
**NEW WESTMINSTER URBAN DEVELOPMENT FORECAST
2003-2021**

**PREPARED FOR:
CITY OF NEW WESTMINSTER**

CORIOLIS CONSULTING CORP.

OCTOBER 2004

TABLE OF CONTENTS

1.0	SUMMARY	1
1.1	POPULATION	1
1.2	RESIDENTIAL DEVELOPMENT	1
1.3	RETAIL AND SERVICE	2
1.4	OFFICE SPACE	3
1.5	INDUSTRIAL	4
1.6	INSTITUTIONAL	4
2.0	BACKGROUND AND APPROACH	5
2.1	BACKGROUND	5
2.2	APPROACH TO ANALYSIS	5
3.0	POPULATION FORECASTS	8
3.1	HISTORIC POPULATION GROWTH	8
	<i>3.1.1 New Westminster within the Greater Vancouver Regional District</i>	8
	<i>3.1.2 Population Trends by Age Group</i>	9
3.2	FORECASTS OF TOTAL NEW WESTMINSTER POPULATION	10
3.3	AGE GROUP POPULATION PROJECTIONS	13
3.4	POPULATION GROWTH SCENARIO FOR URBAN DEVELOPMENT FORECASTS	16
4.0	RESIDENTIAL FORECASTS	17
4.1	LOCAL AND SUB-REGIONAL RESIDENTIAL DEVELOPMENT TRENDS	17
	<i>4.1.1 New Westminster Housing Starts</i>	17
	<i>4.1.2 Sub-regional Housing Market</i>	18
4.2	PROPOSED RESIDENTIAL PROJECTS	19
4.3	GROWTH AREAS AND RESIDENTIAL DEVELOPMENT CAPACITY	21
4.4	FORECASTS OF TOTAL NEW WESTMINSTER HOUSING DEVELOPMENT	23
4.5	SUB AREA FORECASTS	25
	<i>4.5.1 Distribution of Single Detached Development</i>	26

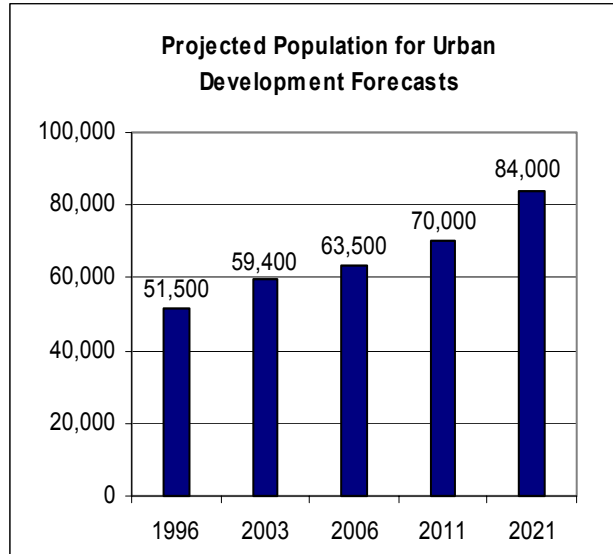
4.5.2	<i>Distribution of Townhouse Housing Development</i>	27
4.5.3	<i>Distribution of Apartment Development</i>	28
4.6	FLOORSPACE GROWTH AND LAND REQUIREMENTS	31
4.6.1	<i>Single Detached</i>	31
4.6.2	<i>Townhouse</i>	31
4.6.3	<i>Apartment</i>	32
4.7	SUMMARY	32
5.0	RETAIL AND SERVICE FORECASTS	34
5.1	EXISTING NEW WESTMINSTER RETAIL AND SERVICE MARKET	34
5.1.1	<i>Retail Development Patterns</i>	34
5.1.2	<i>Major Retail Businesses in the Sub-region</i>	36
5.2	RETAIL AND SERVICE FLOORSPACE PER CAPITA	37
5.2.1	<i>GVRD Retail and Service Space per Capita</i>	37
5.2.2	<i>Local and Community-Oriented Retail Space</i>	38
5.2.3	<i>New Westminster Retail and Service Floorspace</i>	38
5.3	RETAIL FLOORSPACE TRENDS IN NEW WESTMINSTER	40
5.4	POTENTIAL RETAIL GROWTH AREAS	41
5.5	FORECASTS OF RETAIL AND SERVICE GROWTH	42
5.6	DISTRIBUTION OF RETAIL AND SERVICE GROWTH	44
5.6.1	<i>Local and Community Retail Space</i>	44
5.6.2	<i>Regional and Specialty Retail Space</i>	45
5.7	LAND REQUIREMENTS	46
5.7.1	<i>Local and Community Retail Space</i>	46
5.7.2	<i>Regional and Specialty Retail Space</i>	46
6.0	OFFICE FORECASTS	47
6.1	EXISTING OFFICE SPACE IN NEW WESTMINSTER	47
6.2	OFFICE SPACE PER CAPITA INDICATORS	48
6.3	OFFICE DEVELOPMENT TRENDS	49
6.4	REVIEW OF BUSINESS PARK TRENDS	50
6.5	POTENTIAL OFFICE GROWTH AREAS IN NEW WESTMINSTER	52

6.6	NEW WESTMINSTER OFFICE FORECASTS	53
	6.6.1 <i>Local and Community Office Space</i>	53
	6.6.2 <i>Town Centre Office Space</i>	54
	6.6.3 <i>Business Park Office Space</i>	55
6.7	GEOGRAPHIC DISTRIBUTION OF FUTURE OFFICE GROWTH	56
	6.7.1 <i>Local and Community Office Space</i>	56
	6.7.2 <i>Regional and Town Centre Office Space</i>	57
	6.7.3 <i>Business Park Office Space</i>	58
6.8	LAND REQUIREMENTS	59
	6.8.1 <i>Local and Community Office Space</i>	59
	6.8.2 <i>Regional and Town Centre Office Space</i>	59
	6.8.3 <i>Business Park Office Space</i>	59
7.0	INDUSTRIAL FORECASTS	60
7.1	EXISTING INDUSTRIAL LOCATIONS IN NEW WESTMINSTER	60
7.2	OPPORTUNITIES FOR ADDITIONAL DEVELOPMENT IN NEW WESTMINSTER	60
7.3	TRENDS IN THE LIGHT INDUSTRIAL MARKET	61
7.4	OUTLOOK FOR LIGHT INDUSTRIAL DEMAND IN NEW WESTMINSTER	62
7.5	FORECAST OF LIGHT INDUSTRIAL DEVELOPMENT IN NEW WESTMINSTER	62
7.6	DISTRIBUTION OF FUTURE LIGHT INDUSTRIAL GROWTH	63
8.0	INSTITUTIONAL FORECASTS	64
8.1	EXISTING INSTITUTIONS	64
8.2	FLOORSPACE TRENDS	64
8.3	DISCUSSIONS WITH MAJOR INSTITUTIONS	65
8.4	OUTLOOK FOR INSTITUTIONAL SPACE GROWTH	66
8.5	FORECAST OF INSTITUTIONAL GROWTH	67
APPENDIX A:	PROJECTS IN PROCESS	68

1.0 SUMMARY

1.1 POPULATION

The City of New Westminster’s population is forecasted to grow at an average annual rate of about 2% per year during 2003 to 2021, resulting in a population of about 84,000 people by 2021.



A reasonable forecast range is 80,000 to 85,000 people by 2021, reflecting the possibility of periods of slower and faster growth over two decades.

The average age of the population will increase, as much of the growth will be in the 50 to 75 age cohorts.

1.2 RESIDENTIAL DEVELOPMENT

The estimated rate of new residential development is shown in Table 1.

**Table 1
Residential Development Forecast, 2003 to 2021 (units)**

	Downtown	Central-Western Sector	Eastern Sector	Queensborough	Total
Townhouse units	300	300	400	1,000	2,000
Apartment units	4,500	3,500	2,200	1,100	11,300
Single Detached units (net new)	0	0	0	700	700
Total # of new units	4,800	3,800	2,600	2,800	14,000

On average, the City will see on the order of 700 units per year of new development, most of which will be apartments.

While this rate of development is higher than New Westminster has experienced in the past, it must be noted that there are significant new development opportunities due to the emergence of Queensborough as a major community, development potential around SkyTrain stations, development of the former Woodlands site, and other transitions. As the regional housing market is cyclical, it would be reasonable to assume that in most years development will be in the range of 500 to 800 units per year.

The only neighbourhood with net growth in single detached units is Queensborough, because in other neighbourhoods almost every new single detached house replaces a demolished older unit. Even so, these neighbourhoods will experience some population growth as some new units will have secondary suites and some new units will be occupied by young families.

1.3 RETAIL AND SERVICE

The retail and service inventory will expand to meet the needs of new residents and because New Westminster draws in trade from surrounding areas, employees, and commuters.

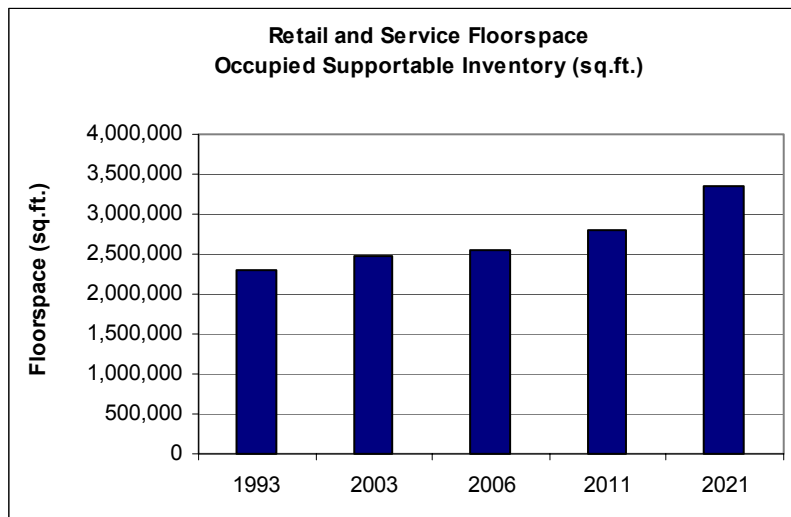


Table 2 shows forecasted retail and service space growth in the City. The region-serving space shown in Queensborough is the Queensborough Landing project already under construction. The region-serving space in the Eastern Sector can only be developed if lands in the vicinity of Braid Street are made available for big box retail and regional-scale outlets that would find this location attractive because of its proximity to Highway 1.

**Table 2
Retail and Service Floorspace Growth, 2003 to 2021 (sq.ft.)**

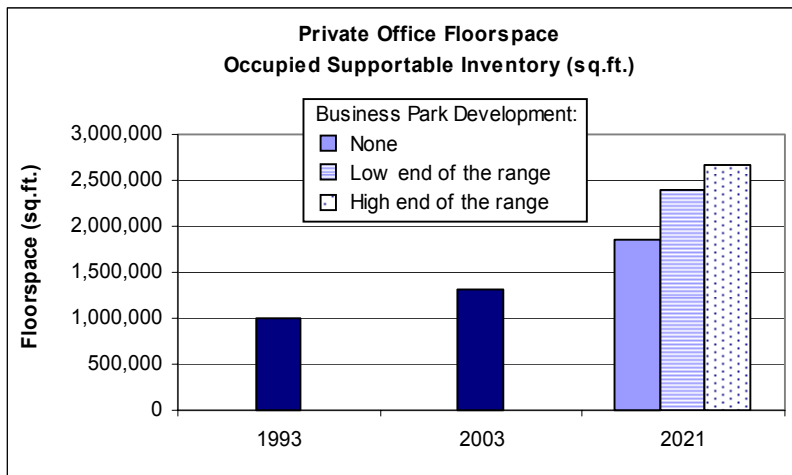
	Downtown	Central-Western Sector	Eastern Sector	Queensborough	Total
Local/community	140,000	110,000	80,000	115,000	445,000
Regional	0	0	155,000	290,000	445,000
Total Retail/Service Floorspace Growth, 2003-2021	140,000	110,000	235,000	405,000	890,000

1.4 OFFICE SPACE

Table 3 shows the office development forecast. The “urban” category includes office space in Downtown, Uptown, and local neighbourhoods that meets the day-to-day needs of residents or that serves the surrounding sub-region (as part of New Westminster’s role as a Regional Town Centre). The business park forecast can only be realized if New Westminster designates lands in the vicinity of Braid Street for business park development.

**Table 3
Office Floorspace Growth, 2003 to 2021 (sq.ft.)**

	Downtown	Central-Western Sector	Eastern Sector	Queensborough	Total
Urban	250,000	230,000	40,000	50,000	570,000
Business park	0	0	600,000 to 800,000	0	600,000 to 800,000
Total Office Floorspace Growth	250,000	230,000	640,000 to 840,000	50,000	1,170,000 to 1,370,000



1.5 INDUSTRIAL

Additional light industrial development in the City will be focused on the small amount of vacant industrial land in the City. There are about 15 acres of existing vacant land that could accommodate about 325,000 sq.ft. of additional light industrial space (at 0.5 FAR).

Over time, we expect redevelopment and densification to also occur on the existing industrial sites that are underutilized. However, opportunities for infill and redevelopment will depend primarily on decisions by existing industrial businesses to close or relocate. As some sites may be redeveloped for uses other than light industrial (such as business park), the rate of industrial development over the long term is likely to be small.

There is not likely to be any new heavy industrial development in New Westminister.

1.6 INSTITUTIONAL

Population growth will create demand for additional institutional space in the community and region-serving institutions are likely to grow. Based on available information, the following increases in institutional space in New Westminister are expected:

- There will likely be minor expansions to the Justice Institute.
- Douglas College will likely undergo a minor expansion on the site it recently purchased.
- School District #40 will replace (and renovate) some existing schools and expand or build new schools to accommodate increasing enrolment.
- The Fraser Health Authority will likely develop new facilities to meet increased demand for health services due to an aging population.

2.0 BACKGROUND AND APPROACH

2.1 BACKGROUND

The City of New Westminster retained Coriolis Consulting Corp. to forecast the amount, type, and geographic distribution of urban development that will occur in the City over the period 2003 to 2021.

The City intends to use these forecasts as inputs to:

- Updates to the growth management policies and land use concept in the Official Community Plan.
- Estimates of future requirements for infrastructure.
- Revisions to the City's Development Cost Charge Bylaw.
- Forecasts of capital costs, operating costs, and property tax revenues to inform City budgeting processes.

The forecasts include estimates of the amount, type, and geographic distribution of residential, retail, office, industrial, and institutional development that will occur in the City by sub-area.

2.2 APPROACH TO ANALYSIS

The development potential for most of the uses examined in this analysis is heavily dependent on the amount and location of population growth anticipated in a community. Therefore, the first part of this analysis examines the potential for population growth in New Westminster from 2003 to 2021 and identifies a realistic population growth scenario for the City. This population forecast is then used as one input to our forecasts of residential, retail, office, light industrial, and institutional development in the City.

