NEW WESTMINSTER INDUSTRIAL STRATEGY

PREPARED FOR:

THE CITY OF NEW WESTMINSTER

CORIOLIS CONSULTING CORP.

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1.0 Introduction

The light and heavy industrial sectors are an important part of New Westminster's economy. Industry provides relatively well-paying jobs that match the skillsets of some local residents, contributes 25 %[1] of the City's non-residential tax revenue, and provides services to local residents and businesses.

There have been significant changes in New Westminster's industrial sector in recent years. Long-time industrial employers including Labatt Breweries, Western Forest Products and Canfor have closed their New Westminster operations. Some industrial lands have been rezoned for commercial or residential use.

The City is currently preparing an economic development plan, the Livable City Strategy, that will respond to these, and other, economic changes. The Livable City Strategy is focused on economic sectors that are already important to New Westminster (such as heavy industry), as well as sectors with potential for growth (such as health care and technology).

As part of the analytical work being done to inform the Livable City Strategy, the City of New Westminster commissioned Coriolis Consulting Corp. to prepare an industrial land analysis with four components:

1. Detailed inventory of all industrial lands in New Westminster.
2. Analysis of this inventory to identify opportunities for additional industrial development.
3. Strategies to tap potential industrial development opportunities.
4. Recommendations on the future use of industrial lands that can be incorporated into the Livable City Strategy.

The results of this work are summarized in two documents:

- The main report (this document) provides an overview of methodology, findings, and recommendations for future action. Maps showing how industrial lands are currently used and the location of sites with potential for future development are included at the end of this report.

[1] City of New Westminster Development Services Department, 2007.

- The associated Technical Appendix to the New Westminster Industrial Strategy document includes detailed information on each industrial property and larger copies of the maps.

2.0 Inventory of Industrial Lands

We completed a site-by-site inventory of all land in New Westminster zoned for industrial use.

The City provided base data for all legal parcels currently zoned M-1 M-2 M-3, M-4, M-5, and CM-1, excluding waterlot properties. Using this information, we created a database that shows the size, location, zoning, future land use designation, and current use of each industrial site. We used aerial photographs and site visits to each property to verify the type and intensity of land use and, where possible, the name of the business currently operating on the property. This database of all industrial lands is Part A of the Technical Appendix.

2.1 Total Industrial Land Inventory

In New Westminster there are 608 acres of land in 363 separate legal parcels currently zoned for industrial use. Most of this land is located along the Fraser River or near transportation infrastructure (e.g. regional roads, rail lines). Maps 1 to 3 at the end of this report show the location of each industrial property.

About 80% of this land is currently zoned for heavy industry. The M-2 Heavy Industry zoning district allows a range of manufacturing and storage uses as well as commercial uses limited to gas stations, vehicle repair shops, retail storage selling equipment or machinery. Another 13% is zoned M-1 Light Industry. This zoning district allows some types of manufacturing uses, storage uses and a wider range of commercial uses including banks; cafes and restaurants; drive in businesses; offices for trades and contractors; laboratories; personal services establishments; car dealerships; and, retail building supply stores. The remaining 8% is zoned for mixed industrial-commercial use (see Table 1).

Table 1: Current Zoning of Industrial Lands

Zoning District	Acres of Land Currently Zoned	% of Total Inventory
M-2 Heavy Industry	481	79.1%
M-1 Light Industry	82	13.5%
CM-1 Commercial/Industrial	38	6.3%
M-5 Light Industrial/Mixed Use	4	0.6%
M-4 Light Industrial/Office	3	0.6%
Total	608	100%

Source: City of New Westminster, 2007

Just over half of the industrial inventory (54%) is currently used for manufacturing, warehousing or storage. The City's records show that another 17% of the inventory is

vacant. For this work we defined vacant as land that is unimproved (i.e. has no buildings) and is not used. We identified very few properties during our site visits that were completely vacant. Much of the land that appears vacant is either part of larger heavy industrial sites and used for storage of raw materials waiting to be refined or products waiting to be shipped, or are improved industrial properties currently without tenants (e.g. the Western Forest Products site). Based on our field observations we think the proportion of the industrial inventory being used by true industrial users (or does not have a tenant but is occupied by industrial buildings) is closer to 65 or 70% of the total inventory.

In the total industrial land inventory, 19% of lands are occupied by transportation and utility infrastructure, 7% are in commercial use, and 2% of the inventory is occupied by residential uses (see Table 2).

Table 2: Current Use of Industrially Zoned Lands

Land Use	Acres of Land	% of Total Inventory
Manufacturing	165	27%
Warehousing (includes mini-storage)	123	20%
Transportation and Utility ROWs	115	19%
Vacant	106	17%
Storage Yards	45	7%
Auto Sales and Service	34	6%
Residential	11	2%
Office	5	0.7%
Hotels, Restaurants and Public Assembly Venues	4	0.6%
Retail/Wholesale	1	0.1%
Total	608	100%

Source: City of New Westminster, 2007

We also divided properties into four categories based on how intensively each site is already developed. We used floor space ratio (FSR) as a measure of intensity and allocated properties into:

- A: Very Low Intensity Use (less than 0.25FSR).
- B: Low Intensity Use (0.26 FSR to 0.5 FSR).
- C: Potential for Subdivision (less than 0.5 FSR with at least one acre of land that could be subdivided).
- D: High Intensity Use or Transportation/Utility ROW (greater than 0.5 FSR or used for ROW).

Table 3: Intensity of Use for Current Inventory

Intensity of Use	Number of Sites	Acres of Land	Percent of Total Inventory
A: Very Low Intensity Use (<0.25 FSR)	48	33	5%
B: Low Intensity Use (0.26 FSR to 0.5 FSR)	87	285	47%
C: Potential For Subdivision	7	72	12%
D: Higher Intensity Use or Transportation/Utility ROW	221	217	36%
Total	363	608	100%

Table 3 shows that more than 80% of the industrial inventory is already moderately or intensively used based on the amount of floorspace on each site. We identified only 7 sites that are not already intensively used and may have an easily subdivideable 1 acre piece.

2.2 Useable Industrial Land Inventory

After identifying all of the industrial lands in New Westminster we reviewed the inventory to determine which sites are likely to continue to be used as they are today, and which sites might be available for intensification or redevelopment. The properties that we think could accommodate growth are described in this report as the useable industrial inventory.

2.2.1 Transportation and Utility Rights of Way

In New Westminster 19% (115 acres) of industrial land is occupied by roads, bridges, rail lines and storage yards, dykes, or utility infrastructure (see Maps 4 to 6 at the end of this report). This total also includes lands at the north end of the Queensborough Bridge and in the Braid Street area that will be affected by the Queensborough bridgehead realignment, the North Fraser Perimeter Road/United Boulevard Extension and the Brunette Fraser Greenway.

We reviewed available plans for changing transportation infrastructure to identify any land that might become available for development. We concluded that:

- The small pieces of land freed up by the realignment of the north end of the Queensborough bridge are too small and isolated to be of interest to industrial users.
- There are two parcels of land at the intersection of Boyd Street and Highway 91A (northwest and southwest corners) that are owned by the Province of BC. We understand from City staff that these sites will not be needed for the road realignment and may be available for future development. However these sites are not legal parcels and there is no information available on their size and future use so we did not include them in this analysis.

- The preliminary plans for the United Boulevard Extension and the Brunette Fraser Greenway do not appear to free up any land that could be used for industry.
- The Brunette Fraser Greenway and United Boulevard Extension as currently planned will require additional land in the Brunette Creek industrial area. Properties affected by these transportation projects have been excluded from the useable inventory and counted as transportation rights of way even though they are currently industrial sites.

Beyond the properties mentioned above, we assumed all lands currently used for transportation and utility rights of way would continue in this use in the future and we excluded these lands from the useable industrial inventory.

2.2.2 Land Already Designated for Non-Industrial Use

The 608 acres of industrial land in New Westminster are designated for a mix of industrial, commercial, residential, institutional or park/habitat use. There are 4 OCP designations for lands intended for future industrial use:

- BP (Business Park) allows business park and related uses, non-population-dependent offices and, in the Brunette Creek area, residential uses.
- I (Industrial) allows industrial uses.
- IBC (Industrial – Brunette Creek) allows industrial uses and caretaker residential units.
- WDI (Waterfront Dependent Industry) allows industry that is dependent on waterfront access.

