

PLANNING AND DEVELOPMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: REGIONAL INDUSTRIAL LANDS INVENTORY

RECOMMENDATION:

1. THAT Council receive the report for information.

REPORT

The Planning and Development Committee, at its meeting held on 2021 June 29, received and adopted the attached report outlining the changes to the Metro Vancouver Regional Industrial Lands Inventory for industrial lands in Burnaby.

Respectfully submitted,

Councillor P. Calendino
Chair

Councillor S. Dhaliwal
Vice Chair

Copied to: Acting City Manager Director Finance Director Planning & Building
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TO: CHAIR AND MEMBERS
PLANNING AND DEVELOPMENT COMMITTEE **DATE:** 2021 June 21

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 4700 20

SUBJECT: REGIONAL INDUSTRIAL LANDS INVENTORY

PURPOSE: To outline the changes to the Metro Vancouver *Regional Industrial Lands Inventory* for industrial lands in Burnaby.

RECOMMENDATIONS:

1. **THAT** the Committee receive this report for information.
2. **THAT** the Committee forward this report to Council for their information.

REPORT**1.0 INTRODUCTION**

Industrial lands play an important role in supporting employment opportunities in Burnaby and across the region. However, increasing demand for land to support industrial activities, together with market pressure to convert industrial lands to other uses, has led to a shortage of available, high quality industrial land in Metro Vancouver.

In an effort to monitor and report on changes to industrial lands, the *Regional Industrial Lands Inventory* ('Inventory') was introduced by Metro Vancouver in 2005. It provides data on the quantity and quality of industrial lands across the region. The Inventory helps to understand the current and potential future utilization of industrial lands and, at a local level, helps to inform Burnaby's industrial land use policies.

The Inventory is updated every five years. The 2020 update was received by the Metro Vancouver Regional District Board in March 2021. This report provides a summary of the Inventory, as it applies to Burnaby, and outlines two types of changes that are reflected in the 2020 update:

- Amendments to the Inventory, requested by Burnaby.
- Changes to the Inventory made by Metro Vancouver, based on changes in land use between 2015 and 2020.

It also outlines anticipated future changes to the Inventory in Burnaby.

2.0 POLICY FRAMEWORK

The work to support Metro Vancouver’s Regional Industrial Lands Inventory aligns with the following Council-adopted policies: *Corporate Strategic Plan* (2017) and the *Economic Development Strategy* (2007).

3.0 BURNABY’S INDUSTRIAL LANDS IN THE REGIONAL INVENTORY

Burnaby has 1,144 hectares (2,827 acres) of industrial land in the Inventory. This accounts for 10% of the total industrial lands included in the Inventory, and is the fourth largest industrial land base in the region, after Surrey, Richmond and Delta.

Burnaby’s industrial lands are largely concentrated in Big Bend, Royal Oak and the Central Valley area. They include 1,164 properties, most of which are privately owned (90%). Burnaby’s industrial sites are relatively small; 90% are less than two hectares in size, 9.7% are between 2 and 10 hectares, and only 0.3%, (4 sites), are larger than 20 hectares. In terms of tenure, approximately 6% of Burnaby’s lands are strata tenure; the remainder are standard tenure, which includes both fee simple and leased lands.

Almost half of Burnaby’s industrial lands (47%) are used for “Building-Intensive Industrial”, a regional classification which includes general industrial, manufacturing/production and distribution/warehouses. A significant proportion (23%) of the industrial land area is being used for “Oil Tank Farms”. Since the inventory began in 2005, the amount of *vacant* industrial land has been declining across the region. This is also the case in Burnaby, where approximately 97% (1,105 hectares) of industrial lands have already been developed, leaving only 3% (39 hectares) vacant for new industrial uses. The City’s total industrial lands have decreased slightly since the inventory began, due to land use changes based on community plan designations.

Further details on Burnaby’s industrial lands, including a detailed breakdown of Burnaby’s industrial land use classification, can be found in the Inventory¹.