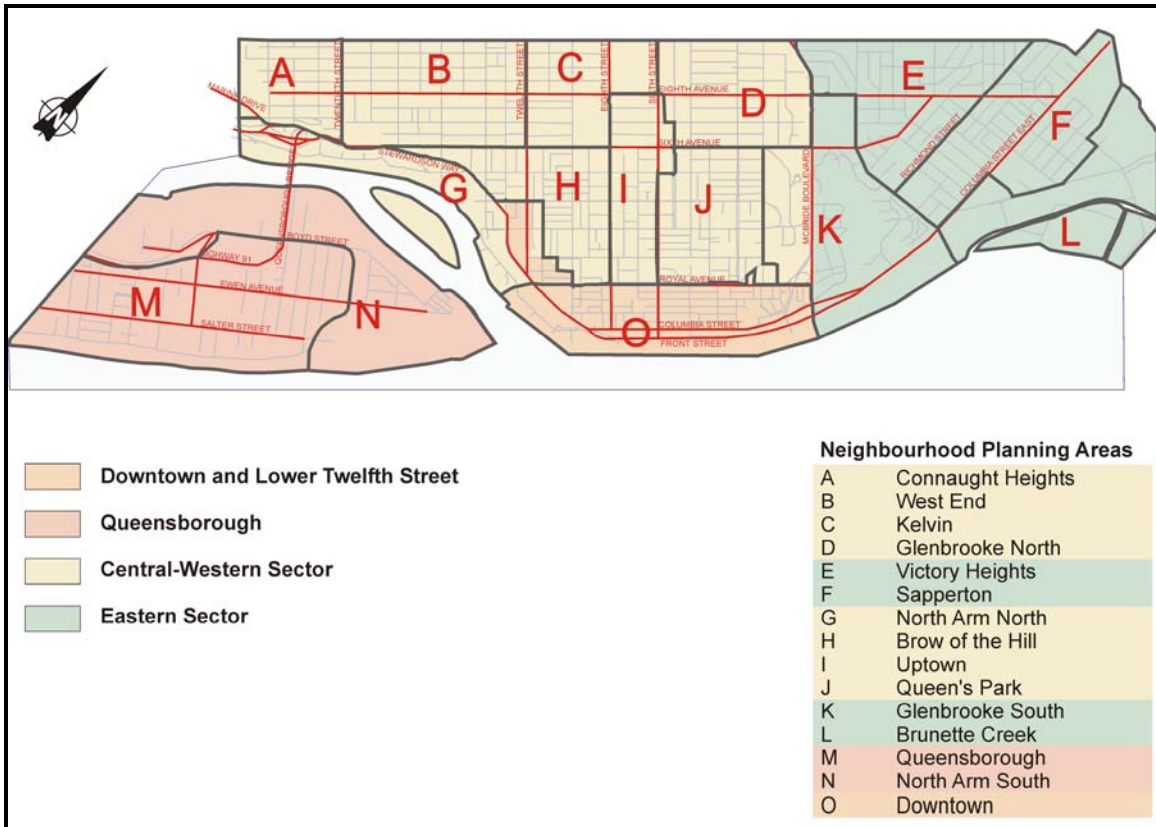
The general approach for the forecasts for each land use is as follows:

- Examine the existing situation, including the amount and distribution of existing development.
- Review available data about recent development trends, including the distribution of recent development in the City.
- Examine the capacity for additional development, including growth areas in the City and information about existing proposals.
- Identify and evaluate indicators of future demand.
- Estimate demand for additional development from 2003 to 2021 in the entire City of New Westminster.
- Determine whether the estimated demand can be accommodated in the City.
- Estimate total development from 2003 to 2021.

The forecasts are initially completed for the entire City of New Westminster, and then allocated to four sub-areas (see Map 1):

- Downtown, including the Lower Twelfth Street area, a planned residential growth area immediately adjacent to the Downtown core.
- Queensborough.
- The Central-Western sector, which is west of McBride Boulevard and includes Connaught Heights, West End, Kelvin, Uptown, Brow of the Hill, Queens Park, Glenbrooke North, and the industrial area to the west of Downtown.
- The Eastern Sector, which is east of McBride Boulevard and includes Sapperton, Victory Heights, Brunette Creek, and most of Glenbrooke South (including the former Woodlands site).

Map 1
Urban Development Forecast Sub-Areas



Source: City of New Westminster.

The main factors considered in the allocation among the sub-areas are:

- Distribution of historic demand.
- Information about proposed development projects.
- Estimates of the distribution of population growth (which will influence the location of a portion of the commercial growth).
- Where available, information on capacity for additional development in each sub-area.

3.0 POPULATION FORECASTS

3.1 HISTORIC POPULATION GROWTH

3.1.1 *New Westminster within the Greater Vancouver Regional District*

Table 4 summarizes population growth in New Westminster and the rest of the Greater Vancouver Regional District (GVRD) from 1986 to 2003 according to BC Stats.

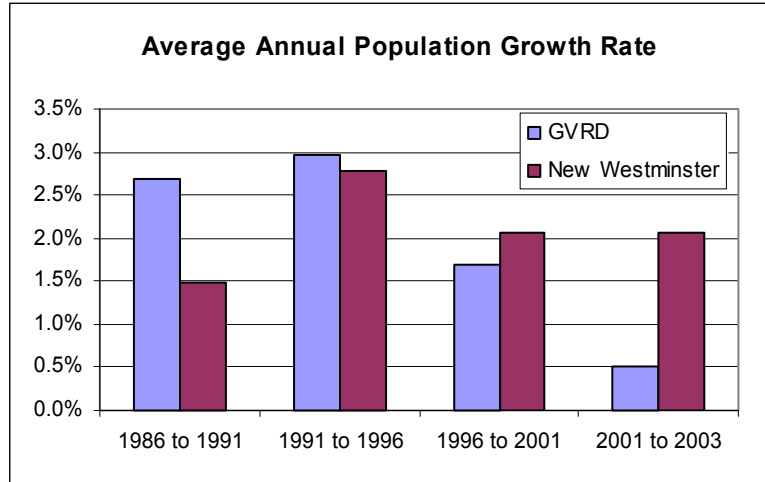
Table 4
Historic Population Growth by Municipality in the GVRD, 1986 to 2003

	1986	1991	1996	2001	2002	2003
Anmore	n/a	762	997	1,403	1,434	1,496
Belcarra	573	600	689	712	716	716
Bowen Island	n/a	n/a	2,849	3,086	3,147	3,244
Burnaby	152,078	163,409	186,712	202,421	203,665	205,261
Coquitlam	72,333	86,381	105,917	117,816	121,341	122,696
Delta	82,403	91,322	99,034	101,177	100,901	100,571
Langley	17,166	20,306	23,437	24,673	24,517	24,577
Langley	55,223	67,776	83,192	90,685	90,624	91,359
Lions Bay	1,199	1,361	1,395	1,439	1,421	1,419
Maple Ridge	37,317	49,732	58,340	65,924	68,824	71,399
New Westminster	41,662	44,867	51,488	57,045	57,529	59,426
North Vancouver City	37,502	39,573	43,268	46,236	47,662	48,136
North Vancouver District	71,124	77,127	83,418	85,904	85,645	85,839
Pitt Meadows	8,273	11,453	13,956	15,311	15,887	16,148
Port Coquitlam	30,220	37,803	48,590	53,497	55,783	57,308
Port Moody	16,341	18,213	21,689	24,854	25,674	26,690
Richmond	113,263	130,061	154,695	171,520	173,545	174,201
Surrey	188,356	251,916	316,655	363,013	378,173	390,145
Vancouver	454,087	485,645	536,511	569,475	568,807	568,442
West Vancouver	37,854	39,694	42,269	43,228	43,042	42,867
White Rock	14,872	16,706	17,834	19,047	19,440	19,539
Unincorporated Areas	10,508	12,358	13,557	15,215	15,402	15,327
Total GVRD	1,442,354	1,647,065	1,906,492	2,073,681	2,103,179	2,126,806

Source: BC Stats.

Notes: n/a indicates that these locations were not incorporated at the time.

Average annual population growth in New Westminster was slightly lower than the GVRD average from 1986 to 1996. Since 1996, New Westminster's growth rate has significantly exceeded the GVRD average, as illustrated in the adjacent chart.



New Westminster's growth was able to exceed the regional average following 1991 mainly due to the increased availability of residential development sites. For example, the redevelopment of the BC Penitentiary site and the availability of former industrial lands near Westminster Quay both created substantial opportunities for residential growth.

New Westminster is an attractive community that is likely to continue to experience strong (by regional standards) population growth, as long as development sites are readily available.

3.1.2 Population Trends by Age Group

Table 5 summarizes historic trends in New Westminster's population by age group.

Table 5 shows that the 30 to 54 year age groups experienced the most growth between 1991 and 2001. As of 2001, these same age groups also accounted for large shares of total New Westminster population (over 44%).

Table 5
New Westminister Population by Age Group

	1991	1996	2001	Change 1991 to 2001	2001 Share of Total population
Under 1 Year	564	680	631	67	1.1%
Ages 1-4	1,781	2,210	2,284	503	4.0%
Ages 5-9	1,745	2,190	2,687	942	4.7%
Ages 10-14	1,504	1,911	2,244	740	3.9%
Ages 15-19	1,957	2,273	2,530	573	4.4%
Ages 20-24	4,237	3,898	4,223	-14	7.3%
Ages 25-29	5,120	5,342	4,748	-372	8.2%
Ages 30-34	4,615	5,619	5,698	1,083	9.9%
Ages 35-39	3,782	4,978	5,798	2,016	10.0%
Ages 40-44	3,415	4,145	5,242	1,827	9.1%
Ages 45-49	2,461	3,783	4,595	2,134	8.0%
Ages 50-54	1,999	2,743	4,127	2,128	7.2%
Ages 55-59	1,923	2,229	2,914	991	5.0%
Ages 60-64	1,991	1,931	2,131	140	3.7%
Ages 65-69	2,072	1,955	1,901	-171	3.3%
Ages 70-74	1,948	1,886	1,848	-100	3.2%
Ages 75-79	1,731	1,602	1,626	-105	2.8%
Ages 80-84	1,148	1,285	1,284	136	2.2%
Ages 85-89	595	646	782	187	1.4%
90 and over	279	285	420	141	0.7%
Total	44,867	51,591	57,713	12,846	100.0%

Source: BC Stats.

3.2 FORECASTS OF TOTAL NEW WESTMINSTER POPULATION

Three different forecasts of total population growth are available for New Westminister:

1. The City of New Westminister's most recent forecast based on its 2003 New Westminister Population Forecasting Model (NWPFM). This model predicts future population based primarily on a combination of housing projects in the approvals process and long term historic residential development trends.
2. The BC Stats PEOPLE 28 projection. BC Stats projects future population growth based on the estimated natural change in population and assumptions about migration. This projection is based largely on regional demographic trends plus assumptions about future migration to the region.

- The Greater Vancouver Regional District’s growth management scenario for the region. The Greater Vancouver Regional District (GVRD) allocates estimated regional population growth to each municipality based on local planning policies and regional planning objectives.

Table 6 summarizes the three forecasts:

Table 6
Summary of Population Forecasts

Year	GVRD	BC Stats PEOPLE 28	NWPFM
1996	51,590	51,590	51,590
2001	57,001	57,713	59,526
2003	59,585	57,904	61,210
2006	63,461	59,909	68,638
2011	69,922	65,038	75,662
2016	76,382	70,519	81,269
2021	82,843	76,058	86,050
Average Annual Growth Rates			
2001 to 2011	2.06%	1.20%	2.43%
2011 to 2021	1.71%	1.58%	1.29%
2001 to 2021	1.89%	1.39%	1.86%

Notes: n/a indicates data not provided for that year.

Sources: BC Stats figures from BC Stats PEOPLE 28; New Westminister and Greater Vancouver Regional District figures supplied by City of New Westminister.

The GVRD and NWPFM forecasts result in 2021 populations of 82,843 and 86,050 respectively. Both imply long term annual growth rates just under New Westminister’s recent rate of 2.07% per year (from 1996 to 2003).

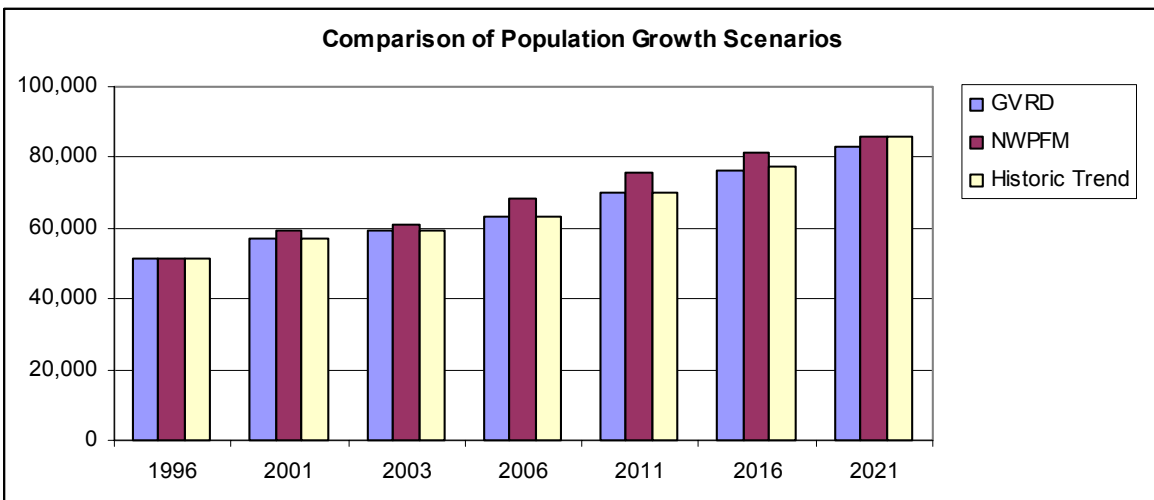
The lowest 2021 population figure is provided by BC Stats. The BC Stats figure is significantly lower than recent historic growth in New Westminister (about 1.2% from 2001 to 2011 for BC Stats versus recent growth of 2.07% per year) because it is based on the assumptions that population growth will be lower throughout the region over the next 20 years and that New Westminister will not increase its share of regional growth.

The BC Stats figure does not reflect recent rates of population growth, housing starts, and the current level of development interest in New Westminister (see Section 4.0 for information on recent development trends and proposed projects). In our opinion, BC Stats

underestimates potential population growth in New Westminster, so our analysis relies primarily on the forecasts of total population to 2021 provided by the GVRD and NWPFM.

Although the GVRD and NWPFM arrive at similar total populations in 2021, the timing of population growth in the two forecasts is very different.

The NWPFM assumes that population growth is very rapid in the short term with slower growth in the long term. The GVRD forecast assumes a relatively stable growth rate to 2021, very similar to an extension of recent historic trends. The following graph shows future New Westminster population based on an extension of the historic growth rate, the NWPFM forecast, and the GVRD forecast.