There are 115 acres of land zoned for industrial use but designated in the City of New Westminster Official Community Plan (OCP) for future commercial, residential institutional or park/habitat use. These areas account for 19% of the total industrial inventory and include:

- Sites east of Stanley Street and Fenton Street, including part of the Interfor site and the Port Royal lands, designated for residential development;
- A site at 327 Beach Street in eastern Queensborough designated for a future school;
- Lands on the north side of Stewardson Way designated for residential development;
- Sites along Twelfth Street from Fourth Avenue to Royal Avenue designated for residential, commercial and mixed use development;

- Sites along the waterfront east of the Downtown designated for future park use, or for additional study;
- Sites on the north side of Brunette Avenue including the former Labatt Brewery site that are designated for mixed use development.

These lands are shown on Maps 4 to 6 at the end of this report.

We initially excluded these lands from the useable industrial inventory because, if the non-industrial designations remain, these sites will not be available in the future for industrial use. At the City's request, Section 4.0 identifies areas that could be redesignated for industrial use.

2.2.3 Additional Land to be Designated for Non-Industrial Use

We reviewed the remaining industrial land to see if there were any areas that should be excluded from the industrial inventory in the future. We found no other properties that should be converted to other uses.

2.2.4 Summary

We started with the total industrial inventory (608 acres) and subtracted lands use for transportation and utility rights of way and lands designated for future non-industrial use, to create a second site by site database of land that is actually used or could be available for future industrial use. This database of the useable industrial inventory is Part B in the Technical Appendix. Table 4 shows that almost 40% of the current industrial inventory is either transportation and utility rights of way, or is designated for non-industrial use in the future. This leaves just over 60% of the total industrial inventory available for future industrial use.

Table 4: Lands Available for Future Industrial Use

	Acres of Land	% of Total Inventory
Total Industrial Land Inventory	608	100%
Less Land Used for Transportation and Utility Rights-of-Way	115	19%
Less Land Already Designated for Residential, Commercial or Institutional Use	115	19%
Less Additional Land Recommended for Non-Industrial Use	-	0%
Useable Industrial Inventory	378	62%

3.0 Capacity for Industrial Growth

Most of the industrial sites in New Westminster are already used intensively and there is little vacant land. We reviewed each of the 86 sites in the useable industrial inventory to identify potential opportunities for additional industrial development. 51 properties in the useable industrial inventory are already being intensively used for industrial purposes. If the current users remain, we see no opportunity for intensification on these sites. The other 35 sites in the useable industrial inventory may have potential for more intensive industrial use in the future.

We divided the 35 properties with potential into three categories.

1. The Vacant and Development Ready category includes sites that are at least 1 acre in size, vacant, and zoned and serviced for industrial use.

2. The Possible Short Term Potential category includes:
    - Sites that are vacant but either part of a larger site and would need to be subdivided, or less than 1 acre and would need to be consolidated with adjacent parcels to be of useable size.
    - Sites that are occupied by un-intensively used (e.g. vacant, outdoor storage, buildings totalling less than 0.25 FSR) where the owner or company representative expressed interest in selling or changing the current site use.

3. Sites in the Potential Future Potential category include:
    - Sites that are vacant or used for outdoor storage but where the owner or company representative was not available to comment on future plans for the property.
    - Sites developed at less than 0.25 FSR where the current owner or company representative has no plans or interest in changing the use of the site.
    - Sites developed at less than 0.5 FSR with at least 1 acre of site area that would be a good stand-alone parcel but the owner or company representative says is required by the current tenant.

Table 5 shows how much of the total inventory is already intensively used, and how much of the rest of the inventory falls into each of the three categories for potential growth.

Table 5: Capacity to Accommodate Industrial Development

	Acres of Land	% of Useable Inventory
Useable Industrial Inventory	378	
Already Intensively Used For Industry	**156**	**41%**
Vacant and Development Ready	**6**	**2%**
designated for industrial	*0*	0%
designated for business park	*6*	2%
Possible Short Term Potential	**97**	**26%**
designated for industrial	*90*	24%
designated for business park	*7*	2%
Possible Future Potential	**119**	**31%**
designated for industrial	*63*	17%
designated for business park	*56*	15%

The following sections summarize the opportunities in each of these categories and some of the City actions that could help realize these opportunities. Each of the potential opportunity sites is shown on Maps 7 to 9 at the end of this report.

3.1 Vacant and Development Ready

We identified three sites (sites 357, 358 and 359 on Map 9), each about two acres, that are vacant and subdivided. All three sites are on Braid Street just north of Brunette Avenue, near the Braid Street SkyTrain station. The sites are owned by a pension fund and managed by Bentall Real Estate Services. We tried several times but were unable to contact the representative for these properties. However City staff said they met recently with the representatives who are interested in developing the property so we assume these sites could be available to an interested industrial user.

3.2 Possible Short Term Potential

There are 9 sites that we think have potential to accommodate industrial growth in the short term. These sites have a total area of 97 acres and are located in the Queensborough and Brunette Creek industrial areas.

The former Western Forest Products (WFP) site (site 17 on Map 7) in western Queensborough accounts for 44 acres of this potential. The WFP facility is no longer operating but the site is still occupied by the mill buildings and machinery. WFP representatives advised they plan to put the site up for sale in early 2008. The amount of work involved in making this site ready for another user will depend on the type of industrial user that buys the land. The easiest change of ownership would be between WFP and another mill operation. However it is unlikely that a similar user would be interested in a mill site in this location. There may be interests from another heavy or

light industrial user that would want the entire large site. This type of user would probably renovate or demolish some of the existing mill buildings and construct new facilities. It is more likely that market interest in this site will come from:

- Business park investors who would want to rezone the site for light industrial/office development, demolish the existing buildings, and build and sell or lease new structures.
- Light industrial users interested in purchasing part of the site if it were subdivided into smaller parcels.

The City could facilitate the industrial reuse of this parcel by:

- Providing clear direction to WFP, the real estate community and potential purchasers that the City would like to see this site continue to be used for industrial purposes and will not be considering conversion to non-industrial (e.g. residential, commercial) use.
- Assisting WFP, its agents or potential purchasers with rezoning, subdividing and demolishing/constructing buildings on the site.

The Canfor Corporation site at 2 Braid Street (site 342, Map 9) accounts for another 45 acres of this possible short term development potential. In November 2007 Canfor announced it would be permanently closing the Panel and Fibre mill on this site in early 2008. Company representatives said they are reviewing options for the future of the site and will likely make a decision in the first quarter of 2008.

The Canfor site is similar to the Western Forest Products site in that the easiest change of ownership would be between Canfor and another mill operation. If this does not happen, the City can provide assistance by providing clear direction to Canfor, the real estate community and potential purchasers that the City expects this site will continue to be used for industrial purposes and will not be considering conversion to residential or commercial use. The City can also help with the regulatory approvals and permits required to subdivide and redevelop this site to accommodate multiple industrial users.

There are several sites (sites 25 to 33, Map 7) on Boyd Street across from Queensborough Landing that are designated for future business park use and are currently vacant, used for outdoor storage or occupied by small single family dwellings. We identified two of these parcels (site 31 and site 33, Map 7) as potential short term opportunities. Site 31 is about 3 acres and site 33 is a 0.5 acre and owned by the City. These sites would be more interesting to light industrial and business park investors if they were sold together. The City could begin the process of making these sites available for redevelopment by:

- Meeting with the owners of each of the parcels in this area to clarify the type of industrial and business park development that will be supported on these sites and to gauge interest in marketing parcels as a consolidated site.
- If there is interest in joint marketing, retain a realtor to advertise the consolidated site to potential purchasers.

There are three small parcels between the Queensborough Bridge and the Interfor site (sites 38-40, Map 7). These sites are too small on their own to be of interest to an industrial user. However if these sites were consolidated, the resulting 0.5 acre site might be appealing to a small light industrial user, or to Interfor. The owner of that site expressed interest in selling so the City could meet with him to discuss consolidating the parcels for sale. These sites are adjacent to land set aside by the City for habitat/natural areas (site 41 and site 42, Map 7). If this land is not needed for habitat purposes in the future the site could be added to the consolidation to create a larger, more marketable lot.

Site 271 is a 1 acre site at the western tip of the Braid Industrial area (Map 9) and is currently used for unintensive outdoor storage. The site is large enough to be of interest to a small industrial user. The City could contact the owner to find out his or her intentions for the site and offer assistance if the owner is interested in selling.

We also see a possible short term opportunity if the western-most 2 to 3 acres of the large Braid Street warehouse site (site 360, Map 9) were subdivided and offered for sale.

3.3 Possible Future Potential

Some of the City's useable industrial inventory is used relatively unintensively, usually because the current industrial businesses require significant outdoor storage. All of the existing users that we surveyed in this category said they needed their entire sites. However if any of these current users vacated their sites and the subsequent user needed less land, there would be opportunities to subdivide and sell excess land for new industrial development.

