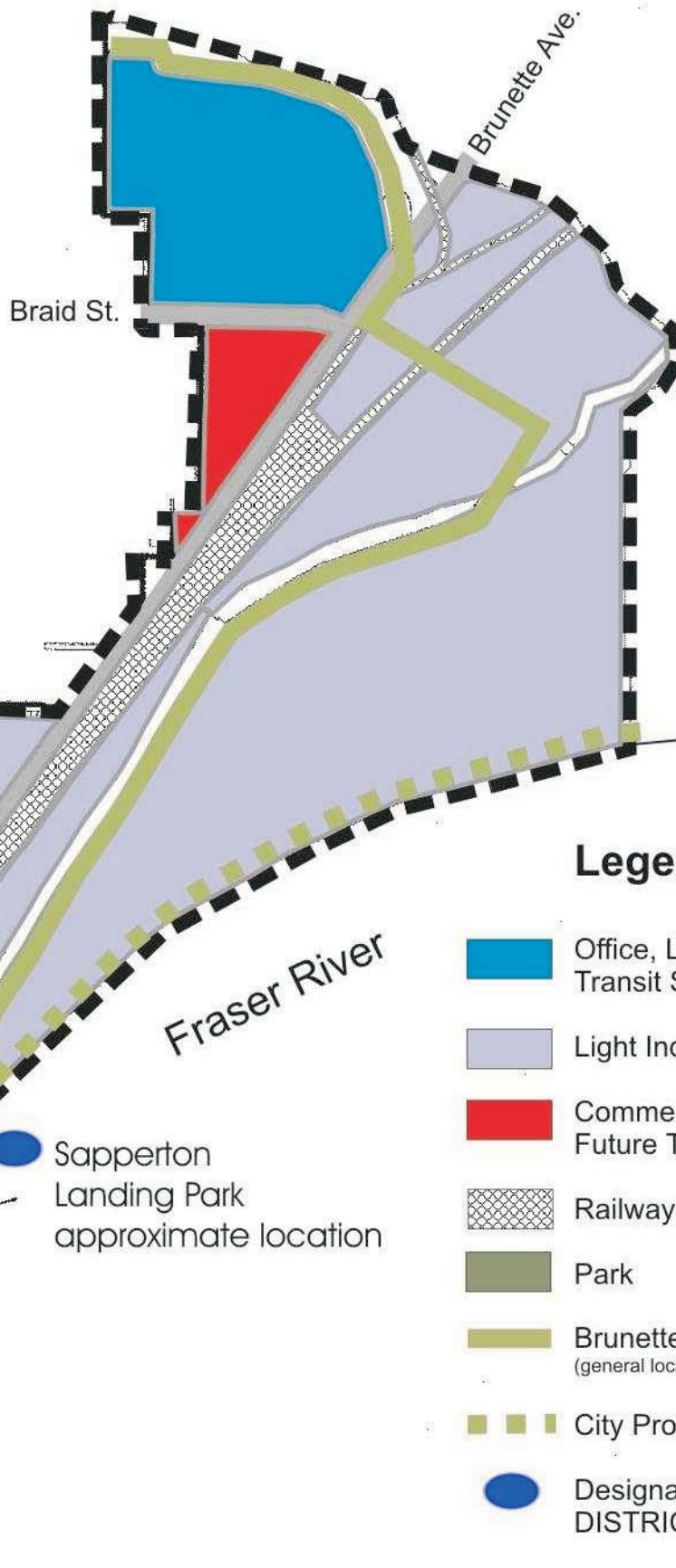


Brunette Creek Neighbourhood

Map 2

generalized map of recommended land use option

Burnaby



Coquitlam

Legend

- Office, Light Industry, Retail, Transit Station
- Light Industry
- Commercial Services, Offices, Retail, Future Transportation Infrastructure
- Railway
- Park
- Brunette Fraser Greenway (general location only - maybe on either side of Brunette River)
- City Proposed Greenway
- Designated as COMMERCIAL MARINE DISTRICT in the OCP (approximate location)

5.2 Initiate actions to establish Streamside Protection Areas adjacent to the Brunette River.

This action is aimed at achieving Strategic Objective 1 (Land).