Based on our analysis of average household sizes (see Section 4.0), the NWPFM implies housing growth of over 1,500 units per year between 2003 and 2006, dropping to about 600 to 800 units per year between 2006 and 2021. The GVRD forecast implies annual housing demand of about 700 to 800 units per year throughout the forecast period from 2003 to 2021. In comparison, New Westminster housing starts have averaged just over 500 per year from the beginning of 2003 to mid 2004.

The NWPFM approach relies heavily on assumptions about the number of housing units in upcoming projects and the timing of these projects. In our opinion, the model is

overstating population growth in the short term due to optimistic assumptions about the timing and rate of take up of new units at planned projects. As outlined in Section 4.0, there are about 6,700 units planned at projects currently under construction and in the approvals process in New Westminster. To achieve the rate of growth implied by the NWPFM, all 6,700 units would need to be built over the next 4 to 5 years. Based on the information available about the planned projects, many will be built in phases over several years so the inventory of planned units will likely be spread over a longer time frame. In addition, some of the planned projects may not proceed.

On the other hand, it is possible that the GVRD forecast understates short term growth because the forecast was completed without information about the current level of development interest in New Westminster and the likely timing and availability of redevelopment sites (such as Woodlands or the Lower Twelfth Street area).

Overall, we think that New Westminster's future population growth is likely to fall within the range defined by the GVRD and NWPFM forecasts.

3.3 AGE GROUP POPULATION PROJECTIONS

BC Stats produces population projections by age group. Although we think the BC Stats total population projection is conservative, the BC Stats projections provide guidance for estimating the future age distribution of the population.

Table 7A shows the BC Stats forecast of age distribution and Table 7B applies the BC Stats shares (by age group) to our forecast of total population (see Section 3.4).

**Table 7A
BC Stats' Projection of New Westminister Population by Age Group**

	2001		2006		2011		2016		2021	
	Number	Share of Total	Number	Share of Total	Number	Share of Total	Number	Share of Total	Number	Share of Total
Under 1 Year	631	1.1%	577	1.0%	594	0.9%	612	0.9%	651	0.9%
Ages 1-4	2,284	4.0%	2,395	4.0%	2,258	3.5%	2,280	3.2%	2,403	3.2%
Ages 5-9	2,687	4.7%	2,792	4.7%	2,840	4.4%	2,635	3.7%	2,659	3.5%
Ages 10-14	2,244	3.9%	2,685	4.5%	2,819	4.3%	2,861	4.1%	2,672	3.5%
Ages 15-19	2,530	4.4%	2,482	4.1%	3,147	4.8%	3,381	4.8%	3,433	4.5%
Ages 20-24	4,223	7.3%	2,942	4.9%	3,382	5.2%	4,234	6.0%	4,475	5.9%
Ages 25-29	4,748	8.2%	4,495	7.5%	3,923	6.0%	4,550	6.5%	5,425	7.1%
Ages 30-34	5,698	9.9%	4,978	8.3%	5,363	8.2%	4,843	6.9%	5,486	7.2%
Ages 35-39	5,798	10.0%	5,833	9.7%	5,484	8.4%	5,848	8.3%	5,313	7.0%
Ages 40-44	5,242	9.1%	5,866	9.8%	6,125	9.4%	5,783	8.2%	6,153	8.1%
Ages 45-49	4,595	8.0%	5,348	8.9%	6,197	9.5%	6,491	9.2%	6,162	8.1%
Ages 50-54	4,127	7.2%	4,630	7.7%	5,555	8.5%	6,423	9.1%	6,734	8.9%
Ages 55-59	2,914	5.0%	4,084	6.8%	4,709	7.2%	5,635	8.0%	6,492	8.5%
Ages 60-64	2,131	3.7%	2,842	4.7%	4,054	6.2%	4,659	6.6%	5,560	7.3%
Ages 65-69	1,901	3.3%	1,995	3.3%	2,721	4.2%	3,865	5.5%	4,445	5.8%
Ages 70-74	1,848	3.2%	1,689	2.8%	1,804	2.8%	2,456	3.5%	3,490	4.6%
Ages 75-79	1,626	2.8%	1,586	2.6%	1,460	2.2%	1,566	2.2%	2,142	2.8%
Ages 80-84	1,284	2.2%	1,299	2.2%	1,236	1.9%	1,128	1.6%	1,221	1.6%
Ages 85-89	782	1.4%	874	1.5%	841	1.3%	776	1.1%	694	0.9%
90 and over	420	0.7%	517	0.9%	526	0.8%	493	0.7%	448	0.6%
Totals	57,713	100.0%	59,909	100.0%	65,038	100.0%	70,519	100.0%	76,058	100.0%

Source: BC Stats, PEOPLE 28.

Table 7B
Estimate of Projected New Westminster Population by Age Group

	2001	2011	2021	Change 2001 to 2011	Change 2011 to 2021
Under 1 Year	650	639	719	-10	80
Ages 1-4	2,352	2,430	2,654	78	224
Ages 5-9	2,767	3,057	2,937	290	-120
Ages 10-14	2,311	3,034	2,951	723	-83
Ages 15-19	2,605	3,387	3,791	782	404
Ages 20-24	4,348	3,640	4,942	-708	1,302
Ages 25-29	4,889	4,222	5,991	-667	1,769
Ages 30-34	5,867	5,772	6,059	-95	287
Ages 35-39	5,970	5,902	5,868	-68	-35
Ages 40-44	5,398	6,592	6,795	1,195	203
Ages 45-49	4,731	6,670	6,805	1,938	136
Ages 50-54	4,249	5,979	7,437	1,729	1,458
Ages 55-59	3,000	5,068	7,170	2,068	2,102
Ages 60-64	2,194	4,363	6,141	2,169	1,777
Ages 65-69	1,957	2,929	4,909	971	1,981
Ages 70-74	1,903	1,942	3,854	39	1,913
Ages 75-79	1,674	1,571	2,366	-103	794
Ages 80-84	1,322	1,330	1,348	8	18
Ages 85-89	805	905	766	100	-139
90 and over	432	566	495	134	-71
Totals *	59,426	70,000	84,000	10,574	14,000

Source: Calculated by applying BC Stats' projected share of population by age group to our projection of total population.

Note *: See Section 3.4.

The age groups that will experience the most growth between 2001 and 2011 are the 40 to 64 year age groups. Between 2011 and 2021, growth will be highest in the 50 to 74 year age groups. The 20 to 29 year age groups will also experience significant growth between 2011 and 2021. The increasing population in these age groups should have a positive impact on the demand for apartment units in New Westminster over the long term. In the GVRD, the 20 to 29 year age group has a higher propensity to reside in an apartment than in ground-oriented housing and the propensity for households to reside in an apartment unit increases from age 50 onwards.

The age forecast shows an increase of about 1,800 school age children (i.e. ages 5 to 19) by 2011, but a much smaller increase (i.e. about 200) during 2011 to 2021.

3.4 POPULATION GROWTH SCENARIO FOR URBAN DEVELOPMENT FORECASTS

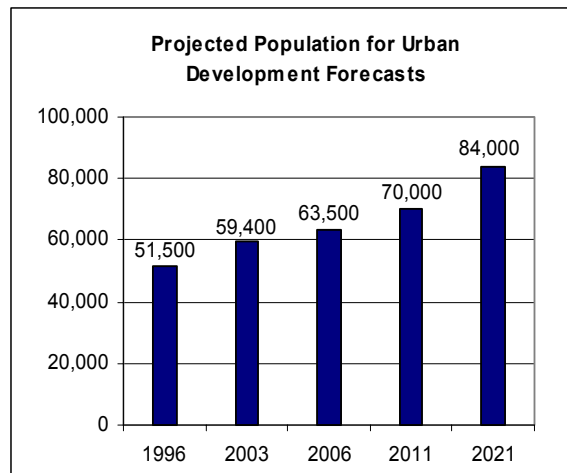
Based on our review of the various population growth scenarios for New Westminster, we think that future population growth will fall within the range defined by the GVRD and the NWPFM forecasts.

For the forecasts of urban development in this report, we use the following population projection.

**Table 8
New Westminster Projected Population**

	2003	2006	2011	2021
New Westminster Population	59,426	63,500	70,000	84,000
	2003 to 2006	2006 to 2011	2011 to 2021	
Average Annual Growth Rate	2.2% per year	2.0% per year	1.8% per year	

This twenty year forecast for population growth at an overall average rate near 2% per year is generally consistent with long term trends. From 1986 to 2003, New Westminster’s population increased at an average rate of just over 2% per year.



While the rate of growth is constant, actual increase in the population will be larger. Over 1986 to 1993, New Westminster grew by a total of 17,760 people. During 2003 to 2021, New Westminster is projected to grow by about 25,000 people.

In our view, a forecast of 84,000 people by 2021 is a reasonable basis for planning. Growth could be more rapid, depending on how much new housing is developed in the City. Growth could be slower, if there is any significant economic decline. A range of 80,000 to 85,000 could be used in any fiscal modeling, to test the implications of slightly higher or lower growth rates.

4.0 RESIDENTIAL FORECASTS

4.1 LOCAL AND SUB-REGIONAL RESIDENTIAL DEVELOPMENT TRENDS

4.1.1 New Westminister Housing Starts

Table 9 summarizes historic residential housing starts for New Westminister.

Table 9
Housing Starts in New Westminister (in units)

	Single Detached ***	Semi- Detached	Row	Low Rise Apt Condo	High Rise Apt Condo	Total Apt Condo	Total Units **
1993	72	0	57	-	-	213	342
1994	90	2	61	-	-	191	344
1995	55	2	0	82	296	378	435
1996	85	0	0	79	84	163	248
1997	124	0	14	217	59	276	414
1998	33	0	0	168	118	286	319
1999	38	2	0	94	0	94	134
2000	16	20	0	58	0	58	94
2001	50	20	3	83	0	83	156
2002	12	2	0	83	75	158	172
2003	53	2	29	257	196	453	537
2004 *	52	4	64	0	110	110	230
Annual Average from 1993 to mid 2004	59	5	20	n/a	n/a	214	298

Source: Canada Mortgage and Housing Corporation, Housing Now reports.

Note *: 2004 data is only up until June of 2004, all other years include all of Jan-Dec.

Note **: Total units does not include rental, non-profit, co-op or congregate care.

Note ***: Single detached starts are counted as 1 unit, as there is no detailed data on the number of new units that contain secondary suites.

This housing starts data shows that:

- Total New Westminister housing starts averaged about 300 units per year from 1993 to 2004. Starts during 2003 and 2004 (to June) have been significantly higher than this long term average, at about 500 units per year.

- Single detached housing starts averaged about 60 units per year from 1993 to 2004. Single detached starts were somewhat lower from 1999 to 2004, averaging about 40 per year.
- Semi-detached and row unit starts averaged 25 units per year from 1993 to 2004. Starts for these unit types have been much higher during the first half of 2004 (68 starts to June).
- Apartment starts averaged just over 200 units per year from 1993 to 2004. Apartment starts during 2003 and the first half of 2004 increased significantly from this long term average.
- Between 1993 and 2004, starts were split by unit type as follows: 20% single detached, 8% semi-detached and row, 72% apartments (46% of apartments were high-rise and 54% were low-rise from 1995 to 2004). However, in more recent years, single detached starts have made up a smaller share with attached and apartment units accounting for slightly higher shares.

As noted, the housing starts data does not include secondary suites in single detached units and does not include some kinds of units such as rental or congregate care.

During 1993 to 2004, an additional 168 units were built in New Westminster in “other” multifamily projects. Also, if we assume that half of new single detached units contain suites, this would add 340 more units to the totals in Table 9.

Including these additional unit types brings the long term average rate of residential development up to about 350 units per year and the very recent trend up to about 550.

4.1.2 Sub-regional Housing Market

New Westminster’s new housing market consists primarily of apartments and attached units. Single detached starts make up a smaller component of the housing market and many new single detached houses are replacing older existing houses (with the exception of new housing in Queensborough).

Multifamily projects in New Westminster compete to a certain degree with projects in other nearby locations, such as Burnaby, Coquitlam, Whalley, and Guildford. In addition to being near New Westminster, many of these locations are also served by SkyTrain.

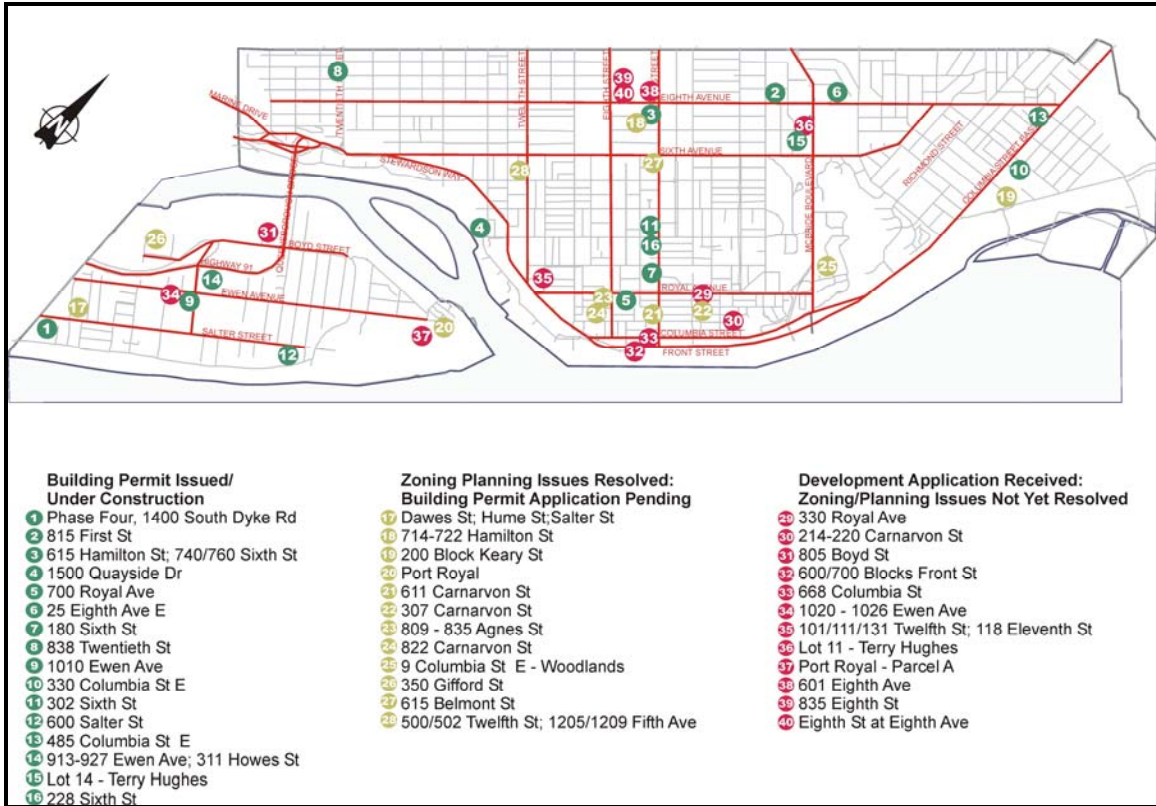
Apartment starts in this sub-region averaged about 1,408 units per year from 1993 to 2004. New Westminster accounted for about 16.7% of these starts. Semi-detached and row unit starts in this sub-region averaged 455 units per year from 1993 to 2004. New Westminster accounted for about 5.9% of these starts.