We reviewed all of the unintensively used industrial sites in the useable inventory and identified 23 properties totalling 119 acres of land that might have excess land if the current user left, and where the excess portion could be easily subdivided and sold as a stand-alone parcel without affecting existing buildings on the sites.

Several of these sites are occupied by large industrial employers including Interfor (site 37 and site 48, Map 7), Krueger Forest Products (site 153), Winvan Paving (sites 304 and 305, Map 9), TransX (sites 315 and 316) and ICBC (site 34, Map 7). These businesses are important to the City's tax and employment base and should be encouraged to stay. The City could contact these users to express support for their ongoing operation in New Westminster and ask if there is anything the City can do to help them maintain or expand their local operations. If an industrial business leaves and the site became available for redevelopment, the City should follow the same steps as set out in Section 3.2 for the Western Forest Products site, specifically:

- Provide clear direction to the site vendor, the real estate community and potential purchasers that the City would like to see this site continue to be used for industrial purposes and will not be considering conversion to non-industrial (e.g. residential, commercial) use.
- Assist the vendor, their agents or potential purchasers with rezoning, subdividing and demolishing/constructing buildings on the site.

It is also possible that any of the users above will change their method or volume of production in a way changes the use of their site. If part of the site becomes surplus and can be sold to another user, the City can help get the site to market quickly by expediting the subdivision process.

We also identified some sites that are currently used mainly for outdoor storage. These include sites 267, 269, 312, 314, 349, 353 and 363, all on Map 9. If the current users of these sites left, the sites could easily be converted to a different industrial use. There is little for the City to do unless the current user leaves. At that time, the City can provide information to the vendor/agent and potential purchasers about the City's objective for ongoing industrial use, and assist with permits and planning approvals.

Half of the site at 435 Canfor Way (site 338, Map 9) is occupied by buildings. If the current or future user chose to sell the rest of the site it would be too small on its own to be of interest to an industrial user. However the site would be a more marketable industrial parcel if combined with the adjacent site 337. The City could assist this process by contacting the owners of both properties to see if there is interest subdivision/consolidation.

We included in this category the rest of the sites on Boyd Street across from Queensborough Landing that are designated for business park use (sites 25-29 and site 32, Map 7). The City may be able to initiate consolidation of some or all of these parcels into a larger, more marketable site by meeting with site owners to introduce the idea,

advise that only industrial or business park development will be permitted on the sites, and offer any other assistance.

We also included site 360 on Map 9, the large site next to the Braid Street SkyTrain Station. This site is currently occupied by a warehouse building but is substantially underutilized given its permissive light industrial/commercial zoning. This site is large, close to transit, and one of the City's best opportunities for a campus-style business park development that will accommodate office users not interested in a more urban location. The owner may not be interested in redeveloping the site in the near term, but the City could still meet with the owner or representatives to reconfirm the City's vision for a major employment-generating development on this site, and to offer assistance.

4.0 Redesignating Land for Industrial Use

There are 115 acres of land zoned for industrial use that are designated in the OCP for non-industrial development in the future. Initially we assumed these OCP designations would not be changed. However the City requested that we identify any of these areas that would be of interest to industrial or business park investors if the lands were re-designated for industrial use. We also looked for areas that, while they would not be appropriate for ongoing industrial use, could be redesignated for employment-generating use (e.g. commercial).

4.1 Lands That Could Be Redesignated for Industrial Use

We found two areas in Queensborough where the industrial sites have been redesignated in the OCP for residential development, but might be suitable for ongoing industrial use if the designations were changed.

1. The eastern part of the Interfor site (site 48 in the industrial inventory) and the parcels between Interfor and Port Royal currently owned by Sonjan Holdings Ltd. (sites 126-133) are designated for Residential-Medium Density. These sites are large enough to be of interest to industrial users and located next to roads for goods movement. They are next to the river and bounded by roads on two sides.
2. The lands south of Ewen Avenue between Derwent Way and Port Royal (sites 50-56 in the inventory). Most of these sites are relatively large with low value building improvements. Provided the soils are able to support new industrial construction without extraordinary site preparation costs[2], these sites may be attractive to industrial users.

4.2 Lands That Could Be Redesignated for Mixed Employment Uses

We also identified two areas currently designated for residential use that might be suitable for a mix of light industrial, service commercial and residential use. This approach would still mean that, although the land is no longer really industrial, it would continue to provide local jobs and be part of the non-residential tax base.

1. The triangle of land between Duncan Street, Ewen Avenue and Derwent Way in Queensborough. This area could be divided in two, with lands north of Blackley Street designated for light industry and non-population dependent office uses. These uses would be more interested in the relatively small parcels in this area than

[2] We interviewed one of the owners in this area who said he is currently selling his site for multi-family redevelopment because the soil conditions could not support typical concrete industrial construction.

more traditional industrial users. They would also provide a good land use buffer between ongoing heavy industry on the Interfor site and commercial/residential development at Port Royal and along Ewen Avenue.

2. Properties south of Blackley Street to Ewen Avenue could allow a mix of residential, commercial, or live/work uses. This type of land use designation would allow the single family homes already there, some of which are restored heritage buildings, to be retained or replaced. Allowing local-serving retail and commercial areas building on the uses already there (e.g. restaurants, pubs, a hall) would create more of a neighbourhood centre/shopping area in Queensborough and provide services close to home for the Port Royal population.

4.3 Summary

Other than the areas discussed above, the commercial and residential land use designations already in place make sense and should be retained. In some cases, like the waterfront properties east of the Downtown, these designations point to future community amenities. Most of the other sites designated for non-industrial use are in small remnant areas cut off from the rest of the industrial inventory (e.g. sites 166-171 in the West End, the former Labatt Brewery site, sites 323 and 328 at Braid Street and Brunette Avenue).

While the opportunities discussed in Section 4.1 and Section 4.2 above do exist, the City should proceed with caution regarding changes to long-standing land use policies. In all cases, the decision to designate these industrial lands for commercial or residential use was made after consultation with the community as part of OCP or neighbourhood plan reviews. Many of these decisions were made several years ago (1994 in Queensborough, 1998 on the Mainland). Community members and the development industry have made investment decisions based on these plans and there would likely be opposition to redesignating these lands for ongoing industrial use.

If the City does proceed, it should consult with residents and affected property owners and should do more detailed planning work to make sure the types of industrial and commercial users, their operating practices, and the design of their buildings is complementary to adjacent residential areas.

5.0 Conclusions and Recommendations

5.1 General Conclusions

1. Of the 608 acres of land in New Westminster zoned for industry, only 378 acres are currently available for industrial development because 115 acres are occupied by utility and transportation rights-of-way and another 115 acres are designated in the OCP for non-industrial use.

2. Almost half (41%) of the 378 acres of useable industrial land is already intensively used by industry and will not be able to accommodate more industrial development unless the current user leaves.

3. It is in the City's interest to encourage existing industrial users to stay and the City should communicate their ongoing support for industry to major industrial employers and to investors looking to convert industrial land to other uses.

4. There is almost no industrial land in New Westminster that could accommodate industrial development in the immediate future. There are 3 sites totalling 6 acres in the Brunette Creek area that are vacant and subdivided, but do not appear to be for sale.

5. There are 97 acres of land that could be available for industrial use in the short term if two large vacant sites (Canfor and Western Forest Products) are subdivided and put to market, or if the owners of small sites work together to consolidate parcels that are large enough to be attractive to potential purchasers. There is work needed by the City and landowners to realize these opportunities, and the City can encourage action by meeting with owners and by initiating consolidation efforts in areas where the City holds land.

6. There are 119 acres of land that may become available if the current owners or users decide they no longer need part or all of their sites. However at this point the City should encourage these users to stay and offer assistance with subdivision and sale of surplus lands in the future.

7. There are 115 acres of land zoned for industry but designated in the OCP for future non-industrial use. The City could consider redesignating the eastern portion of the Interfor site for future industrial use, and changing the designation on lands between Blackley Street and Ewen Avenue to light industrial/mixed use to retain more of the

City's industrial land for employment use. There may be economic benefit to this approach, but changing land use designations could be difficult as community and investor expectations are based on the current non-industrial land use designations that have been in place for several years. The City should proceed with caution and should consult with affected parties regarding changes to OCP land use designations.

5.2 Recommendations for City Action

1. Set Clear Land Use Policies

Land use control is one of a local government's greatest powers to protect industrial lands. OCP policies that clearly show which properties are intended for industrial use in the future provide stability for industrial users and help prevent speculative increases in land value that push industrial users out to cheaper locations.