4.0 COMPARISONS BETWEEN 2020 AND EARLIER INVENTORIES

The methodology to determine which lands and associated data to include in the Inventory was originally developed in 2005 by a working group, which included representatives from Metro Vancouver member municipalities, the real estate brokerage community, ports and airport authorities, the Province and the academic community.

However, over the years, there have been some differences in policy interpretation at the municipal level that have impacted the selection of lands to include in the Inventory. These differences, together with changes to the methods used to collect and classify industrial data have resulted in some inconsistencies that make it difficult to compare results from different versions of the Inventory.

As part of the 2020 update, several municipalities (including Burnaby) reviewed and reinterpreted their policies and submitted amendments to their inventory lands to Metro Vancouver. To support comparisons between inventories, these amendments were also applied to the 2015 database to create a revised set of 2015 results. As a result, comparisons can be made between the 2015 (revised) and

¹http://www.metrovancouver.org/services/regionalplanning/PlanningPublications/Metro_Vancouver_2020_Industrial_Lands_Inventory_Technical_Report.pdf

2020 results. These comparisons are included in the 2020 inventory. However, comparisons with the 2005 and 2010 versions of the Inventory remain problematic.

5.0 BURNABY’S AMENDMENTS TO THE INVENTORY

Given the variations in different editions of the Inventory, Burnaby sought to establish a clear set of criteria for determining industrial lands going forward. Staff clarified which properties in Burnaby should be included based on our regulations, and established a standard interpretation of Metro Vancouver’s definition of industrial lands.

Metro Vancouver’s definition of industrial land, for the purposes of the Inventory, includes “*all lands that are municipally designated (Official Community Plans, sub-area/neighbourhood plans, or equivalent) industrial, plus lands that are both zoned (or equivalent) industrial and used for industry, as of the date of the inventory.*”²

It was agreed that, in Burnaby, this would mean:

1. Lands with industrial zoning (M Zoning) including those that may be designated for other uses. This includes lands with Comprehensive Development (CD) zoning that includes industrial zones;
2. Lands that are designated General Industrial or Petro Chemical in the Official Community Plan’s Industrial Policy Framework;
3. Lands that are designated Industrial in the City’s adopted Community Plans, including lands designated for multiple uses; and
4. Lands that are designated Industrial in the Regional Growth Strategy.

Based on these criteria, staff reviewed the draft 2020 inventory and identified sites that were incorrectly included in this and earlier inventories. These sites are described in Table 1 below.

Table 1: Notable amendments requested to the draft Inventory, based on agreed definition of Industrial Lands.

Location	Rationale for Amendment
7207 11th Ave (Southgate Master Plan)	This site, in Edmonds, is regionally designated for <i>general urban</i> uses and is located within an area that is identified as a <i>municipal town centre</i> in the Regional Growth Strategy, and as a <i>town centre</i> in the Official Community Plan (OCP). This site was designated for high density mixed-use in the Southgate Master Plan, which was adopted in 2014. It is currently zoned for residential and commercial uses, CD (RM5, RM1, C2). Staff requested that this site be removed from the Inventory as it is not zoned or designated for industrial use.
6857 and 6875 Royal Oak Ave	These sites, in Royal Oak, are regionally designated for <i>general urban</i> uses and are identified as <i>proposed transition areas</i> in the OCP. They were designated for <i>medium density mixed use</i> in the Royal Oak Community Plan and were rezoned to mixed residential and commercial use CD (RM3, RM3r, C9, C9r) in November and December 2020.

² For additional details on lands included in the Inventory see 2020 Regional Industrial Lands Inventory, Technical Report, Metro Vancouver, March 2021, Section 2.1.

	Staff requested that these sites be removed from the Inventory as they are not zoned or designated for industrial use.
6555 Hastings St Golf Driving Range (closed)	This site, in Lochdale, is regionally designated for <i>general urban use</i> and was identified as a <i>proposed transition area</i> in the OCP. This is a closed golf driving range located adjacent to the Shell lands just north of the Lochdale Community Plan area. This site was rezoned from Industrial to Institutional use (P2) in April 1994. Staff requested that this site should be removed from the Inventory as it is not zoned or designated for industrial use.
2316 Beta Ave Concord Woodlands Master Plan	This site, in Brentwood, is regionally designated for <i>general urban use</i> and is located within an area that is identified as a <i>municipal town centre</i> in the Regional Growth Strategy, and as a <i>town centre</i> in the OCP. This site was designated as high density mixed-use in the Woodlands Master Plan, adopted in June 2015. It is currently zoned for residential and institutional uses, CD (P3, RM4s, RM5s, P2). Staff requested that this site be removed from the Inventory as it is not zoned or designated for industrial use.