New Westminster has captured a relatively high share of the sub-regional apartment market over the past decade or so, but a small share of the ground-oriented multifamily market. Because transit access to New Westminster has been improved with the opening of the Millennium SkyTrain line and some significant sites have become available for development (such as Woodlands, SkyTrain station areas, and Lower Twelfth Street), New Westminster is well positioned to attract a higher share of the sub-regional apartment market. However, a limited supply of well-located vacant land suitable for single detached and townhouse development will make it difficult to capture significantly higher shares of the sub-regional single detached and townhouse market.

4.2 PROPOSED RESIDENTIAL PROJECTS

We analyzed information about residential and mixed residential/commercial projects currently under construction or in the approvals process in New Westminster (see Map 2). The information is contained in Appendix A. This information provides an indication of the potential amount and location of new multifamily residential in the City over the next several years. Table 10 summarizes the amount of planned development by location, number of projects, and stage in the approvals process. It is important to note that not all of these projects have been approved. Table 10 simply illustrates the high level of interest in residential development in New Westminster.

**Map 2
Planned and Approved Residential Development Projects**



Source: City of New Westminster.

**Table 10
Summary of Proposed Multifamily Residential Projects**

	Permit Issued/Under Construction		Planning Issues Resolved/Permits Pending		In Planning Process		Total Units
	Projects	Units	Projects	Units	Projects	Units	
Downtown	1	237	5	776	3	1,040	2,053
Queensborough	4	388	2	969	2	80	1,437
Central-Western Sector	5	193	2	113	4	1,159	1,465
Eastern Sector	2	111	2	342	1*	1,292	1,745
Total		929		2,200		3,571	6,700

Source: Information from City of New Westminster

Note * The developer has not yet applied for approval for these 1,292 units, so this project is not listed in the table in Appendix A.

Table 10 includes all the 1,550 units planned at the Victoria Hill project (former Woodlands site), even though the applicant has only applied for 258 units so far. This data excludes the potential redevelopment of the St. Mary’s Hospital site, which is not yet in the City’s approval process.

Information on the mix of unit types is not available for all of the projects in the planning process. However, for the projects where information is available, we examined the geographic distribution of townhouse units and apartment units to get a rough sense of the potential geographic distribution of future development by unit type.

Based on our review, there are about 1,000 townhouse units at the planned projects. Almost all of these units are at projects planned in Queensborough or the Eastern Sector (at Victoria Hill). Small amounts of attached housing are currently planned in the other areas of the City.

We also estimated the geographic distribution of the roughly 5,700 planned apartment units in New Westminister. We estimate that the apartment units at planned projects are distributed approximately as follows:

Table 11
Distribution of Proposed Multifamily Residential Units

	Share of Planned Units
Downtown	35%
Queensborough	10%
Central-Western Sector	25%
Eastern Sector	30%
Total	100%

4.3 GROWTH AREAS AND RESIDENTIAL DEVELOPMENT CAPACITY

Based on a review of New Westminister’s land use and development policies, the major residential growth areas in the City over the next decade or more are likely to be as follows:

- Queensborough is the only location in the City that has significant capacity for additional single detached housing. The Port Royal project is anticipated to bring about 950 units to the market, with roughly 100 single detached units. Planning policies for the area anticipate that Queensborough will accommodate a mix of single detached, townhouse, and apartment development. Based on information from the

City of New Westminster, there is capacity for about 3,000 additional housing units in Queensborough. We completed a rough estimate of capacity for up to 650 additional single detached units in this area, suggesting there is potential for about 2,300 multifamily units.

- The Lower Twelfth Street Area plan was recently completed. This plan indicates that the Lower Twelfth Street area has potential to accommodate between 1,800 and 2,500 multifamily residential units over the long term.
- Downtown New Westminster is identified as a major multifamily growth area. Based on information from the City, there is capacity for up to 11,000 additional housing units in Downtown.
- Uptown New Westminster is identified as a major multifamily growth area. Based on information from the City, there is capacity for at least 3,000 additional housing units in Uptown.
- There are five SkyTrain Stations in New Westminster. The City is currently working on land use concepts for each of the Station locations. The concepts are not yet complete, but four of the station areas (Twenty-Second Street Station, Sapperton Station, New Westminster Station, and Columbia Street Station) are candidates to accommodate multifamily development.
- The Victoria Hill project (former Woodlands site) is planned to accommodate about 1,550 multifamily units.

Combined, these locations have capacity for on the order of 20,000 additional housing units (plus the capacity at the SkyTrain locations). Other neighbourhoods in New Westminster also have capacity for additional housing development, so the rate and total amount of residential development over the next 15 to 20 years is not likely to be constrained by a lack of development sites.

4.4 FORECASTS OF TOTAL NEW WESTMINSTER HOUSING DEVELOPMENT

Our forecast of residential development in New Westminster is based on the population growth scenario outlined in Section 3.4.

Table 12
Future Population Growth in New Westminster

	2003	2006	2011	2021
New Westminster Population	59,426	63,500	70,000	84,000

To translate the population forecasts into demand for housing, we examined the trends in average household size in New Westminster between 1991 and 2001 and available forecasts of household size for New Westminster.

Table 13
Household Size Trends in New Westminster

	1991	1996	2001
Population	43,585	49,350	54,656
Households	21,195	23,535	26,025
Average Size of Household	2.056	2.097	2.100

Source: Statistics Canada.

This data indicates that New Westminster's average household size has increased slightly over the past decade or so. This is likely due to the supply of single detached housing that has been built in Queensborough over the past decade, creating more opportunities for families to live in New Westminster, as well as the trend for older people to move out of single detached homes and be replaced by younger families with children.

According to BC Stats, however, the average household size in New Westminster is anticipated to decline somewhat between 2001 and 2021, from 2.1 to 2.0. A declining average household size is consistent with the increasing average age of the New Westminster population that is anticipated over the next 20 year so, although there is some evidence that household size is increasing in lower density types of housing. For forecasting purposes, we assume an average household size of 2.0 by 2021.

Based on these assumptions, our forecast of household growth and housing demand is shown in Table 14.

Table 14
Household Growth and Housing Demand in New Westminster

	2003	2006	2011	2021
Population	59,426	63,500	70,000	84,000
Household Size	2.10	2.075	2.05	2.00
Households	28,298	30,602	34,146	42,000
Average Annual Housing Unit Demand (rounded)				
2003 to 2006	765	per year		
2006 to 2011	705	per year		
2011 to 2021	790	per year		

These forecasts of housing demand are higher than recent development trends. However, the figures reflect the increasing demand for multifamily units throughout the region, the number of already-planned projects in the New Westminster, and the potential for redevelopment of properties in the City.

The actual rate of development will depend on land availability, development approval timing, and regional housing market conditions. The figures in Table 14 suggest that development will average between 700 and 800 units per year, but some years could be outside this range.

If household size does not decline, the expected rate of residential development would be lower. For example, if household size stays at 2.1 throughout the forecast period, the rate of residential development would be closer to 600 units per year.

To allocate the household growth in different types of residential units, we examined historic housing starts by unit type and the anticipated population growth by age group.

Over the past 10 years, single detached starts have accounted for about 20% of total housing starts in the City. However, many of these starts involved replacement of older housing stock so they did not accommodate much population growth. We assume that Queensborough is the only location in the City that can accommodate an increase in

single detached housing. We estimate that about 650 additional single detached houses can be built in Queensborough, so the remaining 13,050 new households will need to be accommodated in multifamily units. We anticipate that townhouse (row and semi-detached) should account for about 15% of total multifamily demand and apartment units should account for about 85% of total multifamily demand. Therefore, total housing demand by unit type should be divided approximately as follows:

**Table 15
Household Growth and Total Housing Demand in New Westminster**

	2003 to 2006	2006 to 2011	2011 to 2021	Total Units
Single detached Houses (net new)	150	250	250	650*
Townhouse Units	320	500	1,140	1,950
Apartment Units	1,830	2,800	6,460	11,100**
Total Housing Units (rounded)	2,300	3,550	7,850	13,700

Note *: Single detached demand represents net new housing. There will also be replacement of existing single detached housing stock.

Note **: Any secondary suites in single detached units would be included in this number.

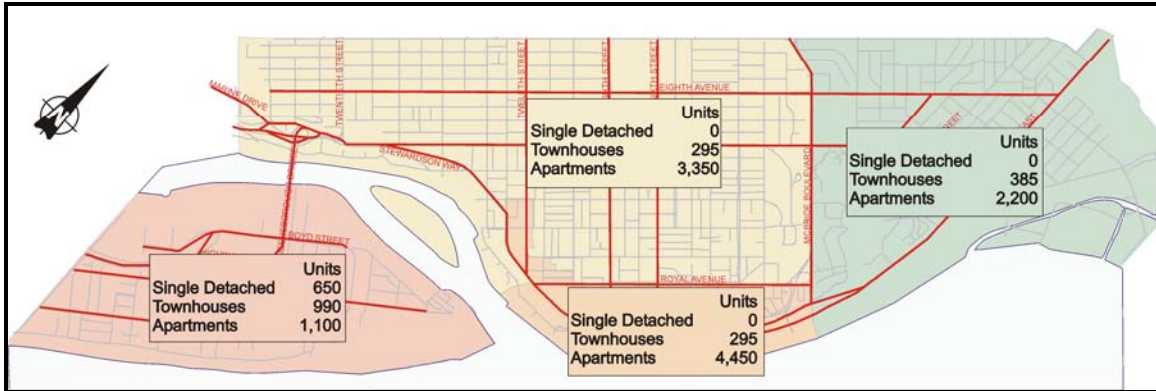
This estimated townhouse and apartment demand can be accommodated in the City’s growth areas, based on residential capacity information from the City. The net increase in single detached housing will all be accommodated in Queensborough.

4.5 SUB AREA FORECASTS

We allocated our City-wide forecasts to the following major geographic sub-areas in New Westminister (see Map 3):

- Downtown, including the Lower Twelfth Street area.
- Queensborough.
- The Central-Western sector (west of McBride), which could see residential growth in Uptown, Brow of the Hill, and the Twenty-Second Street SkyTrain Station.
- The Eastern Sector (east of McBride), which could see residential growth at Victoria Hill (Woodlands) and Sapperton (including the SkyTrain station).

Map 3
Residential Development Forecast, 2003 - 2021



Source: City of New Westminster.

The sub-area forecasts are based on the net new demand figures in Table 14. However, as noted these figures are approximate and the actual rate of development will depend on land available, timing of approvals, and the regional housing market.

4.5.1 Distribution of Single Detached Development

The only location with capacity for significant additional single detached development is Queensborough, which may be able to accommodate up to 650 additional single detached houses.

We estimate that an average of about 50 single detached houses will be built in Queensborough each year over the next 13 years or so (2004 to 2016). Following this, the area's capacity for single detached housing will be reached so development in Queensborough will slow.

The estimated distribution of single detached development is as shown in Table 16.

Table 16
Estimated Distribution of Additional Single Detached Houses Per Year

	2004 to 2006	2006 to 2011	2011 to 2016	2016 to 2021	Total
Queensborough (net new)	50	50	50	0	650
Central-Western Sector (net new)	0	0	0	0	0
Eastern Sector (net new)	0	0	0	0	0
Downtown (net new)	0	0	0	0	0
Total (rounded)	50	50	50	0	650

Note: This table represents net new housing. There will also be replacement of existing single detached housing stock.

Even though some neighbourhoods are shown as having no net increase in the number of single detached houses, these areas will see new unit construction as older houses are demolished and replaced with new units. These new units may contain secondary suites, so there will be population increases in these neighbourhoods even though the total number of single detached units remains constant.

4.5.2 *Distribution of Townhouse Housing Development*

Townhouse development (including row, semi-detached, duplex, and other attached housing) can be accommodated in each of the four sub-areas. However, the largest supply of land that is readily available for townhouse development is in Queensborough and at the Victoria Hill site. In all other locations, new townhouse projects will require redevelopment.

Based on data from Landcor Data Corporation, new townhouse development between 1998 and 2003 was distributed as follows:

- Downtown (and nearby areas) captured about 25% of the City's new townhouse development.
- Queensborough captured about 10%.
- The Central-Western sector captured about 55%, with much of this at the former Terry Hughes site and in the Brow of the Hill neighbourhood.
- The Eastern Sector captured about 10%.

There are about 1,000 townhouse units at the planned projects, with about 754 planned at projects in Queensborough. The remainder are either at Victoria Hill or scattered throughout the City. Over time, we would expect additional townhouse projects to be proposed in other multifamily locations in the City. Our forecasts assume that about 2,100 townhouse units will be built in the City between 2004 and 2021.

Based on the historic trends and the proposed projects, it is reasonable to anticipate that townhouse development will be distributed roughly as follows:

- 50% of new townhouse units will be in Queensborough.
- 15% will be at projects in the Central-Western sector.
- 20% will be at projects in the Eastern Sector.
- 15% will be in Downtown.

Table 17
Estimated Distribution of New Townhouse Units per Year

	2004 to 2006	2006 to 2011	2011 to 2016	2016 to 2021	Total
Queensborough	55	50	55	60	990
Central-Western Sector	15	15	20	15	295
Eastern Sector	20	20	20	25	385
Downtown	15	15	20	15	295
Total (rounded)	105	100	115	115	1,950

4.5.3 *Distribution of Apartment Development*

Based on a review of multifamily development capacity, each of the four sub-areas has the potential to accommodate significant apartment growth, assuming redevelopment sites are available. Therefore, capacity should not constrain the distribution of new apartment units.

To allocate our forecasts of City wide apartment growth, we reviewed three indicators:

1. Trends in the distribution of the City’s total housing stock. Single detached housing has actually declined in the City since 1993, so any increase in housing is comprised primarily of apartment and townhouse units. Given that about 72% of new housing development over the past ten years has been apartment units and 8% townhouse units, the change in total housing units provides an indication of the distribution of new apartment units in the community. As outlined in Table 18, Downtown, Queensborough, and the Eastern Sector neighbourhoods each captured about 18% to 20% of the growth in housing units in the City between 1993 and 2003. The Central-Western Sector neighbourhoods captured over 40% of total housing growth. Most of this was located in the Uptown area, which captured 35% of the growth in the City’s housing stock. The figures for Queensborough likely overstate its share of apartment development, as this is the only area that would have experienced an increase in single detached houses since 1993. The figures for the other areas likely understate their share of apartment development.

Table 18
Share of Housing Stock Increase by Area, 1993 to 2003

	Share of Increase in Units
Downtown	18%
Queensborough	20%
Central-Western Sector	44%
Eastern Sector	18%
Total	100%

2. Data from Landcor Data Corporation indicating the location of new strata condominium units completed in the City from 1997 to 2003. This data indicates that new strata units were distributed as follows:

Table 19
Share of New Units by Area, 1997 to 2003

	Share of New Units
Downtown	50%
Queensborough	10%
Central-Western Sector	40%
Eastern Sector	0%
Total	100%

The lack of development in the Eastern Sector over the past few years is due to the limited supply of good quality development sites, not due to limited demand in this area. This area is poised to capture apartment growth when the Victoria Hill project proceeds.