Right now there are 4 different industrial OCP designations: BP (Business Park), I (Industrial), IBC (Industrial – Brunette Creek) and WDI (Waterfront Dependent Industry) that allows industry that is dependent on waterfront access. The City can increase the likelihood that industrial lands will continue to be used for industrial use in the future by:

- Amending the BP (Business Park) designation to remove residential from the list of anticipated uses.
- Redesignating WDI (Water Dependent Industry) lands to I (Industrial) to increase the range of possible industrial uses.

New industrial mixed use OCP designations may be required if the City decides to redesignate the Queensborough residential lands discussed in Section 4.0.

The City should also review the M-1 Light Industrial and M-2 Heavy Industrial zoning districts and ensure that only industrial uses and limited accessory uses that are usually part of industrial businesses (e.g. certain types of office, wholesale) or serve industrial employees (e.g. gas station, small restaurant) are allowed.

The City may want to review the zoning and design guidelines for industrial areas that border commercial or residential neighbourhoods to minimize conflicts between the different users so industry does not feel it has to move in order to operate freely.

We were asked to comment on whether the City should create an industrial reserve, or participate in such a reserve if one is proposed by the regional or provincial governments. A local industrial land reserve will create the same effect as clear OCP

and zoning policies for industrial lands: it would send a clear signal to owners and investors that these lands are available for industrial use only.

Participating in a regional or provincial industrial land reserve would probably increase the impact of the industrial-land-retention message that is sent to the real estate market. However if the regional or provincial reserve functioned like the Agricultural Land Reserve, participation would result in the City giving some of the its authority over decisions about the future of New Westminster's industrial lands to a regional or provincial body.

We advise that the City only participate in a regional or provincial regulatory initiative if the City things it is better for senior governments to have control over allowing viable industrial land to be converted to other uses. Otherwise, the City should establish clear local policies (perhaps even creating an industrial land reserve designation in the OCP and applying it to all industrial sites) and retain the flexibility to adjust those policies to reflect changes in the industrial sector.

2. Liaise with Industrial Stakeholders and the Development Community

Once the City has confirmed strong industrial policies, it should notify existing industrial landowners and the development industry. During the interviews we conducted for this work, some of the major industrial landowners said they perceived it was only a matter of time before the City let all remaining industrial lands be converted to commercial or residential use.

The City should also spend more time understanding, and responding to the needs of existing industry. With local and global changes in industrial methods (and therefore site needs), there is no guarantee that if an existing industrial user leaves, a new industrial use will want to replace it. Therefore it is in the City's interest to support the ongoing operation of existing industry.

Many industrial businesses rely on the regional road system to bring raw materials or ship finished goods. The City should be aware of the needs of industrial users and work to address them in future transportation planning (e.g. North Fraser Perimeter Road alignment).

In many municipalities, industrial users pay more in tax than they cost the City in service provision. There is nothing inherently wrong with this approach, unless industrial taxes become a deterrent to industrial growth, or push existing users to relocate outside of the City. The City should gauge how important taxes are in the locational decisions of

current and potential future industrial tenants, and if necessary, review whether industrial tax rates are appropriate.

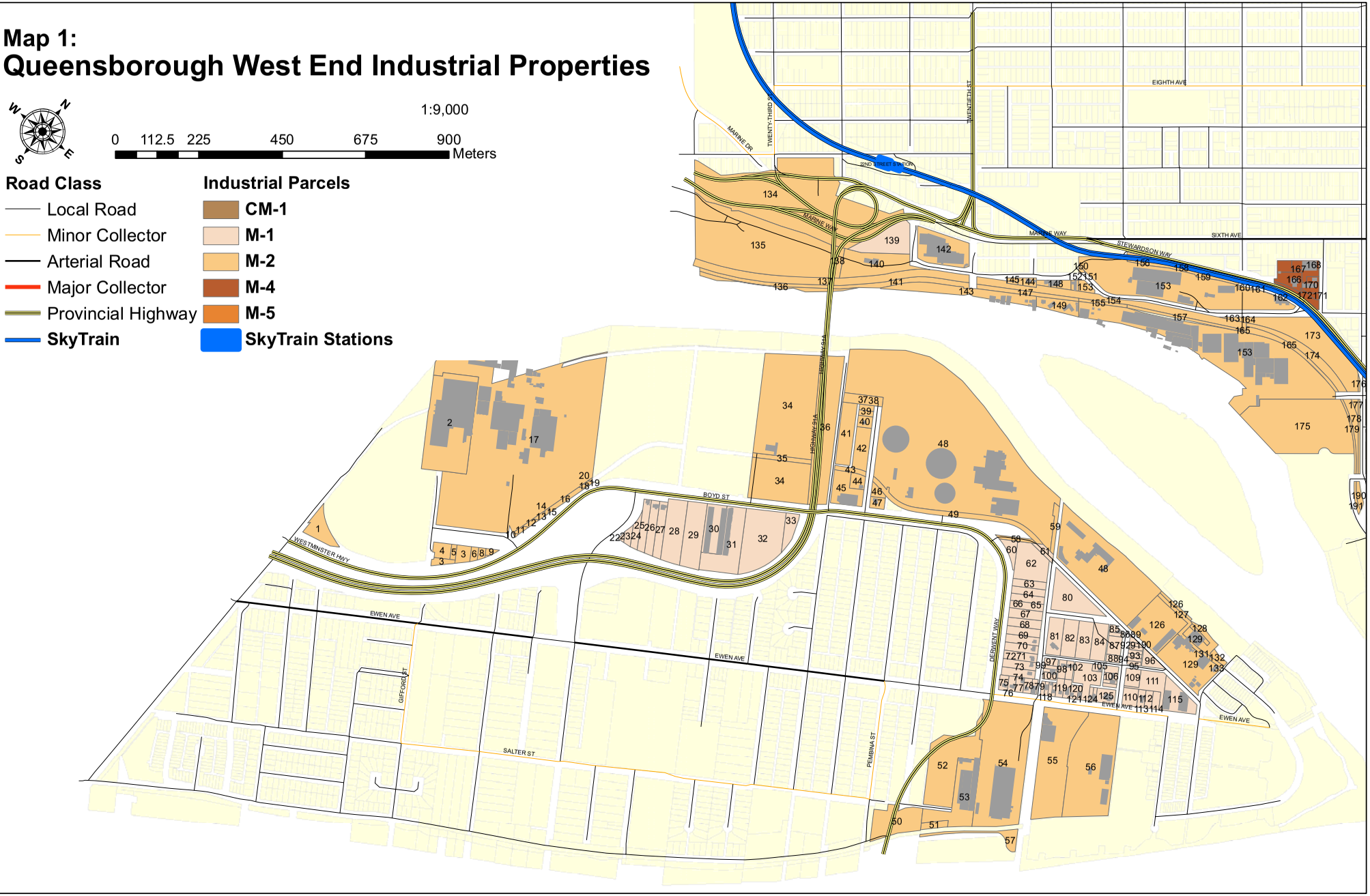
3. Help Get Sites Ready for Redevelopment