The Provincial Fish Protection Act requires that Streamside Protection Areas (SPAs) be established along the Brunette River. Local governments are required to establish SPAs by January 2006. The extent of these areas will be based on streamside features and habitat values of the stream in question. The Gartner Lee Limited Environmental Report should be referenced for a detailed discussion of this topic.

The intent of the legislation is to provide enough flexibility so that property rights and development opportunities will not be unduly restricted. However, until the SPAs are established, industrial property owners/developers in the affected areas will not know how much of their site must be set aside. The completion of this action will help to reduce delays in redevelopment, remove uncertainty for owners/developers and thereby aid in the achievement of the City's industrial employment goal. Gartner Lee points out that the SPAs may not be very different from the present Provincial setback requirements.

Figure 3
Brunette River – New Westminster, B.C.



It is recommended that the City consider consulting with the Ministry of Environment, Lands and Parks, property owners and other stakeholders, to define the boundaries of the SPAs.

5.3 Simplify and update the industrial sections of the Zoning Bylaw.

This action is aimed at achieving Strategic Objective 1 (Land).

The list of permitted uses in the industrial sections of the Zoning Bylaw is very specific as to the types of industries that are allowed. The problem with this specificity is that it is inflexible (i.e., only those specifically named types of industry are permitted). This means that in order for the City to accommodate emerging new types of industry (e.g., technology manufacturing), individual textual amendments must be made to the Bylaw as these new industries seek permission to set up. This is time consuming for the City and new businesses and delays their start-up. This may act as a deterrent to redevelopment, thus impacting New Westminster's competitive position.

The list of permitted uses includes uses that are no longer relevant or appropriate under the OCP and the proposed land use plan (e.g., retail sales of farm equipment, several types of heavy industry). Unless and until a review of the Bylaw is done to identify and delete outdated/inappropriate uses, there is a risk that new businesses contrary to the OCP and proposed land use plan will set-up in the study area.

The proposed revisions to the industrial sections of the Zoning Bylaw should seek to avoid the creation of non-conforming properties (i.e., sites in which the present uses do not conform with the new permitted use regulations). The establishment of land use categories (e.g., industry, light industry), combined with a definition of these terms, should be broad enough to capture all existing industrial businesses in the study area. The definition of industry can be written to prevent any undesirable or incompatible land uses.

It is recommended that the industrial sections of the Zoning Bylaw be amended by:

- **Including a statement of intent for each industrial zone;**
- **Reducing the list of permitted uses to a number of land use categories, instead of individual types of industrial use;**
- **Update the list of permitted uses by deleting outdated uses and uses that do not conform with the OCP and selected land use concept; and**
- **Defining "Industry" and "Light Industry".**

5.4 Consider re-zoning selected sites to “Light Industry” and agree in principle to creating “Comprehensive Development District (CD)” zones for Business Park developments.

This action is aimed at achieving Strategic Objective 1 (Land).

Re-zone selected sites to “Light Industry”.

This will confirm the City’s intent under the OCP and will minimize the turn around time for approval of new development. This will occur as a result of developers not having to go through the re-zoning process, which could take up to six months. Design control can be achieved through the Development Permit process.

If the City wishes to avoid creating non-conforming sites, it should only re-zone sites to “Light Industry” that are actually used for light industry. Sites presently occupied by heavy industry could remain in a heavy industry zone until such time as re-zoning is requested. At that time, any re-zoning will be to “Light Industry”, assuming the City adopts land use Option 3, described earlier.

It is recommended that selected sites be re-zoned to “Light Industry”.

Agree in principle to creating “Comprehensive Development District (CD) “ zones for business park developments.

The use of a CD zone will allow both the developer and the City to achieve a unique blend of uses and implement mutually beneficial design controls. A CD zone would be appropriate for business park developments containing non-traditional office uses, as well as light industry and retail. A CD zone cannot be incorporated into the Zoning Bylaw until a re-zoning application for a specific site is received and approved.

It is recommended that agreement in principle be given to creating “Comprehensive Development District (CD) zones for business park developments.