3. The distribution of new apartment units implied by projects under construction or in the planning process. As outlined in Section 4.2, the distribution of apartment units at projects which are under construction or in the planning process is roughly as follows:

Table 20
Distribution of Planned Residential Units

	Share of Units
Downtown	35%
Queensborough	10%
Central-Western Sector	25%
Eastern Sector	30%
Total	100%

Overall, the Eastern Sector neighbourhoods clearly have potential to capture increasing shares of the City's total apartment development, as the Victoria Hill project provides a significant development opportunity in this area and the Sapperton SkyTrain station area could capture additional multifamily development.

Downtown will continue to capture a significant share of residential development as the two SkyTrain station areas have the potential to attract development and the plan for the Lower Twelfth Street area provides a new opportunity for multifamily residential growth in the City.

The Central-Western Sector (including Uptown and the Twenty-Second Street SkyTrain Station) will continue to attract significant housing development. However, given the increasing competition from Victoria Hill and the Lower Twelfth Street area, its overall share will likely decrease somewhat.

Given its more remote location relative to transit and major commercial areas, Queensborough will likely account for a relatively small share of the City’s apartment development.

We anticipate that apartment development will be distributed roughly as follows:

- 10% to Queensborough.
- 30% to the Central-Western Sector.
- 20% to the Eastern Sector.
- 40% to Downtown (including Lower Twelfth Street).

This would result in future apartment development as shown in Table 21.

Table 21
Estimated Distribution of New Apartment Units Per Year

	2004 to 2006	2006 to 2011	2011 to 2016	2016 to 2021	Total
Queensborough	60	55	65	65	1,100
Central-Western Sector	185	170	195	195	3,350
Eastern Sector	120	110	130	130	2,200
Downtown	245	225	260	260	4,450
Total	610	560	650	650	11,100

4.6 FLOORSPACE GROWTH AND LAND REQUIREMENTS

4.6.1 *Single Detached*

Our analysis assumes that roughly 90 to 100 acres of land in Queensborough is available for single detached development (about 60 or 70 net acres). This will accommodate all of the estimated 650 new houses in Queensborough.

4.6.2 *Townhouse*

We forecast total townhouse development of 1,950 units between 2003 and 2021. Assuming an average unit size of about 1,600 sq.ft., this will result in about 3.1 million

sq.ft. of new floorspace. At an average FAR of 0.8, this generates a land requirement for about 90 acres for townhouse development.

About half of this land requirement is anticipated to be vacant (or underdeveloped) land in Queensborough (see Section 4.5), so it will all be net new development. The remaining half is assumed to be existing single detached or low density commercial sites that are redeveloped.

4.6.3 Apartment

We forecast total apartment development of 11,100 units between 2003 and 2021. Assuming an average gross unit size of about 1,000 sq.ft., this will result in about 11.1 million sq.ft. of new floorspace. At an average FAR of 2.0 to 2.5 (assuming a mix of low-rise and high-rise buildings), this generates a land requirement for about 100 to 125 acres for apartment development.

About 10% of this land is anticipated to be vacant (or underdeveloped) land in Queensborough, so it will all be net new. The remaining 90% is assumed to be existing single detached or low density commercial sites in other parts of the City that are redeveloped.

4.7 SUMMARY

The overall outlook for net increase in the number of housing units is shown in Table 22.

Table 22
Summary of Residential Forecast, 2003 to 2021 (rounded)

	Downtown	Central-Western Sector	Eastern Sector	Queensborough	Total
Townhouse units	300	300	400	1,000	2,000
Apartment units	4,500	3,500	2,200	1,100	11,300
Single detached units (net new)	0	0	0	700	700
Total # of new units	4,800	3,800	2,600	2,800	14,000

As the real estate market in Greater Vancouver experiences cyclical spikes and downturns, actual rates of development will vary from year to year, but the long term outlook is for about 700 units per year on average. Note that about 200 units per year are expected in Queensborough, a relatively new growth area. This is one reason the forecasted rate of development is higher than historic trends.

For fiscal modeling purposes, we suggest New Westminster use scenarios that range between 600 to 800 units per year on average.

5.0 RETAIL AND SERVICE FORECASTS

5.1 EXISTING NEW WESTMINSTER RETAIL AND SERVICE MARKET

5.1.1 *Retail Development Patterns*

New Westminster's retail and service floorspace is concentrated in the following locations:

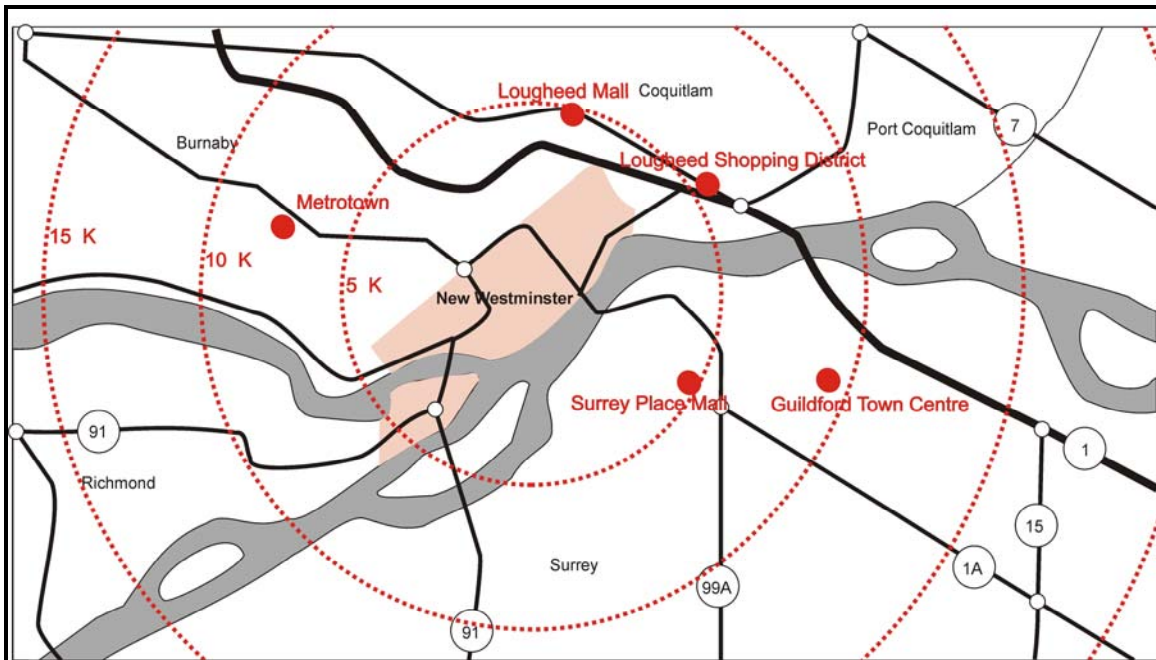
- Downtown includes about 40% of the City's retail and service space. Much of this space is concentrated along Columbia Street and Front Street. Downtown includes Westminster Quay, Army and Navy, and the Columbia Square shopping centre (anchored by an IGA and London Drugs), as well as a large concentration of restaurants, cafes, and smaller scale retail businesses. Downtown has been successful in attracting specialty retail and service businesses, such as a concentration of wedding gown boutiques, clothing stores, art and antique stores, gift shops, and jewellers.
- Uptown includes about 25% of the City's retail and service space, concentrated mainly along Sixth Street. The focus of this retail area is the Royal City Centre, which includes Zellers, Safeway, and Shoppers Drug Mart. The surrounding area includes a wide variety of shops and services.
- Sapperton includes about 15% of the City's retail and service space, concentrated primarily along Columbia Street East. This area includes mainly small scale retail and service businesses that serve the nearby residents plus a concentration of automotive-related businesses (sales and service).
- Until recently, Queensborough included very little retail and service space. However, a new shopping centre (Queensborough Landing) is under construction, which already includes a new 130,000 sq.ft. Wal-Mart. When completed, the entire centre will include about 420,000 sq.ft. of retail space. Including the new Wal-Mart,

Queensborough now accounts for just under 10% of the City’s retail and service space. This will increase as more stores are completed at the new centre.

- Retail and service development is also concentrated near McBride Boulevard and Eighth Avenue (including a Safeway and small Canadian Tire), along Twelfth Street, and along Twentieth Street.

New Westminster does not include a major regional shopping centre. However, its residents are served by the nearby regional shopping locations (see Map 4) in Burnaby (Metrotown and Lougheed Mall) and in Coquitlam (Pacific Reach and Lougheed Highway).

Map 4
Major Sub-Regional Shopping Areas Serving New Westminster



Source: City of New Westminster.

5.1.2 Major Retail Businesses in the Sub-region

The following major retailers are currently located (or will open soon) in New Westminster:

- Wal-Mart.
- Zellers.
- London Drugs.
- Army and Navy.
- Safeway.
- IGA.
- Canadian Tire (although this is a small store).
- Best Buy (which will open at Queensborough Landing)
- Home Outfitters (which will open at Queensborough Landing).

The City is also served by the following major retailers in nearby locations:

- Canadian Tire on Lougheed Highway.
- Real Canadian Superstore on Lougheed Highway.
- IKEA on Lougheed Highway.
- Office Depot on Lougheed Highway.
- Winners in Pacific Reach.
- Home Depot in Pacific Reach.
- Rona in Edmonds.
- Toys R Us on Lougheed Highway.
- Costco on Gaglardi Way.

The department stores at Metrotown (Superstore, Sears, The Bay) and Lougheed Mall (The Bay, Wal-Mart) are also conveniently located for New Westminster residents.

5.2 RETAIL AND SERVICE FLOORSPACE PER CAPITA

Retail and service space can be broadly categorized into two different groups:

- Regional and specialty-oriented space that tends to focus in town centres, major regional shopping locations, and other specialized shopping areas (e.g., public markets).
- Local and community oriented space. This space accommodates businesses that serve the day-to-day shopping needs of local residents, such as supermarkets, pharmacies, video rentals, hair salons, banks, service stations, cafes, restaurants, and other businesses that are often located in community-scale shopping centres, small neighbourhood centres, and along major streets.

This section examines indicators of the amount of each of these two types of retail and service space that is supportable in the Greater Vancouver Regional District and in New Westminster.

5.2.1 *GVRD Retail and Service Space per Capita*

Excluding Downtown Vancouver, we estimate that there is about 41 sq.ft. of retail and service space per capita in the GVRD. Downtown is excluded for this calculation because Downtown retailers attract a substantial volume of tourist spending (including BC residents outside the GVRD) and also draw from the entire region because of the concentration of specialized stores. The “excluding Downtown” ratio is a good indicator of the retail space that can be supported in sub-regional trade areas.

This ratio is fairly consistent across all of the major sub-regions as shown in Table 23.

Table 23
Estimated Sub-regional Retail and Service Space per Capita

	Estimated Retail and Service Space per Capita
Burrard Peninsula (includes New Westminster)	43 sq.ft.
Northeast Sector	36 sq.ft.
North of Fraser	36 sq.ft.
South of Fraser	41 sq.ft.
Richmond	45 sq.ft.
North Shore	31 sq.ft.
GVRD Total	41 sq.ft.

Source: Coriolis Consulting based on BC Assessment Authority data.

Notes: Burrard Peninsula excludes space in Downtown Vancouver.

5.2.2 *Local and Community-Oriented Retail Space*

Excluding the retail and service space in Downtown Vancouver, the Regional Town Centres, and at regional shopping locations, we estimate that there is about 22 sq.ft. of retail and service space per capita in the GVRD. This space tends to serve the day-to-day shopping needs of GVRD residents and is located in community and neighbourhood shopping centres, street front retail locations, and scattered commercial areas throughout the region. This portion of the retail inventory tends to be distributed geographically almost identically to the distribution of population at the community level.

Based on work we have completed in other locations, most communities can support at least 15 to 20 sq.ft. per capita of local or neighbourhood-oriented retail and service space.

5.2.3 *New Westminster Retail and Service Floorspace*

The total inventory of occupied retail and service floorspace in the City of New Westminster as of 2003 was 2,472,753¹ sq.ft., or about 41.6 sq.ft. per capita. Table 24 summarizes the City's occupied retail and service space by sub-area and type.

¹ Including the new Wal-Mart at Queensborough Landing, but not the other planned stores at this project.

Table 24
Occupied Retail and Service Space, 2003 (figures in sq.ft.)

	Downtown	Queensborough	Sapperton	Uptown	West End	Total
Retail Trade	441,529	141,035	63,962	423,912	38,170	1,108,608
Personal Services	196,872	9,506	36,045	198,001	22,055	462,479
Commercial	119,202	3,967	25,424	36,883	29,749	215,225
Service Station	4,076	-	6,289	6,086	3,994	20,445
Auto Sales and Service	187,320	30,752	116,447	45,168	99,503	479,190
Funeral Homes	-	-	-	11,429	-	11,429
Trade and Repair	16,454	23,730	92,091	10,134	32,968	175,377
Total sq.ft.	965,453	208,990	340,258	731,613	226,439	2,472,753

Source: City of New Westminster.

The overall GVRD average is about 41 sq.ft. of retail and service space per capita (excluding Downtown), so New Westminster is very close to the regional average, even though New Westminster does not include a major regional shopping centre. New Westminster's ratio will increase somewhat in the short term as the planned stores at the new Queensborough Landing shopping centre are built.

Although New Westminster does not include a major regional shopping centre, the City's overall occupied space per capita ratio indicates that:

- New Westminster is retaining a relatively high share of the retail spending by its trade area residents.
- The City draws retail and service spending from residents of nearby areas, such as South Burnaby and East Richmond.
- New Westminster is successful in attracting specialty retailers, such as the agglomeration of wedding boutiques along Columbia and the businesses at Westminster Quay.
- The large concentration of employment in institutional and office space in New Westminster helps draw retail and service spending into the community.
- The SkyTrain stations help draw retail and service spending into the community.

5.3 RETAIL FLOORSPACE TRENDS IN NEW WESTMINSTER

Table 25 summarizes the change in occupied retail and service space in the City between 1993 and 2003 by geographic location.

Table 25
Change in Occupied Retail and Service Space, 1993 to 2003 (figures in sq.ft.)

	Downtown	Queensborough	Sapperton	Uptown	West End	Total
Retail Trade	17,881	131,505	(2,498)	(92,075)	6,469	61,282
Personal Services	(4,070)	(54)	7,552	11,541	(4,815)	10,154
Commercial Recreation	39,111	2,790	19,507	5,750	2,210	69,368
Service Station	0	(1,560)	(7,240)	2,057	0	(6,743)
Auto Sales and Service	(18,408)	(4,495)	19,967	8,492	11,724	17,280
Funeral Homes	0	0	0	0	0	0
Trade and Repair	(3,286)	(6,761)	30,116	(14,844)	14,832	20,057
Total sq.ft.	31,228	121,425	67,404	(79,079)	30,420	171,398

Source: Floorspace data provided by the City of New Westminster.