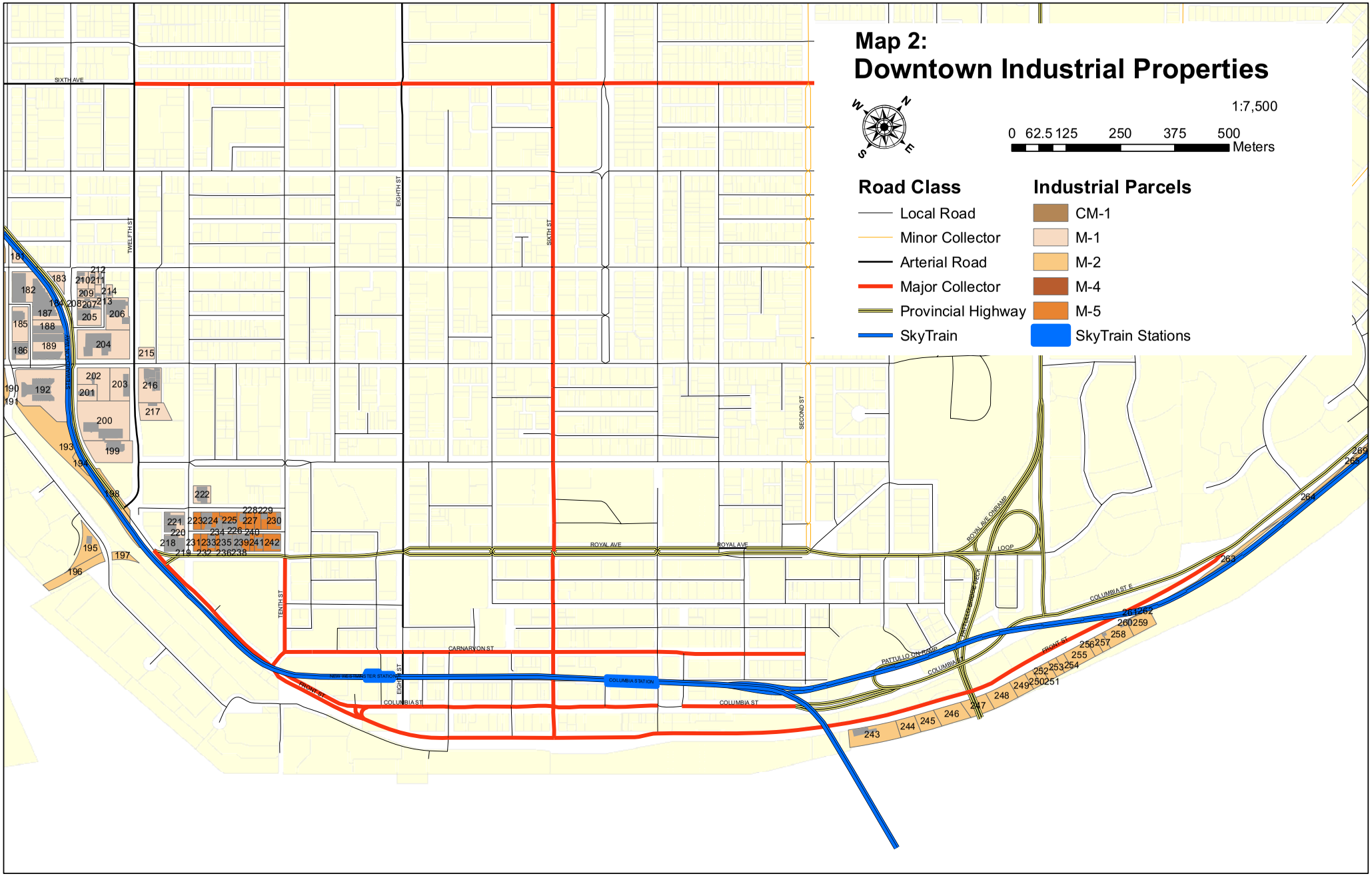
There is a much greater chance that industrial businesses looking for locations in Greater Vancouver will choose New Westminster if there are vacant zoned, subdivided, serviced sites available for sale or lease. The City can encourage industrial development by helping landowners get their sites development-ready. Specific action items for each of the 35 potential development properties are outlined in Section 3.0. In general, the City can:

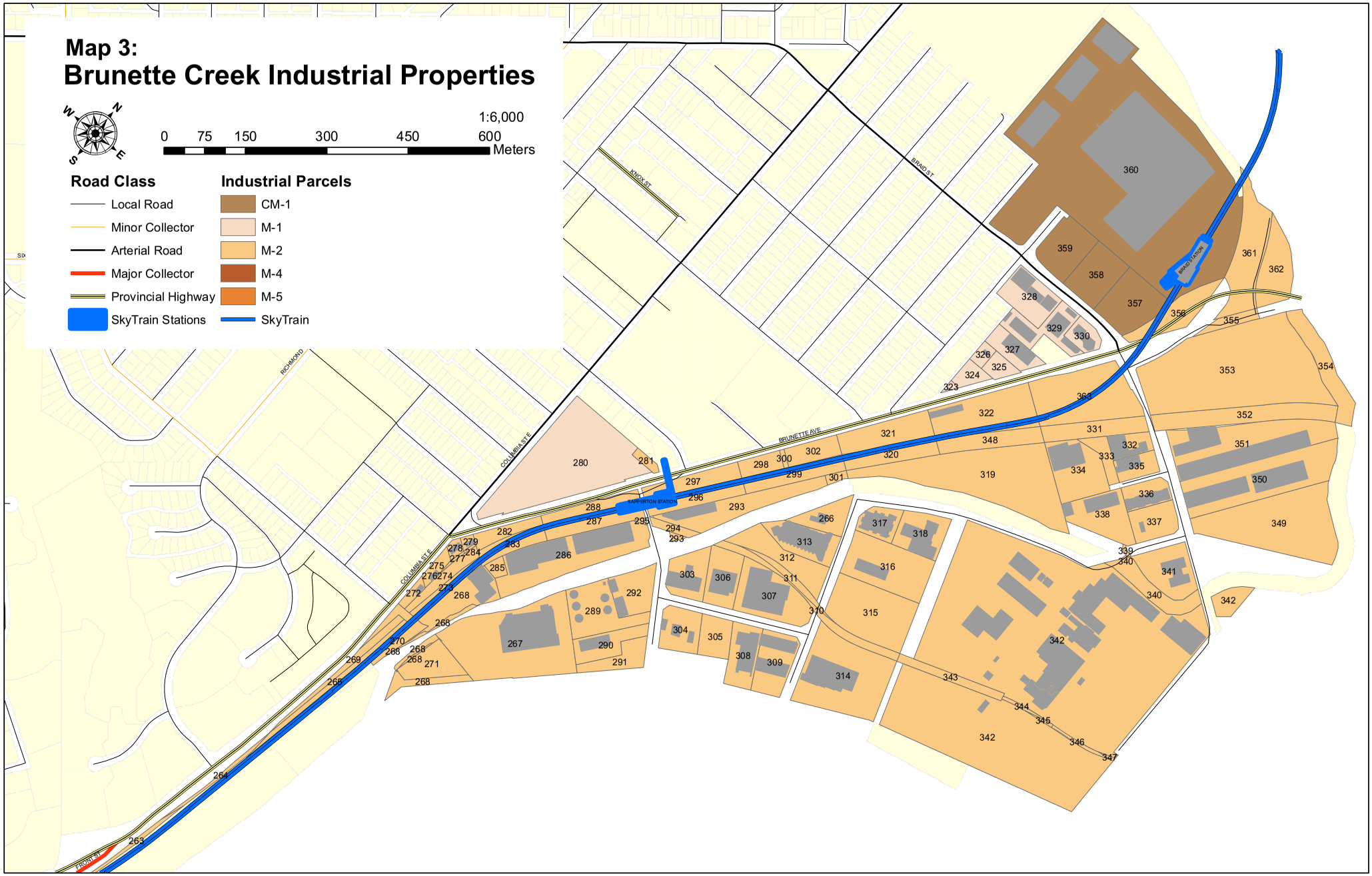
- Clarify the City's policies about conversion of industrial lands to prevent speculative land value increases and prevent property owners from keeping industrial sites vacant because they are hoping for commercial or residential rezonings.
- Contact property owners on underutilized sites to discuss their plans for the future of their site and encourage them to make the parts of their site not needed for current industrial operations available to other potential industrial users.
- Distribute information to potential investors and realtors about industrial development opportunities in New Westminster.
- Process rezoning, development permit and building permit applications for industrial sites as efficiently as possible.

