

ITEM	11
MANAGER'S REPORT #	13
COUNCIL MEETING	96/05/06

1996 MAY 01

TO: CITY MANAGER

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 16.100

SUBJECT: COMMUNITY PLANNING GRANT APPLICATION

PURPOSE: To seek Council's endorsement of an application for a Community Planning Grant to conduct an industrial lands review.

RECOMMENDATIONS:

1. **THAT** Council endorse the proposed Industrial Lands Review process, described in this report, and authorize staff to apply for a Provincial Community Planning Grant to conduct the review.
2. **THAT** Council send a copy of this report to the GVRD Strategic Planning Committee, requesting the Greater Vancouver Regional District to give priority to the undertaking of a regional Industrial Lands Review, to assist member municipalities in the implementation of the Livable Region Strategic Plan.
3. **THAT** copies of this report be sent to Barry Jones, MLA, Joan Sawicki, MLA, Barb Copping, MLA and Fred Randall, MLA.

REPORT

1.0 INTRODUCTION

At its meeting of 1996 March 4, Council received a Housing Committee report which outlined a proposed process for revising Burnaby's Official Community Plan (OCP). In that report, it was indicated that a review would need to be conducted on the future of the City's industrial land base.

This report provides further information on the proposed Burnaby Industrial Lands Review. It also seeks Council's endorsement of an application for a Provincial Community Planning Grant to help fund this important component of Burnaby's Official Community Plan review.

2.0 INDUSTRIAL LAND USE REVIEW: AN OVERVIEW

Under the GVRD's Livable Region Strategic Plan (LRSP), Burnaby and the region are expected to accommodate significant residential and employment growth over the next thirty years. Pressures will emerge to accommodate some of this growth in the city's industrial lands, particularly in designated town centre areas and along the rapid transit corridors. To gain a better understanding of the implications and appropriate responses to these anticipated pressures, the City needs an updated strategy for the use of its industrial lands. The strategy will strive to ensure that the City has an adequate supply of designated industrial lands and that it maintains an appropriate balance of jobs and residential development.

The preparation of an updated industrial land use strategy for Burnaby will need to address the following:

- a) an inventory of the City's industrial land base and a review of the policies governing their use;
- b) a generalized inventory of the region's industrial land base and the development of current and projected annual absorption rates;
- c) identification of emerging trends and issues associated with the use of industrial lands in the region and the City;
- d) recommend options for Burnaby to consider in the future development of its industrial land base.

The proposed work would consist of two components: a general regional overview and a more substantive focusing on the Burnaby situation. The regional overview would assess trends and issues associated with the use of industrial lands emerging within the GVRD and how these will likely affect the distribution of industrial land supply demand and supply within the region as a whole. A sample of the types of trends to be assessed would include:

- ▶ a shift from a manufacturing, industrial based economy to a more service and information oriented sector;
- ▶ changes in the nature of industrial development in centrally located metropolitan areas including:
 - the emergence of multi-faceted (office, commercial, retail, wholesale, cultural, educational, recreational, and service institutional) users within an industrial business park environment;
 - an increasing tendency for service commercial, big box retail and large scale recreational uses to locate on relatively lower cost industrial lands;
 - the trend for industries that serve the commercial sector to locate close to such commercial clients as printshops, offices, commercial design and fabrication studios and restaurant supply distributors.
- ▶ shifting regional land use patterns in general, and, in particular, the emergence of the "Compact Metropolitan Growth Area" as a fundamental component of the Livable Region Strategic Plan;
- ▶ emerging municipal and regional transportation, access and capacity issues that tend to favour the introduction of higher profile service/commercial uses and disfavour warehousing, wholesale/distribution industrial uses in the inner, more congested areas of the region;

- ▶ a growing desire for expanded employment opportunities "close to home" as an integral component of complete communities.

The assessment of these region-wide issues would help establish the broader context for a more in-depth review of Burnaby's present and future industrial land base and present options and recommended actions for the City to pursue. The work would prove instrumental to Burnaby in the formation of an updated OCP and associated Regional Context Statement (RCS), particularly as related to employment objectives and the City's residential growth management strategy.

Staff have been discussing this topic with GVRD staff and encouraging them to include in their 1996 work program a more substantive regional review of industrial trends and strategies. It has been argued that this work would be extremely helpful to municipalities in defining their respective roles and needs in the implementation of the Livable Region Strategic Plan. Regional staff will be compiling information on industrial lands to update a regional framework and intend to submit a report on this subject to an upcoming meeting of the Technical Advisory Committee. Staff continue to support the region's involvement in this subject and would see a future regional initiative on this subject as supplementing the strategy work undertaken by the City. Such work is overdue; the last broad report on regional industrial uses and trends was prepared in the 1970's.

A more detailed overview of the proposed study components as submitted by Burnaby staff to regional staff is presented in Appendix 1, *attached*. It should be noted that the City's study would have the greatest value in the context of a comprehensive regional review. If, for whatever reason, a GVRD component does not proceed, the Burnaby work would still have considerable merit and should be pursued independently.

3.0 COMMUNITY PLANNING GRANT PROGRAM REQUIREMENTS

Through its Community Planning Grant Program, the Ministry of Municipal Affairs can fund up to 50% of a local government's costs for conducting an approved project. The maximum amount of Planning Grant funding available to municipalities is \$30,000 per year. Projects taking more than a year to complete can be broken into component pieces, with municipalities seeking funding for the various pieces on a multi-year basis. To increase flexibility for Planning Grant applicants, the Ministry has implemented a continuous process for the review of applications (i.e., grants can be submitted and approved at any time during the year, not only around a fixed application deadline).