5.5 Improve access to the sub-area east of Brunette Avenue

This action is aimed at achieving Strategic Objective 2 (Transportation).

Improved access is vital for the efficient functioning and redevelopment potential of this sub-area. Stakeholders in the study area have commented that poor road access through the Brunette Avenue/Braid Street intersection and train delays are major issues to be addressed. It is important to note that unless some improvements are made to the road network, it is less likely that redevelopment to higher densities will occur in the sub-area east of Brunette Avenue. If redevelopment to higher densities in this sub-area does occur without the benefit of any road improvements, it would result in increased trip generation and the Brunette Avenue/Braid Street intersection might not be able to handle the increased number of trips.

The Hamilton Associates Transportation Report presents three road network options for the sub-area east of Brunette Avenue and suggests some improvements for pedestrian, cyclists and transit users. The three options are:

- Do minimum;
- Improve existing accesses;
- Construct the United Boulevard extension.

The Transportation Report should be referenced for details on these options and other proposed access improvements, along with the advantages and disadvantages of each.

The choice of road improvement option will influence the rate and timing of redevelopment in this sub-area. Option 1 (Do minimum) will be the least effective in stimulating redevelopment, while Option 3 (United Boulevard) will be the most effective. Option 3 is also the most expensive of the three options.

It is recommended that City Council consider the findings and conclusions of the Transportation Report and adopt a strategy for improving access to the sub-area east of Brunette Avenue

5.6 Improve the image/prestige of the sub-area east of Brunette Avenue

This action is aimed at achieving Strategic Objective 3 (Meeting customer needs).

City Council wants to improve the visual quality of the City and to this end has adopted several general and specific design objectives in the OCP. The industrial design objectives include improving the appearance of parking facilities, enhancing the streetscape and reducing the adverse impact of industry on neighbouring land uses. The achievement of these objectives will improve the image/prestige of the study area.

Section 2.9 of Part 2 and Sections 3.2C and 3.2D of Part 3 of the OCP lists several industrial development guidelines for achieving the design objectives. These guidelines can be applied to sites located within a designated Development Permit Area.

Figure 4
Marine Way Business Centre – Burnaby, B.C.



Besides the measures in the OCP, consideration should be given to the following additional actions:

It is recommended that:

- **The City work with the industrial development community to create more detailed site and building design guidelines than presently exists in the OCP.** This process should result in support for the guidelines and provide more certainty and clarity for developers;
- **The City, in conjunction with property owners/developers (through required off-site works associated with re-zoning or subdivision), improve the streetscape where necessary, including efficient and attractive roadway design, sidewalks, street lighting, trees and landscaping; and**

- **The City should initiate the creation of a gateway design feature at the main road entrance, including low walls, a sign listing businesses and landscaping.** This action combined with streetscape improvements, will have an immediate impact on image/prestige.

5.7 Work with City Police Services to implement crime prevention measures to combat potential property crimes.

This action is aimed at achieving Strategic Objective 3 (Meeting customer needs).

Presently, the study area has a low crime rate, but that may change as industrial development intensifies.

Police Services staff believe that as development and activities in the study area increase, policing requirements may also increase due mainly to traffic enforcement and working with businesses to establish crime prevention programs. However, it is not possible at this time to determine the level of additional policing costs.

It is recommended that City staff liaise with Police Services to discuss implementing crime prevention measures for the study area.

5.8 Continue to pursue adoption and implement the City's draft Economic Development Strategy recommendations regarding partnerships.

This action is aimed at achieving Strategic Objective 4 (Partnerships).

Enhancing existing partnerships and establishing new ones can help to deliver a range of services outside of the City's normal jurisdiction (e.g., education, attracting industrial development, creating a positive business culture).

