

# **Commercial Services in Industrial and Business Parks**

A report by

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for

Solterra Development Corp.

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## ***Executive Summary***

This review was undertaken to identify a rationale and support for the provision of commercial services and amenities to serve businesses and employees in industrial and business parks. It was also the hope to find some guidance regarding the types of services provided and the small amount relative to surrounding industrial and business activities. There was also a secondary objective to find guidance about the land uses and zoning which might be appropriate in the undeveloped northern portion of Squamish Business Park, given that District of Squamish Official Development Plan, and its Business Park Sub-Area Plan, still await a new business park zoning to replace the interim I-1 Light Industrial Zoning.

In the first part of a two-part review, “best practices” literature was reviewed to gather helpful advice. From Urban Land Institute advice we learned that there is general recognition in the real estate industry and municipal government that modern industrial and business parks, depending on their size and location, to be successful might need to serve the commercial service and amenity needs of their industrial businesses and employees in a small commercial service centre centrally located in the industrial or business park.

ULI advisors see a broad range of commercial activities included among the amenities and services for employees and businesses in a business park depending on the kind of industrial park, its size and the availability or not of amenities and services in close proximity to the park. These activities include restaurants, fast-food outlets, convenience stores, banks, travel agencies, dry cleaners, barber shops and beauty salons, daycare facilities, health clubs, recreational facilities, copy centers, mailing and delivery services, office supply stores, automobile service stations, auto repair shops and hotel or motel with meeting facilities.

ULI advises that on-site amenities and services, which are increasingly expected by businesses and employees and which contribute to a more interesting and desirable working environment, are one of several key design elements in the development of industrial and business parks. Amenities and services are also described as one of ten important site selection criteria in the development of business parks and in the site selection process of industrial and related businesses.

The ULI handbook laments strict and restrictive industrial zoning regulations governing permitted land uses in industrial districts: “It is unfortunate that current zoning practices in many communities exclude these [commercial] uses from the new models for business parks, as these support services supply the growing density and diversity of employees found working in these facilities. It is hoped communities eventually will recognize that integration of these services into the fabric of business parks makes good sense, using land more efficiently and reducing traffic congestion by placing such services within walking distance of their users.”

In the second part of this review, ample evidence was found in the plans and zoning of Metro Vancouver cities and municipalities that the commercial service and amenity needs of industrial businesses and employees in industrial and business parks must be met on site if these parks do not have proximity and good access to established population-serving commercial centres or districts, town centres or shopping malls located nearby.

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The industrial areas of Vancouver, Richmond, Delta, New Westminster, Port Moody, Pitt Meadows, Maple Ridge and Langley City, as well as many industrial, business and office parks in Central Burnaby, have good to very good proximity to commercial services and amenities. Consequently their industrial areas are generally free of non-industrial uses, except for “high-tech” office uses or big-box retail in specific zones.

By contrast, in the other seven of the 15 Metro Vancouver cities and municipalities investigated (North Vancouver City and District, Surrey, Burnaby, Coquitlam, Port Coquitlam, and Langley Township) 15 industrial areas and industrial / business parks were found which contain commercially-zoned centres and enclaves providing a small cluster of commercial businesses to serve the needs of industrial businesses and employees in those areas or parks. Note: Six of Metro Vancouver’s 21 jurisdictions have little or no industrial land and so were not studied (e.g. West Vancouver and White Rock).

In all industrial areas and industrial / business parks with commercial service centres or areas, these centres or areas are commercially-zoned and all are quite small relative to the surrounding industrially-zoned land, in the range of 3 to 5 percent, and only in one case exceeding 5 percent of the land area in an industrial or business park. This small relative proportion speaks to the reality that if a business park is not located in close proximity to an established commercial district or town centre, then it needs to provide a small service commercial component of its own to serve the needs of its employees and businesses.

The report concludes that, given the evidence assembled, if a business park is not located in close proximity to an established commercial district or town centre, then it should provide a small service commercial component to serve the needs of employees and businesses of the business park. With its main vehicular entrance on Highway 99 being a mile from downtown Squamish to the south and also from Antigonish Mall to the north, Squamish Business Park has little proximity and poor accessibility to business- and employee-serving commercial services and amenities. A small service commercial centre would address these needs without competing with or detracting from Downtown commercial services and activities.