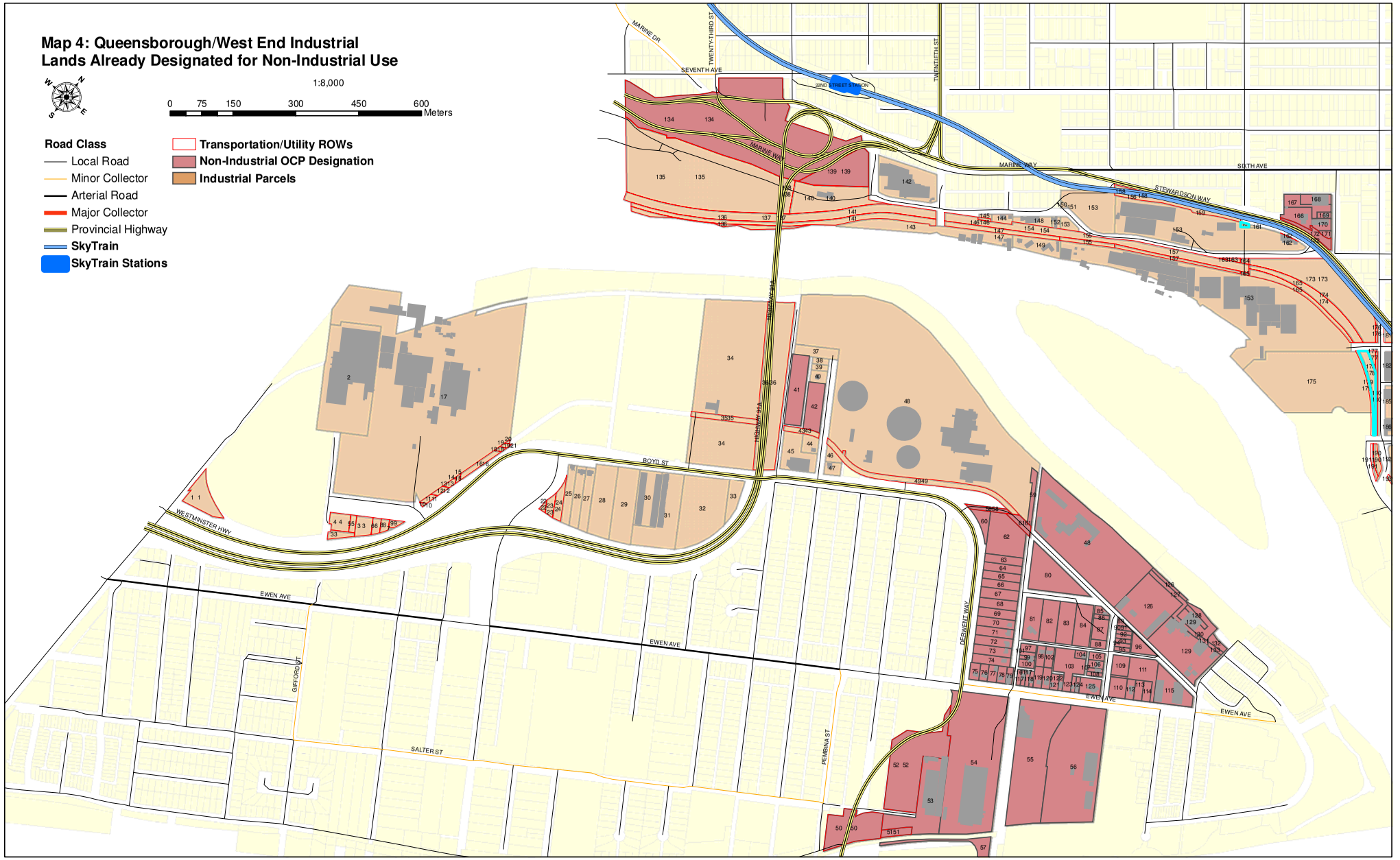
6.0 Industrial Maps

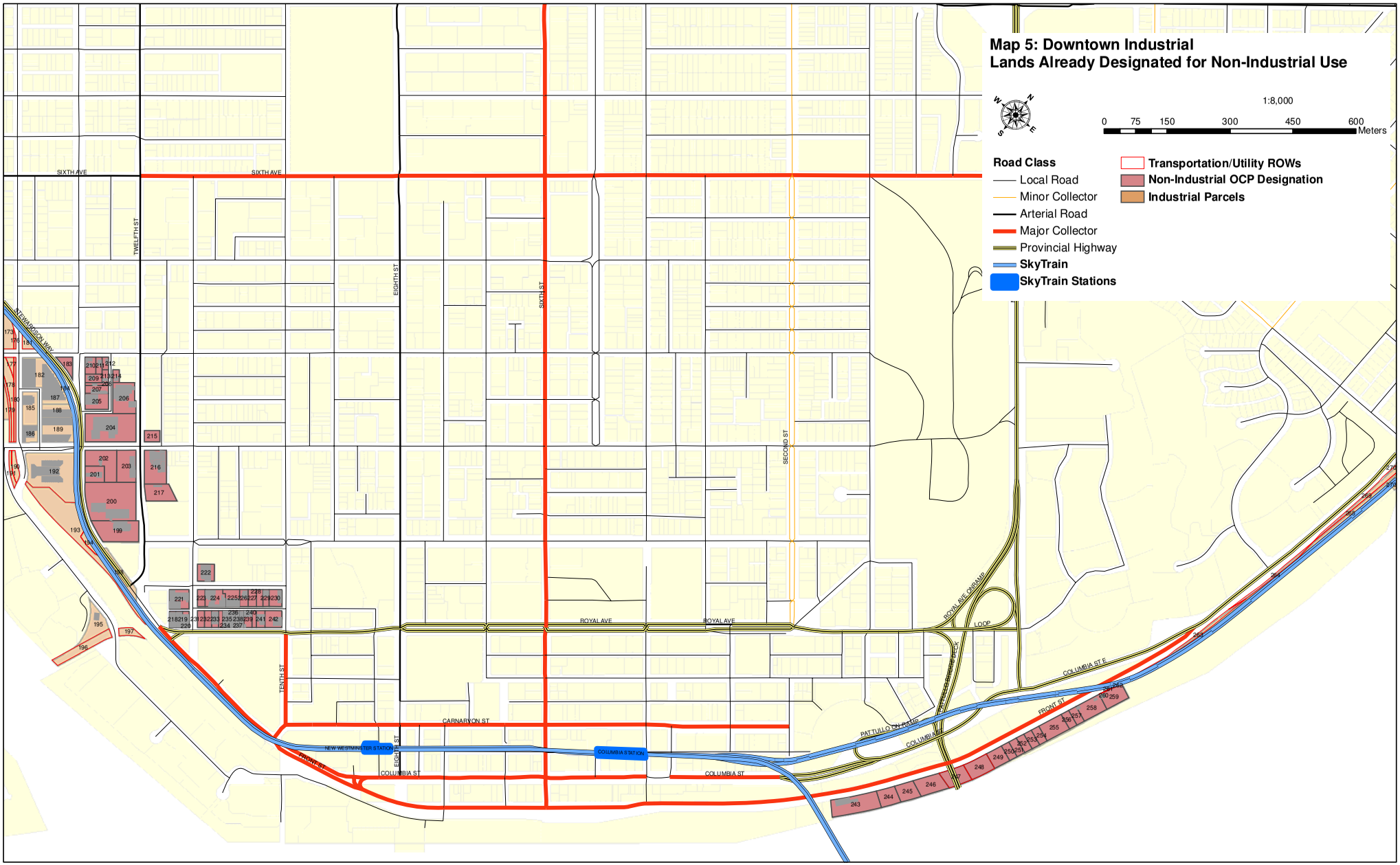
Map 1:
Queensborough West End Industrial Properties