Applications for Planning Grants must include the following:

- ▶ a completed planning grant application
- ▶ a resolution from the local Council which clearly supports the application, the specific project being applied for, and the estimated costs of each project
- ▶ supporting documentation on the proposed project (e.g., terms of reference, detailed cost estimates, background on project team).

4.0 KEY PROJECT ELEMENTS

The following information summarizes the key elements of the proposed Industrial Land Use Review.

Purpose: To help the City in developing a contemporary long term strategy for the future use of its industrial land base. The information generated will be used in development of the revised OCP and RCS.

Project Team: The work will be undertaken by a consultant with expertise in industrial land use planning, with specialized knowledge in the areas of market research and urban land economics. A team of staff from the Planning Department will oversee the project, providing information, advice, and direction to the consultant as the work proceeds. Staff will also be responsible for taking the consultant's material and using it to develop appropriate components of the OCP and RCS.

Project Budget: The overall project budget will be about \$60,000.00 broken down as follows:

▶ consultant	\$30,000
▶ staff salaries (planners, graphics and technical support, clerical)	\$25,000
▶ printing & postage	\$ 3,000
▶ miscellaneous	<u>\$ 2,000</u>
Total	\$60,000

It should be noted that consultant costs for the review have not been included in the 1996 Annual Operating Budget. Should the City be successful with its Community Planning Grant application, appropriate adjustments would be made in the Recast Operating Budget. The grant revenues would offset the corresponding consultant expenditures and the work would have no impact on the City's tax draw.

Timelines: The consultant's review will take about four months to complete. Assuming that funding is approved in July and a consultant is retained in August, the consultant's portion of the work could be concluded by December. Follow up work by staff on the OCP revision, RCS, and related matters would proceed into 1997.

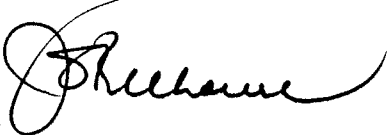
Reporting Structure: As the Housing Committee will be overseeing development of Burnaby's revised OCP, and the proposed Industrial Lands Review is an integral component of the OCP update, it is proposed that progress reports on the review be submitted to the Housing Committee.

If Council concurs with these elements, staff would incorporate them into a more detailed Community Planning Grant application to the Province. Staff would keep the regional district staff fully apprised of our application and study progress, so that if the GVRD is successful in securing funding for a more comprehensive review of the regional industrial framework, a more coordinated approach for the research could result.

5.0 CONCLUSION AND RECOMMENDATIONS

The proposed Industrial Lands Review should be a valuable resource to the City, helping with formulation of contemporary, solidly researched policies for the future development of industrial lands in Burnaby. It is therefore recommended that Council endorse the proposed Industrial Lands Review process, and authorize staff to apply for a Provincial Community Planning Grant to conduct the review as described in Section 4 of this report.

For the proposed work to have its greatest value, the GVRD should be encouraged to give priority to developing a comprehensive industrial strategy review for the region as a whole. The regional review would provide a context for member municipalities to undertake more detailed research and policy development for their respective jurisdictions. It is therefore recommended that Council send a copy of this report to the GVRD Strategic Planning Committee, requesting the GVRD to give a priority to this important component of the Livable Region Strategic Plan implementation.



D.G. Stenson, Director
PLANNING AND BUILDING



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Attachment

cc: Director Finance

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Proposed Components of Industrial Land Use Review¹

The purpose of the Industrial Lands Strategy is twofold: i) to develop a clear understanding of Burnaby's current and future requirements for maintaining an adequate supply of industrial lands and ii) to provide a policy framework to assist the City in responding to pressures to utilize our industrial land inventory for other competing uses. The study is to include the following:

The Regional Context¹

1. A general assessment of the Region's industrial land inventory and its adequacy to meet the future industrial/employment needs of the Region over the next 15 to 20 years;
2. Identification of recent and projected trends in industrial development in the Region and how these trends will affect the Region's industrial land base and the anticipated demand on that base, including sectoral shifts and the industrial/employment needs associated with communities situated within the designated Compact Metropolitan Region;

The City Perspective

1. Development of recommended approaches, goals and parameters for the industrially designated areas within the City that collectively respond to the trends referred to above; (note: the aim will be to help Burnaby maintain an industrial component which has an appropriate jobs/labour force ratio and is consistent with the regional context provided in the first component of the review).
2. In the context of objective 1 above, preparation of more specific objectives and guidelines associated with industrial lands along the Lougheed Rapid Transit Corridor, including the Lake City Industrial Park lands, identifying the extent and manner in which these lands should play a role in the residential and employment objectives of the City;
3. A review of Burnaby's existing zoning regulations affecting the development of "big-box" and other service commercial uses (e.g., retail building supply establishments, auto dealerships) utilizing industrial lands in the City and the locational and development criteria that should be adopted to effectively manage their future development;
4. A review of possible strategies and guidelines that could lead to a greater diversification and intensification of industrial employment and investment in new developing areas such as the Burnaby Big Bend and redeveloping industrial areas intended for long term industrial use;
5. A specific consideration of industrial lands identified within designated town centre areas and the future role of these lands when considering a balancing of the various City goals and objectives.
6. Determination of the extent and conditions under which residential and certain industrial uses could co-exist within a planned environment.

¹ Note: Due to resource and data constraints, the regional context component of the Burnaby review would be general in nature. A more comprehensive and detailed regional framework would be