It seems feasible and appropriate to consider a centrally-located easily accessible small commercial service centre in the 231-acre Squamish Business Park. Solterra Development Corp. proposes to provide on 5 acres of its 20-acre Sea-to-Sky Business Park a small cluster of small-scale commercial uses adjacent the traffic circle at the intersection of Discovery Way and Commercial Way. This location will be easily accessible, in walking distance, for employees throughout the Squamish Business Park. The site also has good transit and bicycle accessibility. It will also avoid a highway location which might otherwise detract from the business park’s purpose and image. Most of all, it will increase the marketability of business park lands and should hasten the development of the remaining empty sites

If this report has developed a sufficient and compelling rationale for a small commercial service centre in the Squamish Business Park, a second report would be undertaken to investigate how such a centre could be accommodated in a way that ensures it will service the needs of businesses in the Business Park and their employees, and not compete with or detract from the Downtown commercial services and activities.

# **Commercial Services and Amenities in Industrial and Business Parks**

## **Introduction**

This review was undertaken to identify a rationale and support for the provision of commercial services and amenities to serve businesses and employees in industrial and business parks. It was also the hope to find some guidance regarding the types and amount of services provided and factors affecting their success. There was also a secondary objective to find guidance about the land uses and zoning which might be appropriate in the undeveloped northern portion of Squamish Business Park, given that the District of Squamish Official Development Plan, and its Business Park Sub-Area Plan, still await a new business park zoning to replace the interim I-1 Light Industrial Zoning.

Municipal governments throughout Metro Vancouver and elsewhere have been concerned for many years to preserve industrial lands for industrial use, and to this end have sought to resist encroachment by non-industrial uses which would impact industrial activity and affect industrial land values. Big-box retail and offices have been the greatest concern and some municipalities have addressed the pressures and demand for these by creating special districts for them. Municipal governments are also increasingly encouraging employment growth in well-located industrial areas or areas well-served by transit through mixed-use districts which combine light industry with business-oriented office uses and institutional uses which do not attract the general population. Economic development planning is encouraging higher density employment zones with a broader yet more specific mix of land uses.

Growing cities and municipalities which want to be careful to match population and employment growth also want to ensure that corresponding growth in transportation infrastructure and other services be efficient. For this reason we see economic development planning which limits population-serving activities and businesses to town centres and carefully situated and sized neighbourhood centres. Just as cities and municipalities increasingly resist residential sprawl and encourage higher population densities surrounding established commercial centres, so too are they resisting business sprawl.

The foregoing describes the broad community planning and economic development background for considering and deciding upon which commercial land uses might be provided in industrial and business parks, whether throughout a business park as an acceptable employment-generating business activity or concentrated in a relatively small business- and employee-serving centre or enclave.

To inform the developer and the local government about the commercial services and amenities which would be appropriate to serve businesses and employees in industrial areas and business parks, a two-part investigation was undertaken:

- some literature review to identify some ‘best practices’ regarding commercial land uses in industrial and business parks, and
- a review of community plans and zoning regulations of Metro Vancouver cities and municipalities to identify their practice, and examples, of providing commercial activities in industrial areas and business parks to serve the needs of their employees and businesses.

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## **Part 1 – The Need for Employee and Business Services and Amenities in Industrial and Business Parks**

The principal source of guidance in the land development industry is the Urban Land Institute, a nonprofit research and education organization based in Washington, D.C., with offices Hong Kong and London and an active chapter in British Columbia. Its stated mission is "to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide".

The ULI was founded in 1936 and currently has nearly 30,000 members. More than 20% of the members work in government, academia, or public-private partnerships. Most of the rest are involved in the real estate and urban development industries. Initially founded in 2006, ULI British Columbia has over 300 members from across the Province. ULI had its first annual conference outside the US in Vancouver on April 9-11 which attracted more than 3,000 attendees.

ULI produces publications and regular research "that anticipates emerging land use trends and issues, proposing creative solutions based on that research" and "imparts knowledge to help the development community continuously improve its performance." Since 1947 the Urban Land Institute has developed handbooks to guide industrial, residential, shopping center, office, mixed-use, downtown, and recreational development. Their objective is to provide a practical overview of each sector of development, systematically covering the range of issues to be addressed in real estate development from project feasibility analysis, location criteria and financing to marketing, leasing, operations, and management.