It is recommended that the City consider:

- **Investigating opportunities to work with Douglas College to establish post-secondary educational programs that would provide workers for the high tech sector and other industries requiring special skills;**
- **Forming an industrial sector advisory group to identify and remove barriers to industrial investment and job creation, including the proposals in this report; and**

- **Work with the City of Coquitlam to plan the development of industrial sites adjacent to the New Westminister/Coquitlam border in order to minimize any potential impacts and to enhance the mutual benefits (e.g., the Alaskan Copper and Brass site and the former Domtar site in Coquitlam and the Beutel Goodman site in New Westminister).**

6.0 POTENTIAL SYNERGIES

6.1 Between land uses

The development of a business park on the Beutel Goodman site west of Brunette Avenue and north of Braid Street will have a positive impact on the value of surrounding industrial and commercial service properties. Higher land values will give owners of older industrial and commercial service properties more incentive to make their sites available for redevelopment.

The development of a business park on the Beutel Goodman site will stimulate the development of more retail space than would be required by the Braid SkyTrain station alone. If the proposed retail development on the Beutel Goodman site is sufficiently large and contains a diverse mix of retail stores and services, it would provide an amenity that will complement and enhance the attractiveness of the site for business park development and of other sites for light industry.

Business park and supporting retail development on the Beutel Goodman site should act as a catalyst for redevelopment of the properties in the sub-area west of Brunette Avenue and south of Braid Street. This area is presently developed mainly with commercial service businesses but could potentially be redeveloped for:

- Business park uses;
- City/region oriented retail; or
- Business park uses combined with city/region oriented retail.

Alternately, commercial services uses could continue in this sub-area.

Either of the above possibilities is acceptable. The most likely land use will be determined by a decision on the United Boulevard extension. If the extension is built, it will result in a ramp being constructed along the west side of Brunette Avenue in the vicinity of this sub-area, thus cutting off direct access from Brunette Avenue. If this occurs, the most appropriate uses may be for business park. Commercial service uses and City/region oriented retail might not be feasible in this event because the visibility of and ease of access to the sites would be seriously reduced. Road access would have to come from Braid Street or Rousseau Street. If the extension and resulting ramp is not built, all of the above possibilities are appropriate.

6.2 Between industrial land and the environment

A shift to light industry in the sub-area east of Brunette Avenue should result in lower potential environmental risk to the Brunette and Fraser Rivers and some soil re-remediation. Improvements to water and soil quality, fish and wildlife habitat, along with the Brunette Fraser Greenway, will improve the image and prestige of this sub-area.

6.3 Between industrial land and transportation

Improved access (roads, sidewalks, cycling paths, pedestrian links to the Sapperton SkyTrain station) will significantly improve the attractiveness of the sub-area east of Brunette Avenue for redevelopment. Also, a shift to light industry in this sub-area will help to achieve the transportation goal of creating a more pedestrian and bicycle friendly environment by gradually reducing the amount of large truck movements associated with existing heavy industry.

7.0 POTENTIAL CONFLICTS

7.1 Between the environment and industrial land

The Provincial requirement for re-mediating contaminated soils and establishing Streamside Protection Areas (SPAs) could have an impact on site preparation and development opportunity costs and as a consequence, may tip the balance towards a developer deciding not to proceed. However, the Environmental consultant, Gartner Lee Limited, points out that the SPAs may not be very different from the present land development guidelines in effect since 1994.

Gartner Lee finds that the Provincial government has little flexibility under the Contaminated Sites Regulations (CSR) to allow redevelopment that is beneficial to the environment, but that does not fully comply with the CSR criteria. This means that developers will have to bear the cost of any required clean up. The Environmental Report should be referenced for a more detailed discussion of this issue.

The full extent of the impact of the Streamside Protection Area requirement will not be known until the SPA boundaries have been established (see Recommended Action 5.2). However, Gartner Lee points out that some of the areas likely to be included within the SPAs presently have vegetation and are not developed. This fact, combined with the present land development guidelines, may mean that there will not be any additional impact on the development potential of some properties.

Flood protection requirements do not appear to be a significant impediment, provided that the fill requirement does not exceed the estimated maximum of 2 metres. Requirements in the sub-area east of Brunette Avenue are estimated to range from 0 to 2 metres.

The need to strengthen foundations (e.g., by using piles) appears to be required only if heavy building loads are intended. So long as redevelopment is for light industrial buildings, this factor will not likely be an issue.

The Brunette Fraser Greenway may have an impact on development opportunity costs by reducing the amount of land available for development, if the Greenway cannot be located within the Streamside Protection Area.