Table 25 shows that occupied retail and service space in the City grew by about 171,000 sq.ft. over the ten year period. The City's population grew by about 12,429 over the same time frame, so occupied space grew by about 14 sq.ft. per additional resident. This is much lower than the existing overall ratio of 41.6 sq.ft. per capita (see Table 26), which has resulted in a decline in space per capita over the past ten years or so.

Table 26
Change in Occupied Retail and Service Space Per Capita (figures in sq.ft.)

	1993	1998	2003
Occupied Retail and Service Space	2,301,355	2,359,084	2,472,753
Estimated Population	46,997	54,445	59,426
Space per Capita	48.97 sq.ft.	43.33 sq.ft.	41.61 sq.ft.

Space per capita in the City has probably declined due to a lack of sites suitable for large scale retail development rather than a lack of demand for new retail space.

5.4 POTENTIAL RETAIL GROWTH AREAS

There are two sites that have potential to accommodate a large concentration of new retail development:

- the remainder of the Queensborough Landing site, which is anticipated to accommodate about 290,000 sq.ft. of additional space (i.e. the total project size of about 420,000 sq.ft. less the 130,000 sq.ft. Wal-Mart that has already been constructed). About 59,000 of the 290,000 sq.ft. of remaining capacity at Queensborough Landing is already under construction or in the permitting process.
- the former Woodward's warehouse site at Brunette and Braid Street in the Brunette Creek area. This site is identified for Business Park use in the City's planning policies, but it is large enough that it may be able to accommodate a mix of uses.

Based on a review of the City's planning policies, the existing commercial locations are anticipated to accommodate the City's future retail and service growth. Other than the two sites mentioned above, there are no additional locations that have been identified to accommodate large scale retail and service development. Therefore, future retail and service development will likely need to be accommodated in the following general locations:

- Possibly within the Brunette Creek business park area if planning policies allow retail use along Brunette Avenue and Braid Street.
- Queensborough, mainly at the new Queensborough Landing project and also along Ewen Avenue.
- Downtown, through infill and redevelopment (although there is a limited amount of grade level capacity in attractive retail locations).
- Sixth Street in Uptown, through infill and redevelopment (although there is a limited amount of grade level capacity in attractive retail locations).
- Along Columbia Street East in Sapperton, through infill and redevelopment.

Other areas that could accommodate smaller scale retail development include Twentieth Street, Twelfth Street, Victoria Hill, and near the SkyTrain stations.

5.5 FORECASTS OF RETAIL AND SERVICE GROWTH

To forecast future retail and service growth in the City of New Westminster we applied an estimated supportable space per capita figure to projected population growth in the City.

To select an appropriate space per capita ratio, we considered the following:

1. New Westminster's existing ratio of retail and service space per capita is about 42 sq.ft. This is similar to the GVRD average (excluding Downtown). Maintaining this ratio over the long term implies that the City will:
 - Continue to increase its ability to draw retail and service spending from residents of nearby areas, such as south Burnaby and East Richmond.
 - Attract additional specialty retailers.
 - Increase the amount of employment in the City to draw additional retail and service spending into the community from employees.
 - Capture increased spending related to SkyTrain and transit passengers.
2. Between 1993 and 2003, occupied retail and service space grew by about 14 sq.ft. per additional resident. There is currently about 59,000 sq.ft. of additional space under construction or in the permitting process at Queensborough Landing. If this space is included, the incremental space per new resident was about 18.5 sq.ft. per capita. Most communities can support about 20 sq.ft. per capita of local or neighbourhood-oriented retail and service space. The incremental growth in New Westminster over the past ten years has been consistent with this figure.
3. Between 1993 and 2003, there were few (if any) sites available for large scale retail development, so the market for retail space has been supply constrained. The

remaining planned space at Queensborough Landing provides a short term opportunity for significant retail development.

Based on this review, the City could probably support a minimum of 18.5 sq.ft. per additional resident and a maximum of 42 sq.ft. per additional resident. Our evaluation suggests that a figure near the upper end of this range is achievable assuming development sites are available. Therefore, our forecasts assume that the City has the potential to attract about 40 sq.ft. of retail and service space per capita over the long term. This should be comprised of about 20 sq.ft. of space in local or community-oriented retail locations and 20 sq.ft. of space in regional or specialty retail areas.

Table 27 summarizes our forecast of overall occupied supportable retail and service space in the City to 2021.

Table 27
Projected Supportable Retail and Service Space in New Westminster (in sq.ft.)

	2006	2011	2021
New Westminster Population	63,500	70,000	84,000
Local or Community Retail Space (20 sq.ft. per capita)	1,270,000	1,400,000	1,680,000
Regional or Specialty Retail Space (20 sq.ft. per capita)	1,270,000	1,400,000	1,680,000
Total Supportable Retail and Service Space	2,540,000	2,800,000	3,360,000
Existing Retail and Service Space	2,472,753	2,472,753	2,472,753
Additional Supportable Retail and Service Space (rounded)	70,000	330,000	890,000

Our estimates of the potential for additional retail and service space in New Westminster are summarized in Table 28.

Table 28
Additional Supportable Retail and Service Space in New Westminster, (in sq.ft.)

	2003 to 2006	2003 to 2011	2003 to 2021
Locally oriented retail and service space	35,000	165,000	445,000
Regionally oriented and specialty retail and service space	35,000	165,000	445,000
Total additional supportable retail and service space	70,000	330,000	890,000

There are few locations in the City that have the potential to accommodate regionally-oriented retail and service development. The main candidate is the remaining land at Queensborough Landing, which should accommodate about 290,000 sq.ft. of the estimated potential demand of 445,000 sq.ft. of regionally-oriented space. It may be difficult to accommodate the remaining 155,000 sq.ft., as there are not any other sites designated for retail development that could accommodate a large scale retail development.

The 445,000 sq.ft. of local or community-oriented space will be spread throughout the City in the local and neighbourhood commercial areas, closely matching the distribution of population growth.

If lower forecasts of population growth are considered in any scenarios for fiscal modeling, the amount of new retail space would be correspondingly lower.

5.6 DISTRIBUTION OF RETAIL AND SERVICE GROWTH

5.6.1 *Local and Community Retail Space*

The additional local and community-oriented retail and service space that is supportable in the City should be distributed approximately commensurate with the distribution of future population growth. Based on the residential forecasts in Section 3.0, we anticipate that population growth (and therefore locally-oriented retail and service space) will be distributed roughly as follows:

Table 29
Distribution of Population Growth, 2003 to 2021

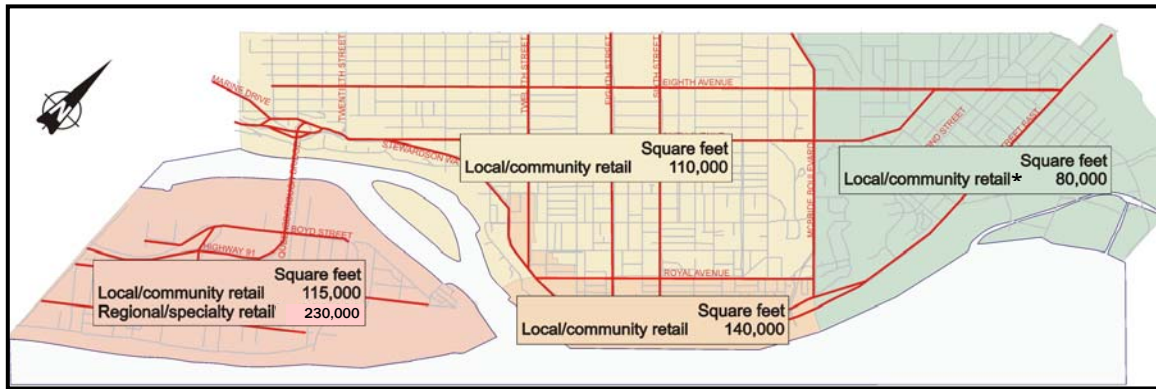
	Share of Population
Queensborough	26%
Central-Western Sector	24%
Eastern Sector	18%
Downtown	31%
Total (rounded)	100%

This would result in the 445,000 sq.ft. of additional local and community-oriented space being distributed as follows (see Map 5):

Table 30
Distribution of Local and Community Retail Space, 2003 to 2021 (in sq.ft.)

	Share	Locally-Oriented Space
Queensborough	26%	115,000
Central-Western Sector	24%	110,000
Eastern Sector	18%	80,000
Downtown	31%	140,000
Total (rounded)	100%	445,000

Map 5
Retail Development Forecast, 2003-2021



Source: City of New Westminster.
 Note *: Forecast indicates potential demand for an additional 155,000 square feet if land is made available.

5.6.2 Regional and Specialty Retail Space

Of the 445,000 sq.ft. of additional supportable regional and specialty retail space that is supportable, about 290,000 sq.ft. will be built at Queensborough Landing. About 59,000 sq.ft. of this 290,000 sq.ft. is already under construction, so there is potential for an additional 230,000 sq.ft. at Queensborough Landing. The remaining 155,000 sq.ft. could go to Brunette Creek if the City allows a large scale retail development on a site in this area. However, there are no sites currently designated for this type of development. There are no sites in the other sub-areas of the City that appear to be candidates for large scale retail development.

5.7 LAND REQUIREMENTS

5.7.1 Local and Community Retail Space

All of the local and community-oriented space outside of Queensborough will come from redevelopment and infill in existing commercial areas, so there is no new land requirement for this space. The estimated 115,000 sq.ft. of additional local and community-oriented space in Queensborough will likely be constructed at about 0.4 FAR, so it will require a land area of about 6.6 acres.

5.7.2 Regional and Specialty Retail Space

The estimated growth of 290,000 sq.ft. of regionally-oriented space in Queensborough will be built at the existing Queensborough Landing, so no additional land is required for this space.

The potential additional 155,000 sq.ft. of regional space would require a new commercial site in the Brunette Creek area. This space would be built at about 0.4 FAR, so the land requirement would be about 9 acres. If a site was identified that could also attract some of the local and community space required to serve the Eastern Sector, the site requirement would be larger.

6.0 OFFICE FORECASTS

This section forecasts office space growth in New Westminster for three different types of office space:

- Local or community-oriented office space. This space is occupied mainly by office tenants that serve the local community, such as medical services, real estate agents, insurance companies, travel agents, notaries, and law offices.
- Town Centre office space. This space is occupied mainly occupied by businesses that serve the broader sub-regional or regional market and that want the amenities and proximity to other firms that is offered by a high density, urban core area.
- Business park office space. This space is occupied by firms that require a high level of access to the region’s major road network, prefer building forms (e.g. very large floor plates) that are not available in high density cores, or that require a mix of office and other functions such as warehouse, research, or sales/service. The GVRD’s business parks have experienced substantial office growth over the past decade or so. Communities with sites suitable for business park development have attracted large shares of the regional office market.

6.1 EXISTING OFFICE SPACE IN NEW WESTMINSTER

New Westminster currently has about 1.3 million sq.ft. of occupied office space (excluding office space in government and institutional buildings). Table 31 summarizes office space in the City as of 2003.

Table 31
Occupied Private Office Space in New Westminster, 2003 (in sq.ft.)

	Downtown	Queensborough	Sapperton	Uptown	West End	Total
Professional & Administrative	180,417	-	105,374	253,836	22,908	562,535
Business Services	338,456	-	14,119	366,796	22,263	741,634
Total Office Space (sq.ft.)	518,873	-	119,493	620,632	45,171	1,304,169

Source: Based on floorspace data from the City of New Westminster.

The City's office space is primarily concentrated in three locations:

- The Uptown commercial area accounts for almost 50% of the City's occupied office space. This commercial area has been the focus of most of the new office construction in the City over the past several years and includes a substantial amount of office space for financial institutions (Royal Bank and Westminster Savings). This area also includes medical offices, legal offices, insurance companies, investment firms, accountants, real estate firms, architects, and a variety of other office tenants.
- Downtown includes close to 40% of the City's occupied office space. The area includes a significant amount of space occupied by law firms and title search companies, a large concentration of private educational firms, accountants, medical related businesses, financial institutions, insurance companies, real estate firms, and a variety of other office users, including the Buy and Sell head office.
- Sapperton accounts for almost 10% of the City's office space. Almost all of this space is medical related, as this area includes Royal Columbian Hospital.
- There are minor amounts of office space scattered throughout the remainder of the City.

New Westminster does not have any business park office space.

6.2 OFFICE SPACE PER CAPITA INDICATORS

Excluding office space in Downtown Vancouver, we estimate that there is about 22 sq.ft. of office space per capita in the GVRD. The ratio varies widely across the major sub-regions from a low of about 8 sq.ft. per capita in the Northeast Sector and Surrey/Langley to a high of about 38 sq.ft. per capita in Richmond.

If all of the office space in Downtown, the Regional Town Centres, and the major light industrial and business parks is excluded, there is roughly 8 sq.ft. per capita. This space

is occupied mainly by office tenants that serve the local community, such as medical services, real estate agents, insurance companies, travel agents, notaries, and law offices.

New Westminster currently has about 1.3 million sq.ft. of occupied office space (excluding office space in government and institutional buildings), or about 22 sq.ft. per capita, similar to the regional average (excluding Downtown space). New Westminster's office space per capita ratio indicates that it draws a wide variety of office tenants that have a regional or sub-regional orientation. Examples include the Royal Bank, medical tenants around Royal Columbian Hospital, the Buy and Sell, and Westminster Savings Credit Union.

6.3 OFFICE DEVELOPMENT TRENDS

New Westminster's occupied office space increased from about 1.0 million sq.ft. to 1.3 million sq.ft. between 1993 and 2003, or by about 30,000 sq.ft. per year on average. Table 32 summarizes the change in occupied floorspace in the City by location.

Table 32
Change in Occupied Private Office Space in New Westminster 1993 to 2003 (sq.ft.)

	Downtown	Queensborough	Sapperton	Uptown	West End	Total
Professional & Administrative	17,813	0	31,394	42,282	(58)	91,431
Business Services	13,045	(730)	(9,070)	206,401	6,875	216,521
Change in Total Occupied Sq. Ft.	30,858	(730)	22,324	248,683	6,817	307,952

Source: Based on floorspace data from the City of New Westminster.

This data shows that most of the increase in occupied space has occurred in Uptown, with smaller increases in Downtown and Sapperton. We also examined the change in floorspace by type of business between 1993 and 2003. Over this time frame, the medical, administration, marketing, and private education sectors accounted for over 80% of the growth in occupied office space.

Between 1993 and 2003, occupied office space in New Westminster increased by about 24 sq.ft. per additional resident.

Table 33 summarizes the trend in office space per capita in New Westminster between 1993 and 2003.

Table 33
Change in Occupied Office Space Per Capita

	1993	1998	2003
Occupied Office Space	996,217	1,191,795	1,304,169
Estimated Population	46,997	54,445	59,426
Office Space per Capita	21.2 sq.ft.	21.9 sq.ft.	21.9 sq.ft.