A handbook on business and industrial park development was first made available in 1975 and then revised for 1988 to reflect an increasing focus on master-planned business parks. BUSINESS PARK AND INDUSTRIAL DEVELOPMENT HANDBOOK was renamed and significantly revised for 2001 to reflect the continuing evolution of business parks as integrated work settings that accommodate a range of activities from light manufacturing and distribution to office and service functions.

The introduction to this latest handbook concludes with a remark which seems very relevant to all of us here today: "The creation of a successful industrial development, whether a standalone building or a multiphase business park, demands expertise in assessing market conditions, obtaining financing, creating an appropriate design, marketing, and managing the finished product. It must achieve a balance between the goals of the local community and those of the project's sponsors. Although the process is not always simple, with a clear vision on the part of all parties it is possible to create a product that is an asset to the community and a profitable venture for the developer. It is hoped that this handbook can assist those involved in the development process to achieve their goals."

### **1. Definitions**

The most recent handbook defines a business park as "a multibuilding development planned to accommodate a range of uses, from light industrial to office space, in an integrated parklike setting with supporting uses for the people who work there. They can range from small parks on several acres to facilities of several hundred acres or more." Business parks generally offer a mix of warehouses, flex space, and offices to meet the needs of a range of occupants.

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In addition to business parks there are many categories and specialized types of industrial parks which have emerged over the past 20 years: Industrial Parks, Warehouse/Distribution Parks, Logistics Parks, Research Parks, Technology Parks, Incubator Parks and Corporate Parks.

- Industrial Parks—contain large-scale manufacturing and warehouse facilities and a limited amount of or no office space.
- Warehouse/Distribution Parks—contain large, often low-rise storage facilities with provisions for truck loading and parking. A small proportion of office space may be included, either as finished space built into the storage areas or housed in separate office structures. Landscaping and parking areas are included, but because of the relatively low ratios of employees to building area, a wide mix of on-site amenities for employees is not available.
- Logistics Parks—focus on the value-added services of logistics and processing rather than warehousing and storage. As centers for wholesale activity, they may also provide showrooms and demonstration areas to highlight products assembled or distributed there.
- Research Parks—designed to take advantage of a relationship with a university to foster innovation and the transfer of technology. Facilities are typically multifunctional, with a combination of wet and dry labs, offices, and sometimes light manufacturing and storage space. Biomedical parks are a specialized version.
- Technology Parks—cater to high-tech companies that require a setting conducive to innovation. They rely on proximity to similar or related companies to create a synergistic atmosphere for business development.
- Incubator Parks—provide flexibly configured and economically priced space, as well as opportunities for shared services and business counseling, and are often supported by local communities through their economic development agencies or colleges.
- Corporate Parks—often located at high-profile sites, they may look like office parks, but often the activities and uses housed there go beyond traditional office space to include research laboratories and even light manufacturing. Supporting uses such as service-oriented shopping centers, recreational facilities, and hotel/conference centers are usually provided.

## 2. Design Elements

The ULI handbook identifies on-site amenities and services as one of six key design elements which help to make a business park successful. It states that “Expectations for on-site amenities and services for employees have become higher. In addition to contributing to a more interesting and desirable working environment, amenities can help distinguish a project in a competitive market.”

This is the full range of design elements of a successful business park:

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- **Flexible Master Plan**—A master plan that anticipates change is essential to serving diverse markets over the long term. Flexibility is maximized by a lot layout that allows parcels of varying sizes to be subdivided or combined based on demand, by a road system that provides access to all portions of the site, and by utility systems that can be easily upgraded or modified.
- **Attractive Landscaping and Public Spaces**—A winning landscape plan ensures that the entire development has a cohesive, parklike appearance that takes advantage of the site's topography and natural features. Particular attention is paid to visible and strategic areas such as building entrances, outdoor gathering spots, and parking and recreation areas.
- **Flexible Building Design**—Each building type found at business parks has distinctive building requirements, but all require functionality and flexibility to meet changing market conditions and occupiers' needs. Flexible building design starts with basic considerations such as the size and depth of floorplates and moves into advanced technical systems that help make a building "smart."
- **Appropriate Parking**—Parking ratios are increasingly important considerations for occupiers of business parks. And while it is important to provide the correct number of parking spaces for the number of employees, it is also important to ensure that parking areas do not detract from the business park's overall image.
- **Efficient Circulation**—Vehicular or pedestrian, circulation in a business park should be direct and clearly marked. The different and often conflicting needs of trucks, automobiles, and pedestrians must be accommodated.
- **On-site Amenities and Services**—Expectations for on-site amenities and services for employees have become higher. In addition to contributing to a more interesting and desirable working environment, amenities can help distinguish a project in a competitive market.