As part of this process, staff also identified several sites that should be removed from the draft inventory, despite meeting the criteria for inclusion, to ensure accuracy going forward. These sites are described in Table 2 below.

Table 2: Additional amendments requested to the draft Inventory, based on current and anticipated uses.

Location	Rationale for Amendment
4244 Norland Ave	This site, located in the Central Administrative Community Plan Area, is regionally designated for <i>mixed employment</i> uses and as a <i>business centre</i> in the OCP. It is currently zoned for institutional and industrial uses (P2, P8, M8). However, it is the only parcel in this plan area that includes industrial zoning and it is currently being used as a parking lot for nearby offices. Staff requested that this site be removed from the Inventory, despite its current zoning, as it is not intended to be used for industrial purposes.
Discovery Place and Discovery Park	These sites, located near BCIT (Discovery Place) and SFU (Discovery Park) are regionally designated for <i>mixed employment</i> uses and as <i>business centres</i> in the OCP. Some of these properties currently include industrial zoning (M5, M8 or M8a). However, due to their proximity to BCIT and SFU, they are intended for research and development to build on partnerships with these nearby institutions. Staff requested that these sites be removed from the Inventory, despite their current zoning, as they are not intended to be used for industrial purposes.

On 2021 February 16, staff sent a letter to Metro Vancouver requesting the amendments to the inventory shown in Tables 1 and 2, in addition to some smaller housekeeping amendments. Metro Vancouver staff made these amendments to the draft 2020 inventory and revised the 2015 results. All of the requested amendments are shown on *Map #1 attached*.

6.0 CHANGES TO THE INVENTORY FROM 2015 TO 2020

Between 2015 and 2020, Metro Vancouver added 323 hectares to the total Inventory lands and removed 70 hectares, for a net change of +252 hectares. During this period, Burnaby added 0.2 hectares and removed 13 hectares.

Burnaby Lands Added to the Inventory

Burnaby added one 0.22 hectare property to the Inventory between 2015 and 2020. This is located in the Burnaby Lake Sports Complex community plan area and is a vacant lot, currently shown in the community plan as industrial and zoned for general industrial uses. This addition to the Inventory should be considered a housekeeping amendment to previous inventories.

Burnaby Lands Removed From the Inventory

Burnaby removed 40 properties from the Inventory with an average size of 0.33 hectares. All of these properties were located in the Brentwood and Royal Oak community plan areas, with the exception of a small parcel (0.2 ha) in the Big Bend area that was converted for use as an access road. All of these properties had been previously designated for residential or mixed-use (residential/commercial) uses in Burnaby’s adopted community plans.

A complete list of Burnaby properties added to, and removed from, the Inventory is given in *Appendix A*. These properties are shown on *Map #2 attached*.

7.0 ANTICIPATED CHANGES TO THE INVENTORY

In the future, it is anticipated that additional lands in Burnaby will be removed from the Inventory. These lands are currently included in the Inventory due to their existing use or zoning, but have already been designated for other uses in the City’s long range plans.

Table 3, below, shows the land use designations for Burnaby’s industrial lands.

Table 3: Land use designations for Burnaby’s industrial lands.