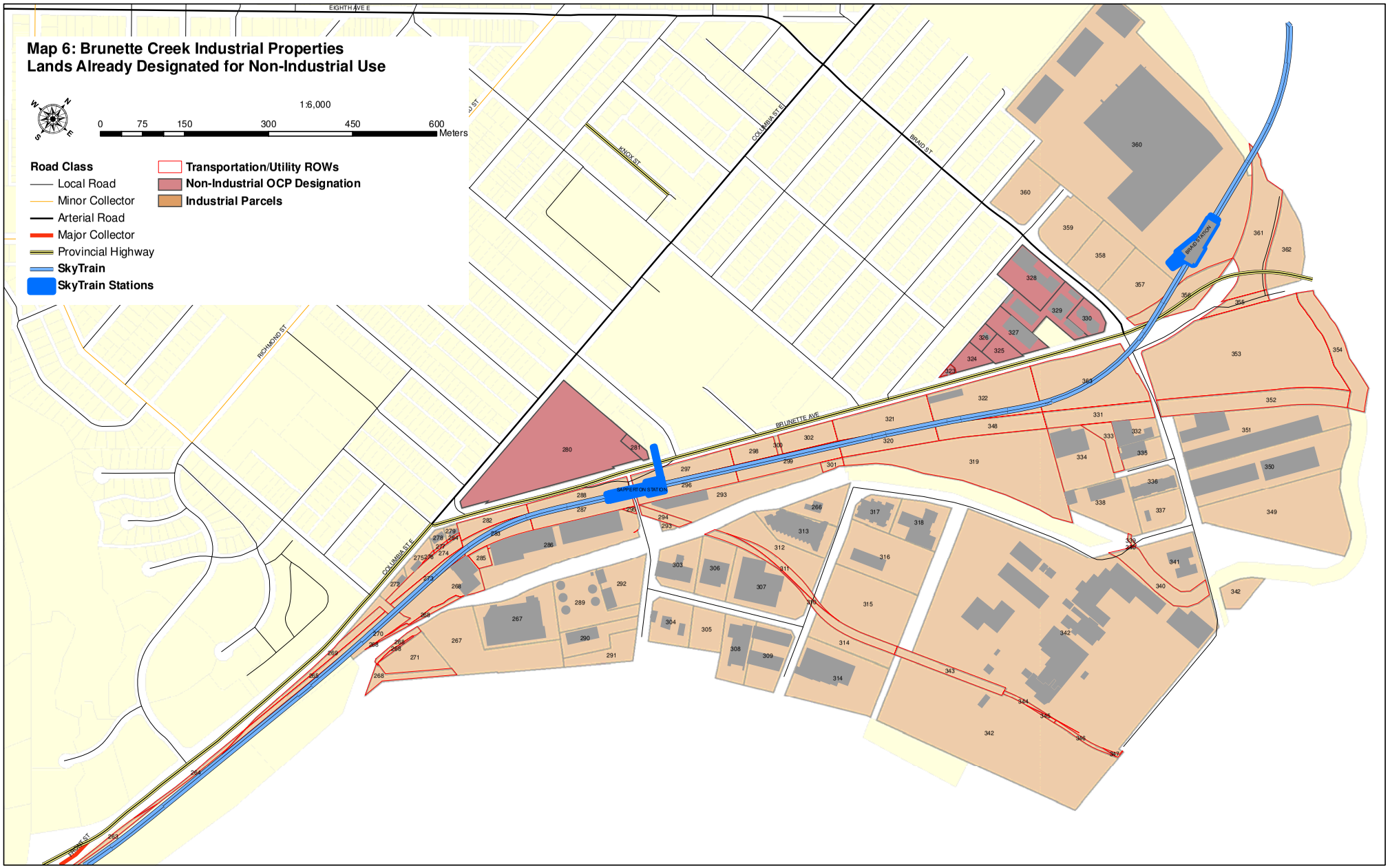


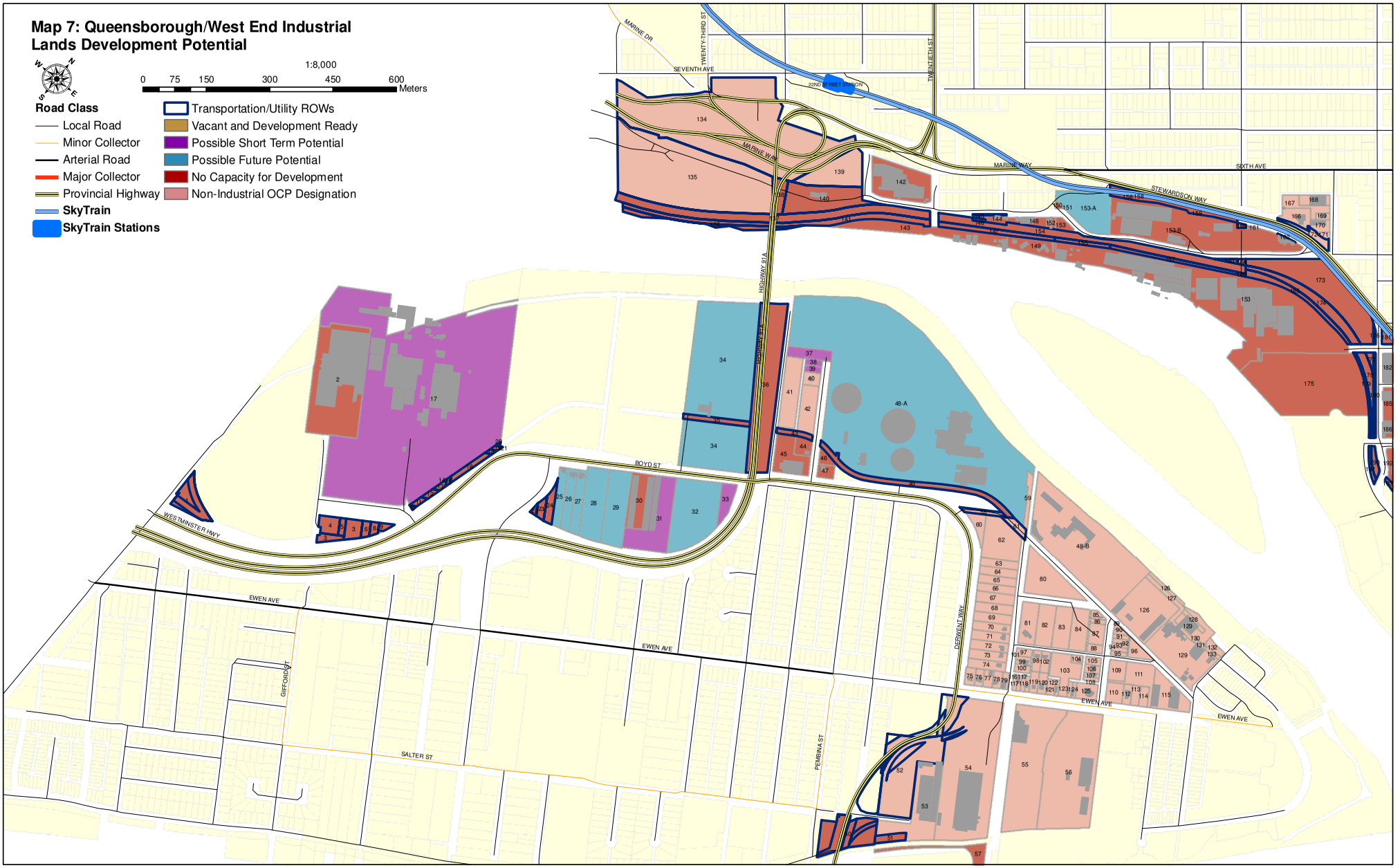

Map 2:
Downtown Industrial Properties
1:7,500
0 62.5 125 250 375 500
Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
Industrial Parcels
CM-1
M-1
M-2
M-4
M-5
SkyTrain Stations
SIXTH AVE
TWELFTH ST
EIGHTH ST
SIXTH ST
SECOND ST
TENTH ST
ROYAL AVE
CARNARVON ST
COLUMBIA ST
FRONT ST
COLUMBIA STATION
NEW WESTMINSTER STATION
ROYAL AVE OFFRAMP
ROYAL AVE ONRAMP
LOOP
PATTULLO ONRAMP
PATTULLO BRIDGE
COLUMBIA ST E

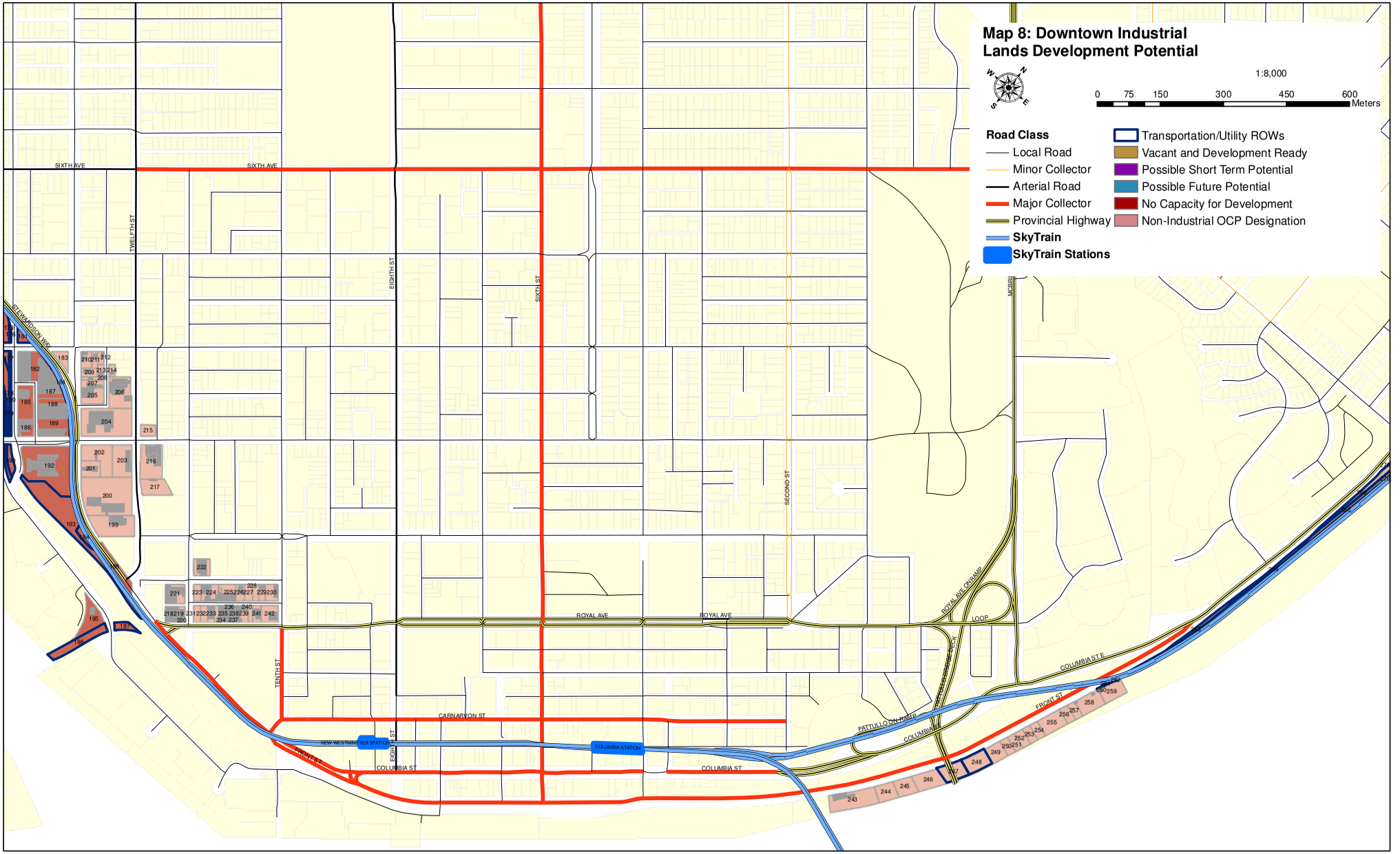

Map 3:
Brunette Creek Industrial Properties
1:6,000
0 75 150 300 450 600
Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain Stations
Industrial Parcels
CM-1
M-1
M-2
M-4
M-5
SkyTrain
BRUNETTE AVE
COLUMBIA ST E
COLUMBIA ST W
BRAID ST
KNOX ST
RICHMOND
SAPPERTON STATION
BRAID STATION
FRONT ST