### 3. Site Selection Criteria

The ULI handbook identifies amenities and services as one of ten criteria to be considered in site selection for a business park. It states that “The competitive advantage of a business park is enhanced by the availability of nearby amenities and services, including restaurants, shopping facilities, hotels, daycare facilities, fitness centers, and outdoor recreation facilities such as jogging tracks.”

This is the full range of site selection criteria, which would be relevant not only to the siting of a proposed business park, but also the tenants and occupants in business parks who will have a number of considerations in mind in their decision-making:

- Site Configuration and Size
- Land Topography and Soils
- Transportation Access
- Utilities
- Future Expansion Capacity

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- Development Impact Fees \*
- Adjacent Uses
- Links with Other Industries
- Public Policy \*\*
- Amenities/Services

\* Not only fees, but local property and business taxes will also be important to consider. There is also the possibility that some jurisdictions provide incentives, whether in the form of waived or reduced fees, or tax abatement or holidays.

\*\* By “public policy” is meant the planning and zoning regulations applying to the site under consideration. It is advised that these should be examined as soon as possible to determine the development capacity of the site. One reason for this is that if it appears that changes are necessary for the anticipated development, extra time and costs must be factored into a developer’s feasibility analysis. This will also be an important factor for potential occupants of a business park, whether purchasers or tenants. They will want to be certain that their business activity fits into one of the land uses permitted in the zoning regulations.

#### 4. Types of amenities and support services

Amenities and services for employees and businesses in a business park can include a broad range of commercial activities depending on the kind of industrial park (see earlier definitions), the size of park and the availability or not of amenities and services in close proximity to the park. The handbook describes two basic categories of services:

Business and Employee Services—“restaurants, daycare facilities, jogging trails and other recreational facilities, health clubs, and convenience stores may be warranted if the demand for some of these amenities is strong enough. Many industrial properties may not find a high level of tenant and employee services feasible because of the relatively low ratios of employees to building area. Office and corporate parks by contrast generally offer a wide mix of on-site amenities for employees such as service-oriented shopping centers, recreational facilities, and hotel/conference centers are usually provided.”

“In a business park, either permitted by right or other special approval process, the most common service use is a hotel or motel with meeting facilities. A hotel or motel can be an early addition to an interchange and serve not only the tenants of a business park but also the general public.” Interestingly, Squamish Business Park does have the Sandman Hotel in very close proximity on Highway 99 and also the Best Western to the south on Progress Way.

“Other uses in this service category include restaurants and fast-food outlets, convenience stores, banks, travel agencies, dry cleaners, health clubs, barber shops and beauty salons, automobile service stations, truck stops, daycare centers, copy centers, mailing and delivery services, office supply stores, and other support retail businesses.” “Auto repair shops and gas stations can be useful additions to parks if they are carefully sited. Prominent sites at the development's main entrance should be avoided because they detract from the image tenants look for.”

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There is a second category of business services, more typically found in very, very large parks, these services being provided by the business park developer/operator itself:

Business or Tenant Services—“mailing facilities, copying services, receptionist/switchboard/ secretarial aid, and conference facilities can make a project more marketable, making it possible to charge higher rents, but a business park owner must carefully evaluate the cost and potential benefits of directly providing such services. Developer-sponsored business services increasingly support the operations of business park tenants. Many business parks now offer a range of tenant and building services. Shared services, such as centralized telephone systems, central receptionists, common meeting rooms, and office equipment and furniture rentals are popular with startup firms. Centers catering to incubator firms frequently offer secretarial, bookkeeping, and accounting services. Such business services provide a competitive advantage.”

“A sub-category of business or tenant services are building services—changing lightbulbs, daily cleaning, painting walls, or constructing tenant improvements, and related building operation and maintenance activities can sometimes be made available at competitive rates as a convenience for tenants and a potential income generator for the owner or property manager.”