Regional Land Use Designation	Municipal Land Use Designation	Hectares	% of Total Land
Industrial	Industrial, Petrochemical	465	41%
Mixed Employment	Industrial, Petrochemical or Business Centre	474	41%
General Urban	Industrial, Petrochemical or Business Centre	23	2%
<i>Subtotal – Lands with Industrial Designations</i>		956	84%
General Urban	Non-Industrial Uses	180	16%
Mixed Employment	Non-Industrial Uses	2	0.1%
Conservation/Recreation	Park and Public Use	1	0.1%
<i>Subtotal – Lands without Industrial Designations</i>		183	16%
<i>Total Inventory Lands – Burnaby</i>		1,144	100%

Approximately 465 hectares (41%) of Burnaby’s industrial lands have been designated for *industrial* uses in the Regional Growth Strategy and for *industrial* or *petrochemical* uses in the City’s Official Community Plan (OCP) or community plans. These lands are protected for future industrial use at both a regional and municipal level and are expected to remain in the industrial inventory over the long term.

An additional 497 hectares (43%) of Burnaby’s industrial lands have been designated for *industrial*, *petrochemical* or *business centre* uses in the OCP’s industrial framework and/or the City’s community plans. The majority of these properties (474 hectares) have been regionally designated for *mixed employment* use which may include industrial or light industrial uses, in addition to commercial and other employment-related uses. Whilst these lands are not limited to strictly industrial uses, they are likely to remain in the industrial inventory and to continue to support employment opportunities over the long term.

The remaining 183 hectares of Burnaby’s lands in the Inventory have not been designated for industrial uses in the future. These properties currently include industrial zoning, so are included in the Inventory, but are not anticipated to remain in the Inventory over the long term.

These include:

- 180 hectares (16%) that have been designated for *General Urban* uses in the Regional Growth Strategy, a category that encompasses a wide variety of uses that support residential neighbourhoods and centres, and may include mixed-use, residential, commercial, parks, institutional and other uses;
- 2 hectares in Royal Oak and Big Bend that have been designated for *Mixed Employment* use in the Regional Growth Strategy and *Urban Village* or *Commercial* uses in the OCP and community plans; and
- 1 hectare in Barnet Marine Park that is currently zoned industrial (M3) but has been designated for *Conservation/Recreation* use in the Regional Growth Strategy and *Conservation* in the OCP.

In summary, of the 1,144 hectares of land included in the Inventory, approximately 183 hectares (16%) are designated in Burnaby’s plans for non-industrial uses. Alternate uses for these lands have been determined as part of the City’s Official Community Plan and adopted community plans in consultation with the community and in accordance with the City’s economic, social and environmental sustainability strategies.

Anticipated future changes to the Inventory are shown in *Map #3 attached*.

8.0 INDUSTRIAL LANDS INVENTORY AND METRO 2050

The Inventory has recently been used to inform the update to the Regional Growth Strategy (“Metro 2050”) which now in progress. The draft of Metro 2050 includes a goal to *Support a Sustainable Economy* which includes a strategy focused on protecting industrial lands across the region. This draft was recently presented to the Regional Planning Committee and will be distributed to member municipalities for comment over the summer and fall of 2021. It will be presented to Council by Metro Vancouver staff in the fall.

To: Planning and Development Committee
From: Director Planning and Building
Re: Regional Industrial Lands Inventory
2021 June 21.....Page 7

9.0 RECOMMENDATIONS

This report provides an overview of Burnaby's requested amendments to the draft 2020 Regional Industrial Lands Inventory, along with a summary of current and anticipated changes to the City's industrial lands. It also describes Burnaby's newly established definition of 'industrial lands' that will be used to determine which lands are included in future updates. The Inventory has informed the draft update to Metro 2050 and will help to guide future policy decisions on industrial lands.

It is recommended that this report be received for information.



E.W. Kozak, Director
PLANNING AND BUILDING

SC:sa

Attachments

Copied to: Acting City Manager
Director Finance
City Clerk

Appendix A

Burnaby properties removed from the Regional Industrial Lands Inventory between 2015 and 2020.