6.4 REVIEW OF BUSINESS PARK TRENDS

Over the past decade or so, business parks have accounted for more of the GVRD's office growth than the Regional Town Centre locations. Most of the business park growth has occurred in locations that offer convenient vehicular access to the regional highway system, such as Burnaby and Richmond.

Business park projects typically offer space in a campus setting, with significant amounts of surface parking and the ability for a firm to expand within the same project.

New Westminster has not captured any of the office growth in suburban business parks due to a lack of vacant sites suitable for this form of development. Because New Westminster does not have an established business park market, we examined trends in the Burnaby office market. New Westminster and Burnaby are geographically close and many firms could consider the two municipalities as substitutes if suitable space was available. Therefore, if a business park was developed in New Westminster it would compete primarily with the existing and planned projects in Burnaby and possibly East Vancouver. Coquitlam could also be considered as potential competition for New Westminster, but Coquitlam also lacks business park sites that are attractive for office development.

Based on data from Colliers, we estimate that growth in occupied business park space in Burnaby totalled about 2.7 million sq.ft. between mid 1995 and mid 2004, or an average of about 300,000 sq.ft. per year over the entire time frame. Data from Royal LePage

indicates that Burnaby's business park space grew by about 3.0 million sq.ft. between 1991 and 2001, also an average of about 300,000 sq.ft. per year.

The high quality business park office space near New Westminister is all located in Burnaby in five main locations:

- Lake City Industrial Park. Portions of this large industrial park have been redeveloped as modern business park projects in recent years, accommodating tenants such as PMC Sierra. Lake City is located just east of the Holdom area and is expected to continue its evolution into a high quality business park location over the long term.
- Glenlyon and nearby locations, such as Marine Way Business Park. Glenlyon Business Park is a planned 2.5 million sq.ft. business park under development by Canada Lands Corporation. The park includes businesses such as Ballard Power Systems and Best Buy/Future Shop.
- Discovery Place (BCIT). Discovery Place is an 80 acre business park developed by Discovery Parks Incorporated across Willingdon Avenue from BCIT. The park includes businesses such as Electronic Arts, Pacific Blue Cross, and Creo Products. There are only a few sites left for development in this location.
- Canada Way/Willingdon area. The Canada Way/Willingdon area includes one of the largest concentrations of office space in Burnaby, spread across a few different projects, including Willingdon Park by Slough Estates and Canada Way Business Park, as well as several stand-alone office projects. Businesses in this area include Dominion Directories, IBM, BCAA, and Telus. This area is located just south of the Holdom area and has several sites that could be developed for additional office space.
- Bridge Business Park. Bridge Business Park is a relatively new business park located at Boundary Road and Lougheed Highway, just west of the Holdom area. The business park includes a mix of office, retail, and service businesses in high quality buildings. This business park is fully developed.

These locations have the following characteristics that help attract firms interested in a business park location:

- Convenient access to the major highway in the region (Highway 1).
- The ability to accommodate firms with future expansion requirements.
- Large amounts of surface parking.
- A geographically central location, offering reasonable commuting times to many residential areas.
- Large development lots allowing buildings with large floor plates.

6.5 POTENTIAL OFFICE GROWTH AREAS IN NEW WESTMINSTER

Based on a review of the City's planning policies, future office development can be accommodated in Uptown, Downtown, and in neighbourhood commercial areas such as Sapperton and possibly Queensborough.

In addition, there are two locations that have potential to attract office users that are interested in office space in a business park location:

- The Brunette Creek area is identified for business park use. This area offers convenient access to Highway 1 and is served by the Braid Street SkyTrain station. There is very little vacant land in this area, but many of the existing industrial buildings are older and developed at low densities, so there are likely opportunities for redevelopment to higher density business park use.
- Some land to the east and south of the new Queensborough Landing shopping centre are designated for business park use. These properties are currently used for industrial purposes, but most of the sites include older low density buildings that could be redeveloped over time. This location provides access to Highway 91 and is near Annacis Island and East Richmond, which both include significant business parks.

6.6 NEW WESTMINSTER OFFICE FORECASTS

6.6.1 *Local and Community Office Space*

To forecast future growth in local and community-oriented office space, we examined two indicators:

1. In the entire GVRD, we estimate that there is about 8 sq.ft. of office space per capita outside of Downtown, the Broadway corridor, the Regional Town Centres, and the major light industrial and business parks.
2. Based on previous work we have completed, locations that only include office tenants serving the local neighbourhood tend to have about 5 to 8 sq.ft. of office space per capita.

Overall, New Westminster will likely support about 8 sq.ft. of local or community-oriented office space per capita. Applying this figure to expected population growth in the City results in occupied office space growth of about 196,500 sq.ft. by 2021 as shown in Table 34.

Table 34
Projected Occupied Local Office Space in New Westminster (in sq.ft.)

	2003 to 2006	2006 to 2011	2011 to 2021	Total 2003 to 2021
New Westminster Population Growth	4,074	6,500	14,000	24,574
Growth in Local or Community Office Space (rounded)	32,500	52,000	112,000	196,500

There is currently about 200,000 sq.ft. of vacant office space in New Westminster. Therefore, some of the projected growth in occupied space can be accommodated in existing vacant space.

The forecast for this type of office space would be lower if the rate of population growth is lower than the forecast.

6.6.2 *Town Centre Office Space*

New Westminster's occupied office space per capita is currently 22 sq.ft. per capita. This figure remained fairly stable between 1993 and 2003. We estimate that about 8 sq.ft. of this ratio is local or community-oriented office space, so it is clear that New Westminster has been successful in attracting a share of the regional office market.

Between 1993 and 2003, New Westminster's occupied office space increased by about 300,000 sq.ft. We estimate that about 100,000 sq.ft. of this growth was attributable to population growth (about 12,500 additional people at 8 sq.ft. per capita). Therefore, regionally-oriented office growth totalled about 200,000 sq.ft., or 20,000 sq.ft. per year on average.

To determine whether this historic trend is likely to change in the foreseeable future, we considered the following factors:

- New Westminster's access via SkyTrain has improved with the opening of the Millennium line. This will increase the City's attractiveness for some firms.
- Royal Columbian hospital will continue to attract related businesses to the City.
- The local population will increase significantly over the next two decades. Some of the new residents will be business owners interested in office space in the City.
- There are no plans in the nearby Regional Town Centres (Metrotown, Whalley, Coquitlam) that suggest sub-regional competition will increase.
- As Downtown and Uptown's retail space and residential inventory grow, both areas will become more interesting office locations.

On balance, New Westminster should continue to attract an average of about 20,000 sq.ft. of additional regionally-oriented office space each year. However, it is important to note that this segment of the office market can be dramatically affected by the decisions of one or two major regional office tenants.

Regional office space growth should total about 360,000 sq.ft. between 2003 and 2021 as shown in the Table 35.

Table 35
Projected Occupied Town Centre Office Space in New Westminster (in sq.ft.)

	2003 to 2006	2006 to 2011	2011 to 2021	Total 2003 to 2021
Growth in Regional and Town Centre Office Space	60,000	100,000	200,000	360,000

Some of the projected growth in occupied space can be accommodated in existing vacant space.

6.6.3 Business Park Office Space

Based on historic trends, we anticipate that future demand for business park office space will average about 300,000 sq.ft. per year in the Burnaby/New Westminister area. Most of this demand will continue to go to Burnaby, as it has several locations that are well positioned to capture additional business park demand, including Glenlyon, Lake City, Holdom, and Willingdon/Canada Way. In addition, there are sites near Boundary Road and Lougheed Highway that could attract business park development.

However, if suitable sites are available, New Westminister could compete for a portion of the estimated sub-regional demand.

We estimate that the business parks that have captured a high share of office development in Burnaby (Lake City, Discovery Park, Willingdon Park, Canada Way, Glenlyon) have each captured about 10% to 25% of total sub-regional business park demand.

We would expect New Westminister to have the potential to capture between 10% and 15% of the Burnaby and New Westminister business park office market. Therefore, total potential business park demand is likely in the range of 30,000 to 45,000 sq.ft. per year on average. This is equivalent to total potential demand in the range of 540,000 sq.ft. to 810,000 sq.ft. over the entire forecasting period from 2003 to 2021.

Over the long term there will likely be redevelopment sites available in New Westminster to accommodate this estimated demand. For example, the former Woodward’s warehouse and distribution centre site at Braid Street and Brunette Avenue is a strong candidate for redevelopment to high quality business park space. The site is roughly 38 acres and could accommodate 1.2 million sq.ft. of business park space if fully redeveloped at 0.75 FAR.

Table 36 summarizes potential business park office space growth in New Westminster.

Table 36
Projected Business Park Office Space in New Westminster (in sq.ft.)

	2003 to 2011	2011 to 2021	Total 2003 to 2021
Growth in Sub-regional Business Park Office Space (rounded)	2,400,000	3,000,000	5,400,000
Growth in New Westminster Business Park Office Space (rounded) at a market share of 10% to 15% of sub-regional demand	240,000 to 360,000	300,000 to 450,000	540,000 to 810,000

6.7 GEOGRAPHIC DISTRIBUTION OF FUTURE OFFICE GROWTH

6.7.1 Local and Community Office Space

The additional local and community-oriented office space that is supportable in the City should be distributed approximately commensurate with the distribution of future population growth. Based on the forecasts in Section 3.0, we anticipate that population growth (and therefore locally oriented retail space) will be distributed roughly as follows:

Table 37
Distribution of Population Growth, 2003 to 2021

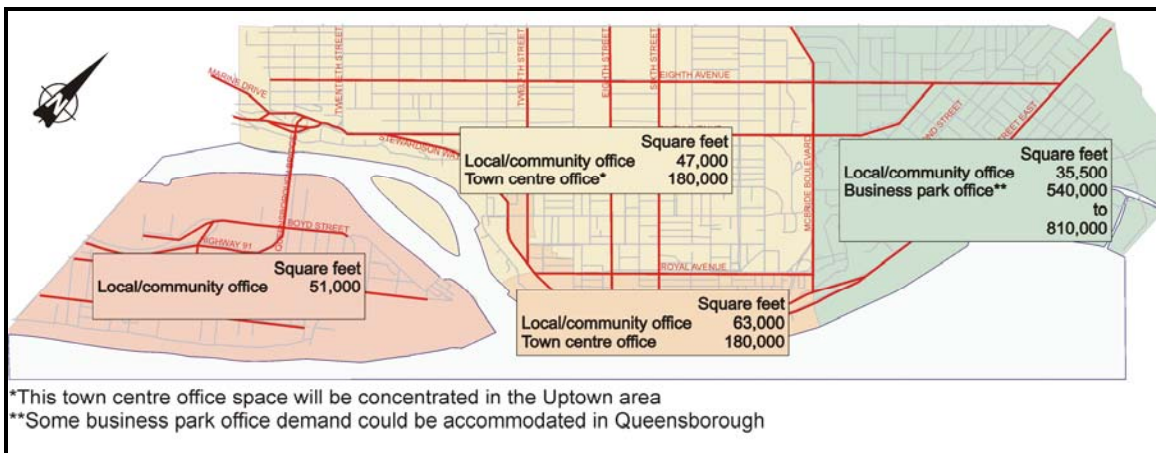
	Share of Population
Queensborough	26%
Central-Western Sector	24%
Eastern Sector	18%
Downtown	31%
Total (rounded)	100%

This would result in the 196,500 sq.ft. of additional local and community-oriented office space being distributed as follows (see Map 6):

Table 38
Distribution of Local and Community Office Space Growth, 2003 to 2021 (in sq.ft.)

	Share	Local/Community Oriented Space
Queensborough	26%	51,000
Central-Western Sector	24%	47,000
Eastern Sector	18%	35,500
Downtown	32%	63,000
Total (rounded)	100%	196,500

Map 6
Office Development Forecast, 2003-2021



Source: City of New Westminster.

6.7.2 Regional and Town Centre Office Space

The 360,000 sq.ft. of additional supportable regional office space that is supportable will be divided between Uptown and Downtown. Over the past ten years, Uptown has captured about 90% of the office growth in these two locations. However, over the long term we would expect office space to be distributed more evenly between these two locations, as Downtown has very good transit access, it offers an attractive physical setting (proximity to the river, heritage character) not available in other GVRD town centres, it includes significant institutional space, and the nearby area will experience substantial local population growth. Over the long term, we would expect each sub-area

to attract roughly 50% of the forecasted growth in regional and town centre office space, resulting in an office space distribution as follows:

Table 39
Distribution of Regional Office Space Growth, 2003 to 2021 (in sq.ft.)

	Share	Regional/Town Centre Space
Central-Western (Uptown)	50%	180,000
Downtown	50%	180,000
Total (rounded)	100%	360,000

6.7.3 Business Park Office Space

Projected business park office space growth could potentially go to one of two locations:

- The Brunette Creek area. This area offers convenient access to Highway 1 and is served by the Braid Street SkyTrain station.
- Queensborough, where lands to the east and south of the new Queensborough Landing shopping centre are designated for business park use. This location provides access to Highway 91 and is near Annacis Island and East Richmond, which both include significant business parks.

We think that the strongest candidate of these two locations for business park development in the foreseeable future is the Brunette Creek area. It offers excellent access to the regional highway system and is well served by transit. It also includes sites that are very good candidates for business park development, such as the former Woodward's distribution facility. Over the forecasting period, we anticipate that the Brunette Creek area will be the focus of business park office space in New Westminster between 2004 and 2021. Therefore, we estimate that the Brunette Creek area will experience business park office growth in the range of 540,000 sq.ft. to 810,000 sq.ft. between 2004 and 2021, assuming land is made available and necessary improvements to access are made.

6.8 LAND REQUIREMENTS

6.8.1 Local and Community Office Space

All of the local and community-oriented office space outside of Queensborough will come from redevelopment and infill in existing commercial areas, so there is no new land requirement for this space. The estimated 51,000 sq.ft. of additional local and community-oriented office space in Queensborough could be accommodated on upper floors of new retail and service buildings, so it is included in the estimated land requirements provided for retail and service growth in Queensborough.

6.8.2 Regional and Town Centre Office Space

All of the regional and town centre office space will come through redevelopment and infill in the existing Downtown and Uptown commercial areas, so no additional commercial land should be required.

6.8.3 Business Park Office Space

The 540,000 to 810,000 sq.ft. of business park office space growth will come through redevelopment of existing industrial sites in the Brunette Creek area. This space will likely be developed at about 0.75 FAR, so the land requirement for this office space will be about 17 to 25 acres.

7.0 INDUSTRIAL FORECASTS

7.1 EXISTING INDUSTRIAL LOCATIONS IN NEW WESTMINSTER

Industrial space in New Westminster is concentrated in three different locations:

- Queensborough includes about 1.0 million sq.ft. of industrial space. Much of this is occupied by heavy industrial uses, such as companies in the forest products sector, and is developed at low densities. In the long term, there may be redevelopment opportunities for these sites if the companies relocate. However, there are no signs that the heavy industrial users will relocate in the foreseeable future.
- The West End industrial area includes about 1.0 million sq.ft. of space. Much of this land is occupied by heavy industrial uses, such as Scott Paper which has a large facility in this area. The large heavy industrial users in this area are assumed to remain throughout the forecast period.
- The Brunette Creek industrial area located at the eastern end of the City includes about 2.1 million sq.ft. of floorspace. Many of the sites in this area are developed with older buildings at relatively low densities, some sites are used for outdoor storage, and a few sites are vacant. This area includes a mix of light and heavy industrial businesses.