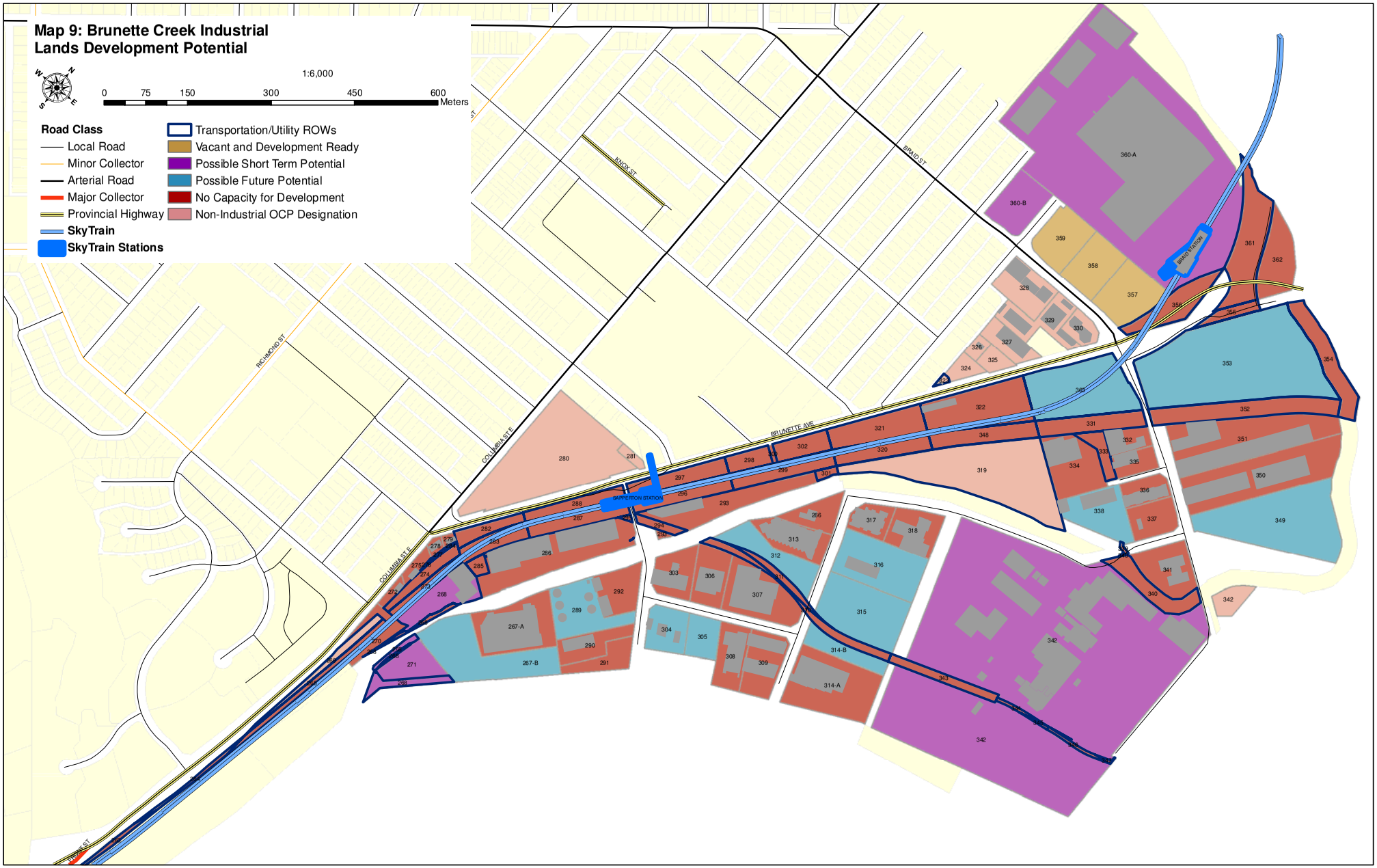

Map 4: Queensborough/West End Industrial
Lands Already Designated for Non-Industrial Use
1:8,000
0 75 150 300 450 600
Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Non-Industrial OCP Designation
Industrial Parcels
MARINE DR
SEVENTH AVE
TWENTY-THIRD ST
TWENTIETH ST
22ND STREET STATION
MARINE WAY
SIXTH AVE
STEWARDSON WAY
HIGHWAY 91A
BOYD ST
WESTMINSTER HWY
EWEN AVE
GIFFORD ST
SALTER ST
PEMBINA ST
DERWENT WAY


Map 5: Downtown Industrial
Lands Already Designated for Non-Industrial Use
1:8,000
0 75 150 300 450 600
Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Non-Industrial OCP Designation
Industrial Parcels
SIXTH AVE
TWELFTH ST
EIGHTH ST
SIXTH ST
SECOND ST
STEVESTON HWY
ROYAL AVE
ROYAL AVE OFFRAMP
LOOP
COLUMBIA ST E
FRONT ST
PAT TULLO OVERPASS
TENTH ST
CARNARVON ST
NEW WESTMINSTER STATION
COLUMBIA STATION
COLUMBIA ST


Map 6: Brunette Creek Industrial Properties
Lands Already Designated for Non-Industrial Use
1:6,000
0 75 150 300 450 600 Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Non-Industrial OCP Designation
Industrial Parcels
EIGHTH AVE E
KNOX ST
COLUMBIA ST E
BRAID ST
RICHMOND ST
BRUNETTE AVE
SAPPERTON STATION
BRAID STATION


Map 7: Queensborough/West End Industrial Lands Development Potential
1:8,000
0 75 150 300 450 600 Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Vacant and Development Ready
Possible Short Term Potential
Possible Future Potential
No Capacity for Development
Non-Industrial OCP Designation
MARINE DR
TWENTY-THIRD ST
SEVENTH AVE
22ND STREET STATION
TWENTIETH ST
MARINE WAY
SIXTH AVE
STEWARDSON WAY
HIGHWAY 91A
ROYD ST
WESTMINSTER HWY
EWEN AVE
GIFFORD ST
SALTER ST
PEMBINA ST
DERWENT WAY


Map 8: Downtown Industrial Lands Development Potential
1:8,000
0 75 150 300 450 600 Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Vacant and Development Ready
Possible Short Term Potential
Possible Future Potential
No Capacity for Development
Non-Industrial OCP Designation
SIXTH AVE
TWELFTH ST
EIGHTH ST
SIXTH ST
SECOND ST
MCBRIDE
STEWARDSON WAY
ROYAL AVE
ROYAL AVE OFFRAMP
LOOP
COLUMBIA ST E
FRONT ST
PATTULLO BRIDGE
COLUMBIA
TENTH ST
CARNARVON ST
NEW WESTMINSTER STATION
COLUMBIA STATION
EIGHTH ST
COLUMBIA ST
COLUMBIA ST
PERIMETER RD
192
193
195
196
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201
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Map 9: Brunette Creek Industrial Lands Development Potential
1:6,000
0 75 150 300 450 600 Meters
Road Class
Local Road
Minor Collector
Arterial Road
Major Collector
Provincial Highway
SkyTrain
SkyTrain Stations
Transportation/Utility ROWs
Vacant and Development Ready
Possible Short Term Potential
Possible Future Potential
No Capacity for Development
Non-Industrial OCP Designation
BRUNETTE AVE
COLUMBIA ST E
COLUMBIA ST
RICHMOND ST
BRAID ST
KINGSWAY
SAPPERTON STATION
BRAID STATION