7.2 Between transportation and industrial land

There are no fundamental conflicts between transportation and industrial land objectives. However, if the United Boulevard extension option is chosen, a solution will have to be found to provide access to the lots along the west side of Brunette Avenue, south of Braid Street, that will be impacted by the off-ramp associated with the new road. This could affect the viability of the proposal to designate these lots for commercial service or city/region oriented retail uses under land use option 3.

8.0 IMPLEMENTATION PLAN

If Council supports the recommendations of this report, the next step will be to implement the eight actions or only those recommendations that are supported. Table 4 below summarizes the implementation details, the parties mainly responsible for carrying out these details and the suggested priority for each action.

**Table 4
Brunette Creek Neighbourhood Study
Implementation Plan**

Objective 1 (Land)

Ensure a supply of well located and serviced land for light industrial and business park uses.

STRATEGIC ACTION	IMPLEMENTATION DETAIL	RESPONSIBILITY	PRIORITY
5.1 Adopt a vision for the study area.	Select land use option. Prepare Area Plan (part of OCP)	Lead: City Planning staff. Others: Stakeholders	1
5.2 Establish Streamside Protection Areas.	Refer to Environmental Report prepared by Gartner Lee Limited.	Lead: City Planning staff. Others: MELP, Stakeholders.	Consult with new Provincial Government before proceeding.
5.3 Update industrial sections of the Zoning Bylaw.	Write statements of intent. Write definition of “industry” and “light industry”. Amend list of permitted uses.	Lead: City Planning staff. Others: Legal advisors, stakeholders.	2
5.4 Re-zone selected sites to “Light Industrial” zone.	Identify sites. Initiate re-zoning.	Lead: City Planning staff. Others: Property owners.	3
5.4 Agree in principle to create a “Comprehensive Development District” zone for business park developments.	Bring forward a CD zone when an application for business park is received and approved.	Lead: City Planning staff. Others: Property owners.	4

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

Objective 2 (Transportation)

Ensure that the local transportation infrastructure serves the needs of industrial businesses and their employees.

Strategic action	Implementation detail	Responsibilities	Priority
5.5 Improve access to sub-area east of Brunette Avenue	Refer to Transportation Report prepared by Hamilton Associates.	Lead: City Transportation staff. Others: Stakeholders.	2

Objective 3 (Meeting customer needs)

Strategic actions	Implementation detail	Responsibilities	Priority
5.6 Improve the image/prestige of sub-area east of Brunette Avenue	Establish site planning and building design guidelines. Improve streetscape. Create gateway design feature.	Lead: City Planning and Engineering staff. Others: Developers and property owners.	6
5.7 Implement crime prevention measures.	Work with Police Services staff to design and implement programs.	Lead: City Police Services. Others: City staff, property owners.	7

Objective 4 (Partnerships)

Enhance existing partnerships and establish new ones to address industrial issues and to deliver a range of business services.

Strategic actions	Implementation detail	Responsibilities	Priority
5.8 Continue to pursue adoption and implement the City's draft Economic Development Strategy recommendations regarding partnerships.	Liase with Douglas College. Form an industrial sector advisory group. Work with City of Coquitlam.	Lead: City Planning staff.	8