## 5. Siting Configurations

The ULI handbook describes four general configurations for the provision of services and amenities in a business park, depending on the size of the industrial or business park:

- In smaller parks, small service kiosks are appropriate, near the main entrance or at a central location.
- “In larger parks, a retail service center can be provided in an accessible location, preferably with pedestrian access for the park's tenants. Centers of this type are usually sited on an arterial street or parkway, often at the park's edge. A secondary entrance to the park may offer a convenient site where services can be seen and used by neighbors as well as the park's tenants. Specific uses in these centers vary widely. In parks with an industrial orientation, auto and wholesale services may predominate. In R&D and office parks, tenants prefer more upscale uses such as restaurants, personal services, and convenience shops.”

Two sub-categories of configuration for commercial service centres are the strip-mall form of development and the more pedestrian-oriented village-like assembly of small buildings. It might also be preferable to locate these near the centre of the business park, for convenient access to all of the business park then on the periphery, depending on whether or not highway traffic or nearby residential communities are proposed to be served by the centre.

- A third configuration increasingly found in some of the most advanced and largest business parks is a "town center," a pedestrian-oriented shopping district built to resemble a downtown main street.

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- A fourth configuration for service facilities is found where office uses predominate: individual buildings are designed to include one or more services on their first floors or basement levels. Fitness facilities and deli, cafeteria-style, or full-service restaurants are popular amenities in office buildings.

A small commercial centre to serve Squamish Business Park proposed is proposed at the south-east corner of Solterra's Sea-to-Sky Business Park, near the traffic circle at the intersection of Discovery Way and Commercial Way. This would seem to be a good location to provide a small cluster of commercial uses to serve the businesses and employees in the surrounding 231-acre Squamish Business Park. This central location would be easily accessible, in walking distance for most employees and businesses in the park. The site also has good transit and bicycle accessibility. It will also avoid a highway location which might otherwise detract from the business park's image and purpose. It is expected that a small commercial centre such as this will increase the marketability and success of the park and hasten the development of the remaining empty sites in Squamish Business Park.

#### 6. Case Studies (reported in the 1988 edition of the ULI Handbook)

The ULI Handbooks are helpful in providing examples of the provision of commercial service and amenities in successful business parks. Two are noteworthy, one very large and one nearer in size to Squamish business Park:

- Edison, New Jersey

"The 2,350-acre Raritan Center ... has mix of business uses includes office, R&D/high-technology, warehouse/ distribution, and light-manufacturing space. The park has more than 200 buildings, which encompass 11 million square feet of space; more than 300 businesses; and almost 11,000 employees. The development program includes land sales, build-to-suit and speculative building sales, and leasing. ... "The center's current tenant mix is composed of about 60 percent warehouse/distribution firms, 20 percent research and high-technology activities, 15 percent corporate office users, and 5 percent light-manufacturing firms. No firms are involved in heavy industry.

"Commercial services within the park have become an essential part of the marketing strategy because they attract corporate tenants as well as manufacturing firms. Currently, the park contains three banks, a post office, several restaurants, a travel agency, and a hair salon. ... a Ramada Inn was completed on the west side of the park's main entrance on land bought ... The opening in spring 1987 of a two-story retail center, a Holiday Inn, and a restaurant on the east side of the main entrance by Summit Associates completed the commercial gateway to the park. Future amenities will include a health club in the Ramada Inn, and a daycare center."

- Austin, Texas

"Braker Center is a state-of-the-art industrial office, manufacturing, and research and development park in Austin, Texas, that is master-planned to provide a premier business environment for high-technology enterprises. ... being built in three phases on a 193-acre site. The building types include flexible-use

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("high-tech flex") service centers, showroom warehouses, and bulk warehouses arranged in an integrated campus setting... "... with 5 acres being withheld for retail use."

"The developer considers Braker Center's range of amenities essential to positioning it at the high-quality end of the market. Recreation facilities include a health club with a Universal gym showers, two tennis courts, one combination basketball/volleyball court, and an extensive, landscaped jogging trail, with exercise stations, that meanders along the perimeter of each of the center's three phases. ... A convenient kiosk on the center island at the main parking lot entrance provides services. The kiosk contains a Federal Express box, a U.S. Mail box, and automatic teller machines. ...A retail service center planned as a last phase of its development ... currently contains a travel agency and, when the service retail center is completed, it will include restaurants, a bank, an office supply store, and a printer."