Address	Community Plan Area	Previous Land Use (as classified in 2015 Industrial Land Inventory)	Current Land Use	Parcel Size (Ha)
4305 Dawson St	Brentwood	Industrial - General	Medium Density Mixed Use	0.2
4349 Dawson St	Brentwood	Non-Industrial - Commercial (Car/Trailer Dealers)	Medium Density Mixed Use	0.3
1876 Gilmore Ave	Brentwood	Non-Industrial - Commercial (Car/Trailer Dealers)	High Density Multiple Family	0.2
2390 Douglas Rd	Brentwood	Industrial - General	High Density Multiple Family	0.2
2425 Beta Ave	Brentwood	Industrial - General	High Density Multiple Family	1.9
5345 Goring St	Brentwood	Industrial - General	High Density Mixed Use	0.4
2338 Madison Ave	Brentwood	Industrial - Outdoor Storage	High Density Multiple Family	0.6
4460 Juneau St	Brentwood	Industrial - General	High Density Multiple Family	0.1
4472 Juneau St	Brentwood	Industrial - General	High Density Multiple Family	0.1
4482 Juneau St	Brentwood	Industrial - General	High Density Multiple Family	0.1
4455 Alaska St	Brentwood	Industrial - General	High Density Multiple Family	0.3
2450 Alpha Ave	Brentwood	Industrial - General	High Density Multiple Family	0.4
4460 Dawson St	Brentwood	Industrial - General	Medium Density Multiple Family	0.1
2273 Willingdon Ave	Brentwood	Industrial - General	Medium Density Multiple Family	0.1
1846 Gilmore Ave	Brentwood	Industrial - General	High Density Multiple Family	0.2
1763 Douglas Rd	Brentwood	Industrial - General	High Density Multiple Family	0.5
4161 Dawson St	Brentwood	Non-Industrial - Recreation	High Density Mixed Use	0.4