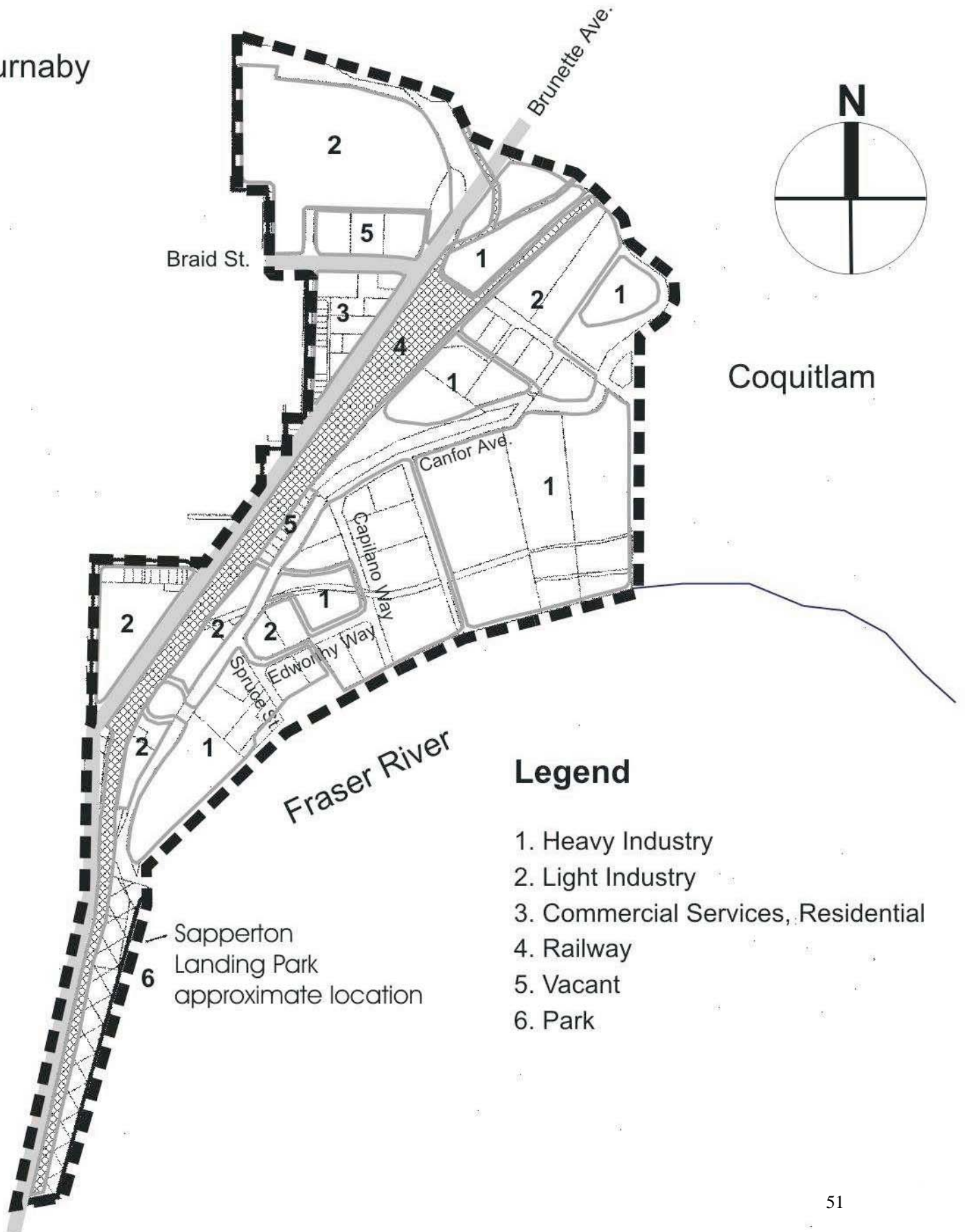
APPENDIX 1
EXISTING LAND USE MAP

Brunette Creek Neighbourhood

Appendix 1

generalized map of existing land use

Burnaby



Coquitlam

Legend

- 1. Heavy Industry
- 2. Light Industry
- 3. Commercial Services, Residential
- 4. Railway
- 5. Vacant
- 6. Park

APPENDIX 2
SUMMARY OF KEY PROPERTY DATA
(BRUNETTE CREEK STUDY AREA)