It is quite obvious in both of these cases, even in the smaller 193-acre Braker Centre, that a significant range of commercial land uses are being accommodated. It is interesting, with the resources of the Internet, particularly Google and Google maps, to confirm many years later the development of Braker Centre which was just commencing development in 1988 and is now fully developed. Presumably most of the park has been sold off as just a portion now remains in a "Braker Business Centre" with four buildings containing approximately 250,000 square feet of flex, light industrial and office space. Indeed there is Westmount Realty which owns or manages a property nearby that "consists of three office/flex buildings containing a total 217,504 square feet of net rentable building area in Austin, Texas, part of a larger business park known as Braker Center." Google Maps confirms two small commercial areas nearby, though it is evident they are also serving surrounding residential neighbourhoods. One of the them is across the street from Braker Centre, is fairly large and probably pre-existing, which would explain why only 5 acres was retained for commercial activity at the other end of Braker Centre.

#### 7. Trends (reported in the 1988 edition of the ULI Handbook)

"Increasingly, the activities found in business and industrial parks are "clean" ones with few negative impacts on their neighbors, other than increased traffic. This permits a mix of office and industrial uses that heretofore was impossible. The mix also enables developers to add a variety of commercial uses to business parks to meet the tenants' needs. Restaurants, retail services such as dry cleaners and hair salons, office services such as photocopiers and office suppliers, and retailers such as drugstores and grocery stores will soon regularly be added to the mix of office/industrial activities. The mix of activities can help to mitigate traffic problems by devising more efficient land use arrangements and by reducing commuting distances.

"Increasingly, special zoning districts are being created for large-scale multiuse business parks. This has been done, for instance, for Carlsbad Research Center in Carlsbad, California. These districts are often crafted for a particular site and for a specific development concept that conforms to the overall community goals and also meets the developer's needs. These large-scale projects have the advantage of master-planning an area that might otherwise have been parceled out and developed separately, with little regard for how the different parcels related to one another."

## 8. Zoning and land use considerations

The handbook has some discussion of the land use challenges which can arise depending on how strictly industrial zoning regulations governs permitted uses in industrial districts.

“The type and scale of service uses depend on zoning regulations and demand.

“Where industrial zoning is cumulative—that is, where all the uses allowed in other zones are permitted by right or use permit in an industrial zone—such uses are found if there is sufficient support from the park's tenants. ... Where industrial zoning and in some communities business park zoning are exclusive, however—that is, where only those uses specifically listed as permitted by right or use permit are allowed—these support uses are not allowed and would have to be located where they are permitted by zoning. And where they are permitted, employment in the park typically must be sufficient to support the planned retail activity, because in many jurisdictions, retail uses in a business park are required to cater primarily to on-site tenants. If they are not allowed in the park, they will probably be located at some distance or in adjacent commercial zones with designations such as "interchange commercial" or "heavy commercial.””

The ULI handbook laments these strict and restrictive industrial zoning regulations governing permitted land uses in industrial and business parks:

“It is unfortunate that current zoning practices in many communities exclude these uses from the new models for business parks, as these support services supply the growing density and diversity of employees found working in these facilities. It is hoped communities eventually will recognize that integration of these services into the fabric of business parks makes good sense, using land more efficiently and reducing traffic congestion by placing such services within walking distance of their users.”

We cannot expect to find a more rousing endorsement for the Solterra proposal, in principle, than the foregoing remarks. However, the ULI advice is highly principled on this matter:

“The creation of a successful industrial development, whether a standalone building or a multiphase business park, demands expertise in assessing market conditions, obtaining financing, creating an appropriate design, marketing, and managing the finished product. It must achieve a balance between the goals of the local community and those of the project's sponsors. Although the process is not always simple, with a clear vision on the part of all parties it is possible to create a product that is an asset to the community and a profitable venture for the developer.” (underlining ours)

## 9. Summary

The Urban Land Institute advises that there is general recognition in the real estate industry and municipal government that modern industrial and business parks, depending on their size and location, to be successful might need to serve the commercial service and amenity needs of their industrial businesses and employees in a small commercial service centre centrally located in the industrial or business park.