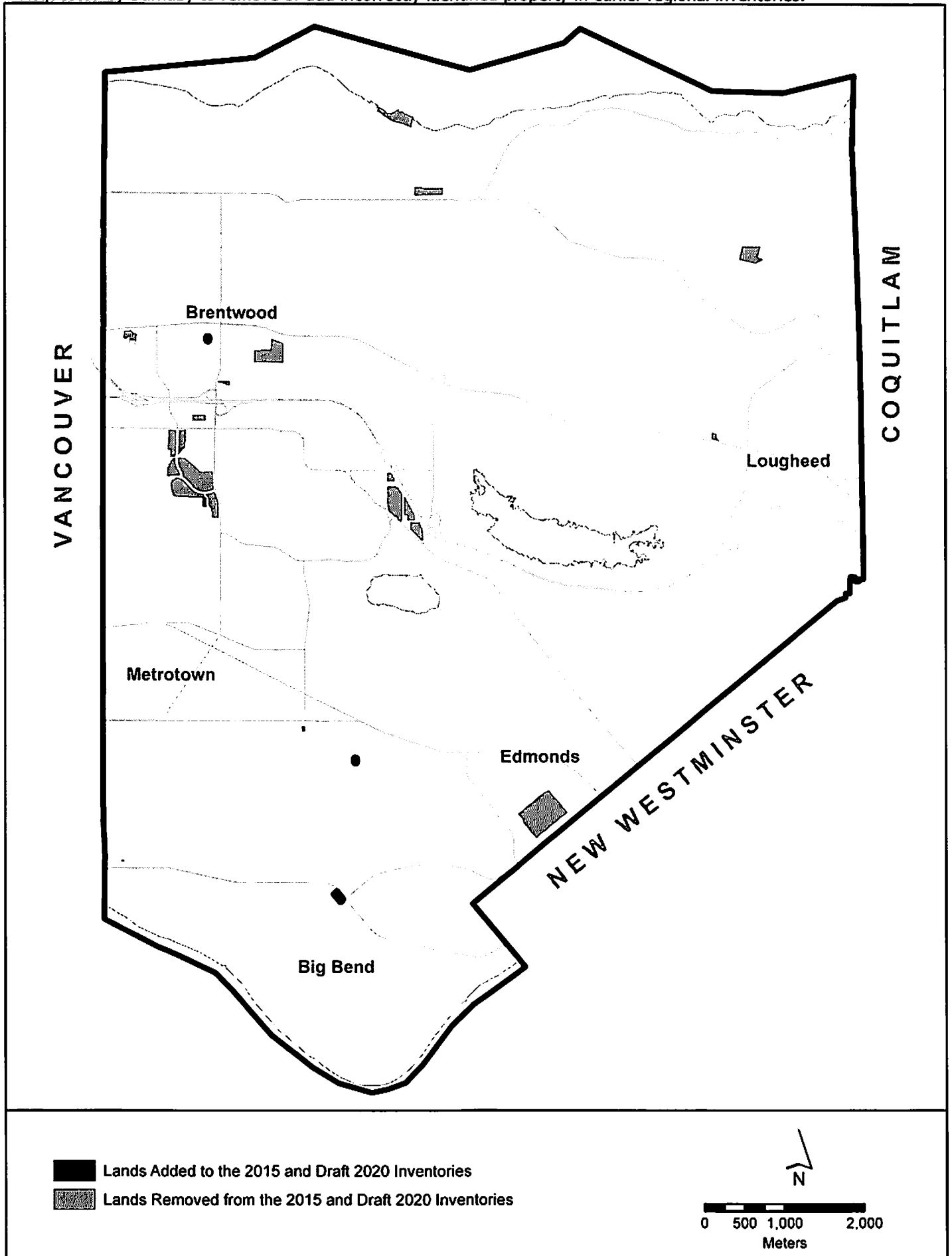
4171 Dawson St	Brentwood	Non-Industrial - Office	High Density Mixed Use	0.4
4285 Dawson St	Brentwood	Industrial - General	High Density Mixed Use	0.2
4295 Dawson St	Brentwood	Industrial - General	High Density Mixed Use	0.3
1904 Gilmore Ave	Brentwood	Industrial - General	High Density Multiple Family	0.2
4756 Lougheed Hwy	Brentwood	Non-Industrial - Commercial (Car/Trailer Dealers)	High Density Multiple Family	0.4
1735 Douglas Rd	Brentwood	Industrial - General	High Density Mixed Use	0.5
2360 Douglas Rd	Brentwood	Industrial - General	High Density Mixed Use	0.1
4455 Juneau St	Brentwood	Industrial - General	High Density Mixed Use	0.1
4467 Juneau St	Brentwood	Industrial - General	High Density Mixed Use	0.1
4483 Juneau St	Brentwood	Industrial - General	High Density Mixed Use	0.1
2285 Willingdon Ave	Brentwood	Industrial - General	High Density Multiple Family	0.1
2242 Alpha Ave	Brentwood	Industrial - General	High Density Multiple Family	0.4
4482 Dawson St -E	Brentwood	Industrial - General	Medium Density Mixed Use	0.1
4482 Dawson St -W	Brentwood	Industrial - General	Medium Density Mixed Use	0.1
Portion Of 4880 Lougheed Hwy	Brentwood	Industrial - General	High Density Multiple Family	1.7
5289 Lane St	Royal Oak	Industrial - General	Medium Density Mixed Use	0.1
5309 Lane St	Royal Oak	Industrial - General	Medium Density Mixed Use	0.3
6960 Royal Oak Ave	Royal Oak	Industrial - General	Medium Density Mixed Use	0.2
7011 Macpherson Ave	Royal Oak	Industrial - General	Medium Density Multiple Family	0.1
5558 Short St	Royal Oak	Industrial - General	Medium Density Multiple Family	0.1
7470 Buller Ave	Royal Oak	Industrial - General	Medium Density Multiple Family	1.2
7349 Gilley Ave	Royal Oak	Industrial - General	Medium Density Multiple Family	0.2
Portion Of 5115 North Fraser Way	Big Bend	Vacant Land	Road extension	0.2
Total Lands Removed				13.0

Burnaby properties added to the Regional Industrial Lands Inventory between 2015 and 2020