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

Summary of key property data

Item	Findings	Comments
Study area size	272.82 acres	
No. of legal parcels	131	
Industrial zoned lands: <ul style="list-style-type: none"> • M1 • M2 • CM1 	258.46 acres <ul style="list-style-type: none"> • 14.27 • 205.72 • 38.47 	
Vacant industrial lands: <ul style="list-style-type: none"> • M1 • M2 • CM1 	18.61 acres <ul style="list-style-type: none"> • 0.51 • 11.88 • 6.22 	Figures exclude site at 151 Spruce Street 7% of industrial zoned land is vacant.
Other zoned lands: <ul style="list-style-type: none"> • C2 • CP1 • CS1 • CS2 • RS1 	14.34 acres <ul style="list-style-type: none"> • 0.6 • 1.3 • 3.26 • 0.55 • 8.63 	
Vacant other lands: <ul style="list-style-type: none"> • RS1 • CP1 	6.48 acres <ul style="list-style-type: none"> • 5.38 • 1.1 	41% of other zoned land is vacant.
Average density: <ul style="list-style-type: none"> • All industrial sites • Mfg. sites • Distribution sites 	 <ul style="list-style-type: none"> • 0.324 F.A.R • 0.406 • 0.334 	Avg. F.A.R in all NW industrial areas was: 1981 - 0.41 1997 - 0.46
Average parcel size: <ul style="list-style-type: none"> • All sites • All industrial sites • Mfg. sites • Distribution sites 	 <ul style="list-style-type: none"> • 2.08 acres • 4.55 • 9.28 • 3.21 	Avg. Industrial parcel size is 4.14 acres excluding Canfor site at 2 Braid Street
Age of buildings: <ul style="list-style-type: none"> • All industrial • Mfg. • Distribution 	 <ul style="list-style-type: none"> • 25.38 years • 36.5 • 22.8 	Half of all buildings in study area were constructed before 1971.

Source: City of New Westminster (2000)

APPENDIX 3
ADVISORY GROUP MEMBERS AND GOALS

Advisory Group Members:

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

Name	Organization
Dave Quackenbush	Chamber of Commerce
Mary Ackenhusen	Royal Columbian Hospital
Marion Orser	New Westminster Cycling Coalition
Elmer Rudolph	Sapperton Fish and Game Club
Scott Haller	Sapperton Fish and Game Club
Don Fairgrieve Park	Beutel Goodman Real Estate Group
Mike Weismiller	Winvan Paving
Hermann Fruhm	Winsire Enterprises
Tony Hardy	Fraserview-Jamieson Court Ratepayers
Ken Barclay	McBride-Sapperton Residents Assoc.
Don Ellis	Goddard and Smith
Walter Frankl	NAIOP

Advisory Group Input:

The following goals and barriers were identified at the Advisory Group workshop held in November 2000.

Types of industries that are desirable in the Brunette Creek Neighbourhood

- Clean industries to reduce pollution;
- High technology;
- Medical related industries and services (to take advantage of proximity to Royal Columbian Hospital);
- Brewery related industries;
- Biotech businesses; and
- Labour intensive industries.

Barriers to industrial development

- Soils make construction difficult;
- Difficult road access;
- High land costs;
- Fragmented properties;
- Lack of a long range plan;
- “Status quo” industries;
- No incentives for redevelopment;
- Unfavourable image;
- Inequities in the light industrial mill rate (class 5 vs class 6); and
- Commercial taxes are high.

APPENDIX 4

LOWER MAINLAND OUTLOOK BY ECONOMIC SECTORS

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

Lower Mainland Outlook by Economic Sectors

Sector	Declining/Stable	Expanding
Primary	Forestry Mining Commercial fishing	Industrial scale agriculture Specialty agriculture Aqua culture
Manufacturing	Resource processing Heavy manufacturing	Advanced tech mfg. Specialty food processing Garments Value-added wood products Light mfg. aimed at local markets
Services: Private sector	Construction (modest growth) Head offices in resources	Retailing, personal services Commercial banking Tourism Specialty retailing Wholesale trade/distribution Recreation/Leisure Culture
Public sector	Government services and administration	Health care K-12 education Transportation (ports, airports)
Information based: Private sector	Head offices in resources	Commercial banking Business services Software Electronic commerce Knowledge industries Applied design Multi-national offices
Public sector		University and College education Culture Research and development

Source: Coriolis Consulting Corp. and Dr. Tom Hutton, Lower Mainland Employment Study, June 1999.