ULI advisors see a broad range of commercial activities included among the amenities and services for employees and businesses in a business park depending on the kind of industrial park, its size and the availability or not of amenities and services in close proximity to the park: these activities include restaurants, fast-food outlets, convenience stores, banks, travel agencies, dry cleaners, barber shops and beauty salons, daycare facilities, health clubs, recreational facilities, copy centers, mailing and delivery services, office supply stores, automobile service stations, auto repair shops and hotel or motel with meeting facilities.

ULI advises that on-site amenities and services are increasingly expected by businesses and employees and contribute to a more interesting and desirable working environment. They are one of several key design elements in the development of industrial and business parks. Amenities and services are also described as one of ten important site selection criteria in the development of business parks and in the site selection process of industrial and related businesses.

Lastly, the ULI advice laments strict and restrictive industrial zoning regulations governing permitted land uses in industrial districts as support services are need to serve the growing number and diversity of businesses and employees in these facilities. The integration of commercial services into the fabric of business parks uses land more efficiently and reduces vehicular travel. Nevertheless, it will be important to balance developer objectives and community goals.

## Part 2 – Commercial Service Centres serving Metro Vancouver Industrial and Business Parks

The Urban Land Institute advice regarding the provision of commercial services and amenities in industrial and business parks to serve the needs of their businesses and employees is very important. However, it is general rather than detailed and broadly North American in its orientation rather than focused on the specifics of our area. Its valuable insights need to be confirmed and supplemented by a review of local conditions and practices. We can more feel comfortable, as developers and as municipal officials, to accommodate a small commercial centre in the Squamish Business Park if we know that it is standard practice in the province’s biggest urban area. Local examples will also provide more practical guidance than will general discussion and advice.

### 1. Metro Vancouver Industrial Policies

The cities and municipalities of Metro Vancouver have for many years been concerned to preserve industrially-zoned lands for industrial use. The Regional Growth Strategy, Metro Vancouver 2040 – Shaping Our Future, adopted July 29, 2011, has as one of 14 strategies a strategy (2.2) to “protect the supply of industrial land”.

To implement this strategy, municipalities are required to identify Industrial and Mixed Employment areas and their boundaries on a map generally consistent with the Regional Land Use Designations map (see map in Appendix A).

Industrial – “Industrial areas are primarily intended for heavy and light industrial activities, and appropriate accessory uses. Limited commercial uses that support industrial activities are appropriate. Residential uses are not intended.”

Mixed Employment – “(these) areas are intended for industrial, commercial and other employment related uses to help meet the needs of the regional economy. They are intended to continue to support industrial activities, and complement and support the planned function of Urban Centres and Frequent Transit Development Areas. Mixed Employment areas located within Urban Centres and Frequent Transit Development Areas provide locations for a range of employment activities and more intensive forms of commercial development.

“Mixed Employment areas located outside of Urban Centres and Frequent Transit Development Areas are primarily intended for industrial and commercial uses that would not normally be attracted to these locations. ... (These) may contain office and retail uses provided that they are at lower densities than typically higher density Urban Centres and Frequent Transit Development Areas and in locations well served by transit or have committed expansions to transit service. Residential uses are not intended in Mixed Employment areas.”

Municipalities are required to have policies for Industrial areas which:

- i) support and protect industrial uses;
- ii) support appropriate accessory uses, including commercial space and caretaker units;

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- iii) exclude uses which are inconsistent with the intent of industrial areas, such as medium and large format retail, residential uses (other than industrial caretaker units where necessary), and stand-alone office uses that are not supportive of industrial activities; and
- iv) encourage better utilization and intensification of industrial areas for industrial activities;

Municipalities are required to have policies for Mixed Employment areas which:

- i) support a mix of industrial, commercial, office and other related employment uses, while maintaining support for established industrial areas, including potential intensification policies for industrial activities, where appropriate;
- ii) allow large and medium format retail, where appropriate, ...
- iii) ...

Attention is given here to these two categories for two reasons. First, the District of Squamish Official Community Plan has just one designation, 'Employment and Industrial', which combines both Metro Vancouver designations. Secondly, most lands in Metro Vancouver municipalities designated for Mixed Employment are in fact zoned for industry.

Inspection shows that industrial parks are located on lands for Industry while business parks, although zoned for industrial use, are generally located in areas designated for Mixed Employment, and these tend to be located next to Industrial areas. As will be observed, in the review of municipal industrial zoning, the industrial zoning for business parks allows a broader range of uses, including commercial uses, then does more traditional industrial zoning.