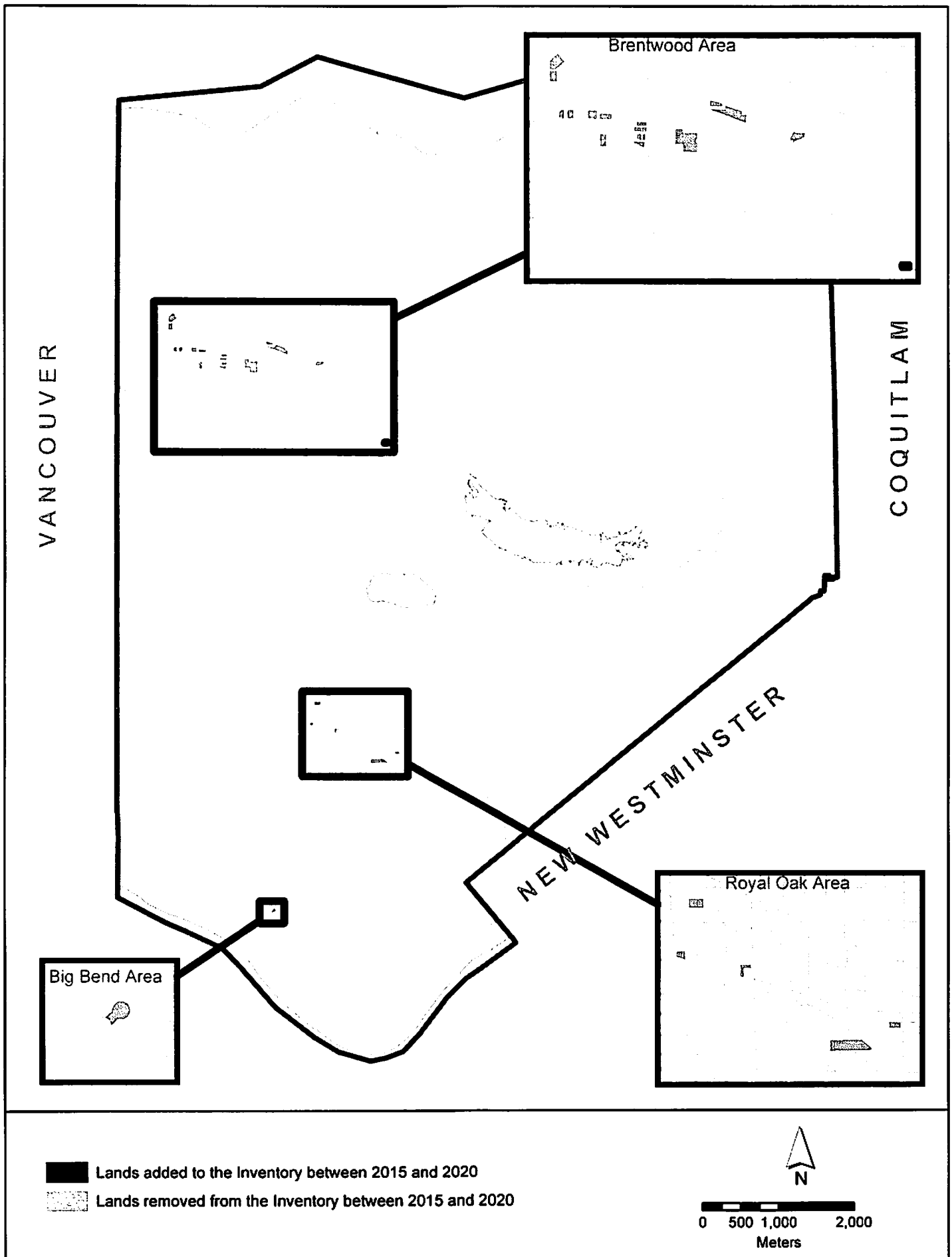
Address	Community Plan Area	Previous Land Use (2015)	Current Land Use (as classified in the 2020 Inventory)	Parcel Size Hectares
3388 Norland Ave	Burnaby Lake Sports Complex	Vacant (M2) Designated for industrial Use	Vacant Land (M2)	0.2

MAP 1: HOUSEKEEPING AMENDMENTS TO THE REGIONAL INDUSTRIAL LANDS INVENTORY 2015 AND 2020

*Requested by Burnaby to remove or add incorrectly identified property in earlier regional inventories.



MAP 2: CHANGES TO THE REGIONAL INDUSTRIAL LANDS INVENTORY, 2015 to 2020



MAP 3: ANTICIPATED FUTURE CHANGES TO THE REGIONAL INDUSTRIAL LANDS INVENTORY