Small amounts of industrial space are also located in Downtown and Uptown.

7.2 OPPORTUNITIES FOR ADDITIONAL DEVELOPMENT IN NEW WESTMINSTER

There are three potential opportunities for growth in the New Westminster industrial market in the long term:

1. Development of remaining vacant lands. We identified about 15 acres of vacant industrial land in the City, including 9 acres in the West End (adjacent to Scott Paper)

and about 6 acres in the Brunette Creek area (at Braid Street). However, if the Braid Street lands are developed for business park use, they will not be available for light industrial development.

2. Redevelopment of heavy industrial sites if existing users relocated. However, currently there are no signs that the heavy industrial businesses in the City are planning to relocate, so this is not an opportunity in the foreseeable future.
3. Redevelopment of older light industrial buildings that are currently developed at relatively low densities. Many of the light industrial buildings in the City are built at fairly low densities, so these could be candidates for densification over time. However, most of the existing facilities appear to be functional, so redevelopment is likely a longer term prospect. When these sites are redeveloped it is highly likely that the owners will be interested in higher value uses, such as business park or possibly residential (if permitted).

A detailed site-by-site analysis of the existing light industrial buildings in the City could identify buildings that are functionally or economically obsolete and are candidates for light industrial redevelopment to higher densities. However, based on our review, the main opportunities for light industrial growth are the existing vacant lands in the City.

Overall, it appears that New Westminster will not be able to accommodate much light industrial growth during the forecasting period. There is not likely to be any increase in the amount of heavy industrial land.

7.3 TRENDS IN THE LIGHT INDUSTRIAL MARKET

We reviewed trends in light industrial floorspace for the sub-region that includes New Westminster, Burnaby, and Coquitlam. All three municipalities offer good quality, light industrial land in close proximity, so the three locations tend to function as one large market.

Table 40 shows how the light industrial floorspace inventory has grown based on information from Royal LePage.

Table 40
Light Industrial Space Growth, 1999 to 2004 (in sq.ft.)

	1999	2004	Change
New Westminster	4,365,230	4,357,230	-8,000
Burnaby	23,869,805	24,246,762	376,957
Coquitlam	5,051,007	6,275,593	1,224,586
Total	33,286,042	34,879,585	1,593,543

Source: Royal LePage.

This indicates that the growth in the total amount of industrial floorspace in New Westminster, Burnaby, and Coquitlam was about 1.6 million sq.ft. between 1999 and 2004, or about 320,000 sq.ft. per year on average. New Westminster did not experience any growth over this time frame, as it does not have a supply of vacant light industrial land. Both Burnaby and Coquitlam have had large inventories of vacant industrial land available for development over the past several years.

7.4 OUTLOOK FOR LIGHT INDUSTRIAL DEMAND IN NEW WESTMINSTER

Combined, New Westminster, Burnaby, and Coquitlam make up one of the largest light industrial markets in the GVRD. New Westminster has seen very little growth in its industrial market in recent years, due to a lack of vacant sites suitable for additional light industrial development. If suitable sites are available, New Westminster could compete for a portion of the demand that has historically gone to Burnaby and Coquitlam. However, our review of land availability indicates that New Westminster will continue to have a very limited supply of sites that are industrial development candidates.

7.5 FORECAST OF LIGHT INDUSTRIAL DEVELOPMENT IN NEW WESTMINSTER

In the foreseeable future, additional light industrial development in the City will be focused on the small amount of vacant land in the City. The 15 acres of existing vacant

land we identified could accommodate about 325,000 sq.ft. of additional light industrial space (at 0.5 FAR).

Over time, we would expect redevelopment and densification to also occur on the existing industrial sites that are underutilized. However, opportunities for infill and redevelopment will depend primarily on decisions by existing industrial businesses to close or relocate. Some sites may be redeveloped for uses other than light industrial (such as business park), so the amount of industrial development over the long term is difficult to predict.

7.6 DISTRIBUTION OF FUTURE LIGHT INDUSTRIAL GROWTH

Industrial growth will be focused on the two vacant sites we identified. Brunette Creek (Eastern Sector) could accommodate about 125,000 sq.ft. of new space. The site adjacent to Scott Paper (Central-Western Sector) could accommodate about 200,000 sq.ft. of new space.

8.0 INSTITUTIONAL FORECASTS

8.1 EXISTING INSTITUTIONS

New Westminster has a substantial amount of space occupied by a variety of institutions, including:

- Douglas College, which has its main campus in Downtown New Westminster.
- The Justice Institute of BC.
- West Coast College of Massage Therapy, one of three training institutes in BC for registered massage therapists.
- Royal Columbian Hospital, a major regional hospital.
- School District #40, which currently operates nine elementary schools, two middle schools, and one high school in New Westminster.

8.2 FLOORSPACE TRENDS

Table 41 summarizes trends in the total amount of institutional space in New Westminster between 1993 and 2003.

Table 41
Growth and Distribution of New Westminster Institutional Space (in sq.ft.)

	Downtown	Queensborough	Sapperton	Uptown	West End	Total
1993	1,467,533	88,159	1,445,754	949,213	136,300	4,086,959
1994	1,462,858	88,159	1,461,423	965,756	140,390	4,118,586
1995	1,482,652	88,159	1,627,008	976,298	140,774	4,314,891
1996	1,487,067	88,159	1,632,547	971,069	164,421	4,343,263
1997	1,480,899	93,534	1,688,285	996,560	165,607	4,424,885
1998	1,523,773	99,220	1,701,513	1,012,537	164,249	4,501,292
1999	1,539,188	94,550	1,711,425	1,006,433	155,578	4,507,174
2000	1,550,727	94,550	1,712,483	1,059,067	142,479	4,559,306
2001	1,469,890	94,550	1,727,288	1,058,661	158,834	4,509,223
2002	1,465,114	92,742	1,743,974	1,060,538	162,007	4,524,375
2003	1,477,366	134,105	1,687,945	1,052,721	184,432	4,536,569

Source: City of New Westminster.

Over this time frame, institutional space in the City increased by about 450,000 sq.ft. The growth was concentrated in Sapperton and Uptown. Total floorspace may decline in the short term due to the closing of Woodlands and St. Mary's Hospital.

Over half of the growth in floorspace was due to increased school space in Queensborough and Glenbrooke (included in the Sapperton statistical area above). Another significant increase was due to expansion of the Justice Institute (in the Uptown statistical area).

8.3 DISCUSSIONS WITH MAJOR INSTITUTIONS

We contacted representatives of Douglas College, the Justice Institute, School District #40, and the Fraser Health Authority to discuss expansion plans for the institutions.

- Douglas College is currently adding 25,000 sq.ft. of floorspace to its campus at 700 Royal Avenue (the site is 6.2 acres). It also purchased a 30,500 sq.ft. site at Royal Avenue and Eighth Street for future expansion. However, the timing and size of the expansion at this site is not certain.
- School District #40 indicated that its existing facilities will be over-crowded if new space is not added. While enrolment is generally on the decline in BC, it is increasing in New Westminister.

School District #40 has plans to re-build the New Westminister Secondary School at its existing site. The proposed new Secondary School would be about 200,000 sq.ft. A new middle school with capacity for 725 students is also being considered for a portion of the site. Both are planned to be constructed between 2007 and 2009. Other potential plans include the redevelopment of Robson Elementary school, a new small elementary school at the Woodlands site, and a new school in Queensborough.

School District #40 requires additional school space, but it is very difficult for the District to acquire land in the City as vacant land is scarce.

- The Justice Institute's main campus is located at Seventh Avenue and McBride Boulevard. The facility includes about 170,000 sq.ft. of space on a 12.1 acre site.
- Fraser Health Authority. Royal Columbian Hospital is approximately 800,000 sq.ft. In addition, the Health Authority operates several other facilities in the city.

8.4 OUTLOOK FOR INSTITUTIONAL SPACE GROWTH

The main drivers of institutional space growth in New Westminster over the foreseeable future will likely be:

- Increasing overall population in the City. The City's population is projected to grow by about 40% between 2003 and 2021. This will create demand for a wide range of institutions, such as schools, health care facilities, churches, daycare, community centres, recreation centres, and local government buildings.
- Increasing student enrolment, which should create need for additional classroom space. The 5 to 19 year age group is anticipated to grow by about 26% between 2001 and 2021, although almost all of this growth is expected to occur between 2001 and 2011. This will create a requirement for additional school space in the community. There is currently about 1.3 million sq.ft. of school space in the City. If this increased by 26% to accommodate the potential enrolment increase, an additional 340,000 sq.ft. of school space could be needed. Part of this additional demand would be accommodated by the planned replacement of New Westminster Secondary School and the planned new middle school.
- An aging population will likely create increasing demand for health care. The 70 and over age group is anticipated to grow by over 43% between 2001 and 2021. Growth in the older age groups should increase the need for medical services space, including institutional space.

8.5 FORECAST OF INSTITUTIONAL GROWTH

Institutional growth is dependent on a variety of factors that are difficult to predict, including government priorities, funding, strategic planning for each institution, and opportunities for growth in alternate locations. In addition, institutional growth can be very “lumpy” as one new institution in a City can represent a very large change in total floorspace.

Population growth will create demand for additional institutional space in the community and region-serving institutions are likely to grow. Based on available information, the following increases in institutional space in New Westminster are expected:

- There will likely be minor expansions to the Justice Institute.
- Douglas College will likely undergo a minor expansion on the site it recently purchased.
- School District #40 will replace (and renovate) some existing schools and expand or build new schools to accommodate increasing enrolment.
- The Fraser Health Authority will likely develop new facilities to meet increased demand for health services due to an aging population.

APPENDIX A: PROJECTS IN PROCESS

BUILDING PERMIT ISSUED / UNDER CONSTRUCTION

Address	Location	Project Type				Category	Residential Units	Commercial Sq. Ft.	Institutional Sq. Ft.
		Residential	Institutional	Commercial	Mixed Use				
1500 Quayside Drive	Downtown	Residential				n/a	237		
25 Eighth Avenue East	Eastern Sector	Residential					67		
302 Sixth Street	Eastern Sector	Residential		Commercial	Mixed Use		44	3,000	
Thompson's Landing Phase Four 1400 South Dyke Rd.	Queensborough	Residential				Townhouses	109		
1010 Ewen Avenue	Queensborough	Residential				Townhouses	68		
600 Salter Street	Queensborough	Residential				Townhouses	57		
913-927 Ewen Avenue and 311 Howes Street	Queensborough	Residential				Townhouses	154		
815 First Street	Central-Western Sector	Residential				n/a	12		
615 Hamilton Street & 740 and 760 Sixth Street	Central-Western Sector	Residential		Commercial		n/a	110	4,400	
180 Sixth Street	Central-Western Sector	Residential				Townhouses	29		
Lot 14 - Terry Hughes	Central-Western Sector	Residential				Townhouses & Apartments	42		
228 Sixth Street	Central-Western Sector	Residential				Apartments/Hotel			
700 Royal Avenue			Institutional						25,000
838 Twentieth Street				Commercial				4,800	
330 Columbia Street East			Institutional						5,500
485 Columbia Street East				Commercial				6,100	
TOTAL							929	18,300	30,500

ZONING PLANNING ISSUES RESOLVED: BUILDING PERMIT APPLICATION PENDING

Address	Location	Project Type				Category	Residential Units	Commercial Sq. Ft.	Institutional Sq. Ft.
		Residential	Institutional	Commercial	Mixed Use				
611 Carnarvon Street	Downtown	Residential		Commercial	Mixed Use	n/a	142	36,000	
307 Carnarvon Street	Downtown	Residential				n/a			
809 - 835 Agnes Street	Downtown	Residential				Townhouses & Apartments	230		
822 Carnarvon Street	Downtown	Residential				n/a	375		
500/502 Twelfth Street & 1205/1209 Fifth Avenue	Downtown	Residential					29		
200 Block Keary Street	Eastern Sector	Residential			Mixed Use	n/a	84	21,000	
9 Columbia Street East - Woodlands	Eastern Sector	Residential		Commercial	Mixed Use	Townhouses & Apartments & Commercial	258		
Dawes Street / Hume Street and Salter Street	Queensborough	Residential				Townhouse	19		
Port Royal	Queensborough	Residential				n/a	950		
714-722 Hamilton Street	Central-Western Sector	Residential				n/a	84		
615 Belmont Street	Central-Western Sector	Residential				n/a	29		
350 Gifford Street					Mixed Use	Casino/hotel/ convention centre		154,000	
TOTAL							2,200	211,000	-

DEVELOPMENT APPLICATION RECEIVED: ZONING / PLANNING ISSUES NOT YET RESOLVED

Address	Location	Project Type				Category	Residential Units	Commercial Sq. Ft.	Institutional Sq. Ft.
		Residential	Institutional	Commercial	Mixed Use				
101, 111 & 131 Twelfth Street and 118 Eleventh Street	Central-Western Sector	Residential		Commercial		n/a	371	70,000	
Lot 11 - Terry Hughes	Central-Western Sector	Residential				n/a	44		
601 Eighth Avenue	Central-Western Sector	Residential				Congregate Care	144		
Eighth Street & Eighth Ave	Central-Western Sector	Residential		Commercial	Mixed Use		600	n/a	
214-220 Carnarvon Street	Downtown	Residential				n/a	71		
600 & 700 Blocks Front Street	Downtown	Residential				n/a	911		
668 Columbia Street	Downtown	Residential				n/a	58		
1020 - 1026 Ewen Avenue	Queensborough	Residential		Commercial	Mixed Use	n/a	36	5,000	
Port Royal - Parcel A	Queensborough	Residential				n/a	44		
330 Royal Avenue			Institutional						n/a
805 Boyd Street				Commercial					
835 Eighth Street			Institutional						n/a
TOTAL*							2,279	75,000	-

* Not including 1,292 units planned for the Victoria Hill project (Eastern Sector) for which the developer has not yet applied (which would bring the total to 3,571).

ONGOING PROJECTS IN PROCESS: MINIMAL ACTIVITY

Address	Location	Project Type				Category	Residential Units	Commercial Sq. Ft.	Institutional Sq. Ft.
		Residential	Institutional	Commercial	Mixed Use				
246 Sixth Street	Central-Western Sector	Residential		Commercial	Mixed Use		48	13,750	
818 Twelfth Street	Central-Western Sector	Residential		Commercial	Mixed Use		6	1,000	
1300 Quayside Drive	Downtown	Residential		Commercial	Mixed Use	Townhouses & Apartments	150	1,400	
280 Sherbrooke Street	Eastern Sector	Residential							n/a
508 Agnes Street			Institutional						n/a
716 Sixth Avenue			Institutional						n/a
TOTAL							204	16,150	-