APPENDIX 5
LIST OF PROPERTY OWNERS INTERVIEWED

Random sample of industrial property owners interviewed

Representative	Company
Don Fairgrieve Park	Beutel Goodman
William Clewes	Canfor
Leith Holmes	Haggerty Equipment
Richard Gertz	Germack Investments
Mike Weismiller	Winvan Paving
Hermann Fruhm	Winsire Enterprises
Ray Tyler	Raute Wood
Allan Couto	Trans X
Tom Roberts	No. 65 Corporate Ventures Ltd.

APPENDIX 6
COMPARATIVE INDUSTRIAL LAND VALUES

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

**Comparative Industrial Land Values
(December 2000)**

Municipality	Sale price range (\$ per acre)	Zoning
Burnaby (Big Bend)	370,000 - 585,000	M2, CD
Coquitlam (Pacific Reach/Cape Horn)	428,000 - 560,051	M1, M8, M9
Delta	136,000 - 370,000	I2
Langley	207,300 - 1.16 million	IL, M2, M2A
New Westminster (Brunette Creek)	312,000 - 383,000	M2
Port Coquitlam	140,000 - 235,000	I3, A1
Richmond (Fraserwood)	523,000 - 587,000	I2, I3
Richmond (Mitchell Isl.)	450,000	
Surrey	124,000 - 408,000	IL, RA, I-B
Vancouver	689,542 - 857,165	M2, M3

Sources:

New Westminster (Brunette Creek) sale prices - B.C. Assessment Authority
(Burnaby/New Westminister office).

All other sale prices - Colliers International.

APPENDIX 7

DIFFERENCES BETWEEN BUSINESS PARK AND LIGHT INDUSTRIAL PARK

BRUNETTE CREEK NEIGHBOURHOOD STUDY
INDUSTRIAL LAND REPORT

DISTINGUISHING FEATURES BETWEEN BUSINESS PARK AND LIGHT INDUSTRIAL PARK

Business Park	Light Industrial Park
High quality buildings	Lesser quality buildings
Buildings designed by architects	Buildings may not be designed by architects
High office component (50-100%)	Lower office component
Lower site coverage (35-40%)	Higher site coverage (40-60%)
Landscaping provided	Little or no landscaping provided
Density up to 1.0 F.A.R.	Density ranges between 0.4 and 0.6 F.A.R.
Typical uses include business services, offices, specialized manufacturing, servicing and repair, distribution, commercial services.	Typical uses include manufacturing, distribution, industrial service and repair.
Higher employee base due to higher density from offices.	Lower employee base due to lower density (few if any offices).

APPENDIX 8

LETTER FROM THE FRASER RIVER ESTUARY MANAGEMENT PROGRAM

REFERENCES

Plans, Studies, Reports and Legislation:

- City of New Westminster, Official Community Plan, June 1998.
- City of New Westminster, High Tech Study, December 2000.
- City of New Westminster, Draft Economic Development Strategy, March 1999.
- City of Richmond, Industrial Strategy (1999).
- City of Surrey, Economic Development Action Plan, 1999-2000.
- Fraser River Port Authority, Land Use Plan, April 2000.
- Coriolis Consulting Corp. and Dr. Tom Hutton, Lower Mainland Employment Study, June 1999 - Main Report and GVRD Sub-regional Profiles.
- Coriolis Consulting Corp. and Dr. Tom Hutton, Lower Mainland Employment Study, June 1999 - Employment Location Survey Report.
- Greater Vancouver Regional District Parks, The Burrard Peninsula/Richmond Sector Recreational Greenway Plan.
- Business in Vancouver, Market Facts 2000.
- City of New Westminster, Zoning Bylaw.
- Colliers International, Industrial Property Sales data, December 2000.

Persons interviewed:

- New Westminster City staff (Thor Kuhlmann, Jim Hurst, Steve Scheving, Mark Allison, Lilian Arishenkoff, Robert Vosilla, Colleen Gould).
- Richard Kwan, B.C. Assessment Authority (Burnaby/New Westminster office).
- Paul Skydt, Greater Vancouver Regional District Parks Planning and Research.
- Staff Sargent Casey Dehaas, New Westminster Police Services.
- Terry Stewart, New Westminster Police Services.
- Tony Roberts, TELUS.
- Random sample of industrial property owners in the study area (see Appendix 3 for list of names).