The proximity of Mixed Employment areas to Industrial areas likely reflects the historical fact that these areas are generally located on previously under-utilized and obsolete industrial lands. And while most of these former industrial lands have been redeveloped for more contemporary office and service commercial uses, it is also likely that some have become new residential neighbourhoods, as is the case in the older communities of Vancouver and New Westminster, such that adjoining redeveloped industrial lands have accommodated land uses more compatible with residential use.

## 2. Metro Vancouver Industrial Land Supply

Lands zoned for industry in Metro Vancouver are shown on the map in Appendix B, with an inventory by municipality shown in Appendix C (source is the Regional Planning staff report at Metro Vancouver, Regional Growth Strategy - Monitoring Industrial Land Supply, Utilization and Demand, June 5, 2012). Appendix C also shows population and employment numbers for 2006. There are almost 28,000 acres of industrially zoned land in Metro Vancouver, 21,600 developed (77.4% total) and 6,300 vacant (22.6%). The percentage of vacant land varies considerably by municipality, with the largest supply in the more suburban, semi-rural municipalities and districts.

Of the 21,600 acres of developed industrial lands in the region in 2010, 15,100 acres (70%) were located within the Industrial designation, and 4,100 acres (19%) within the Mixed Employment designation. This second group corresponds closely to the presence of non-industrial land uses on industrial lands observed in the 2011 inventory of Metro Vancouver industrial lands. As shown below, 18% of the businesses in them are non-industrial, primarily commercial, and they occupy 21% of the floor area on industrial lands:

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Non-Industrial Land Uses	% of businesses	% of floor area
Retail Trade	9	14
Finance, Insurance, Real Estate	5	5
Accommodation & Food	2	1
Health & Social	2	1

The ILI (Industrial Lands Inventory) states that "Most industrial areas include accessory uses such as restaurants or small scale commercial facilities to serve the daytime working population." However, it is most unlikely that this would account for the considerable amount of non-industrial businesses (18%), floor area (21%) and land area (19%).

The ILI report does explain, first, that "Retail uses may ... include large format building supply / hardware or garden supply facilities that combine warehousing and retail activity." Second, "In some municipal jurisdictions land use regulations allow a broader range of commercial and retail uses, or stand-alone office buildings, that may have no direct association with the industrial related sector activity. While there are clearly land uses occurring that could, or should, be located outside of the industrial areas, it is very difficult to distinguish and quantify the extent of such development."

The ILI report is here undoubtedly referring to the many Mixed Employment Areas which have some form of industrial-commercial zoning. A good example of this is the IC-1, IC-2 and IC-3 Industrial-Commercial Zoning Districts in Vancouver, such as the Burrard Slopes area between the Burrard and Granville Bridges and north of 6<sup>th</sup> Avenue.

### 3. A Squamish Comparison

The foregoing broad overview offers an interesting perspective from which to view the industrial land supply in Squamish. As shown in the table below, the District of Squamish has 1,678 acres of industrial land, which is very similar to Vancouver's 1,577 acres. Also to note, both occupy a similar land area, 44 square miles in Vancouver and 40.5 square miles in Squamish. Their population numbers differ enormously however, 603,500 versus 17,500. Not surprisingly therefore, only 4.2 % (67 acres) of Vancouver industrial lands were vacant in 2006 as compared to 37.1 % (622 acres) in Squamish in 2010.

Squamish Industrial, Commercial and Mixed-Use Lands

	Industrial Land	Commercial Land	Mixed Use
<b>Total</b>	1,678.41 ac	376.20 ac	34.29 ac
<b>Acres Developed</b>	1,056.54 ac	279.60 ac	32.80 ac
<b>Acres Vacant</b>	622.11 ac	96.60 ac	1.48 c

Source: Squamish-Lillooet Regional District community profile )2012)

In the table of Metro Vancouver data in Appendix C, two ratios were developed for purposes of comparison. The first is the amount of industrial land per 1,000 population. For the Metro Vancouver region, that ratio is 13.2 acres, while it is 97.8 for Squamish, indicating a very large industrial land supply relative to population. The second ratio is the amount of industrial land per 1,000 employment or jobs. For the Metro Vancouver region, that ratio is about 17 acres, while it is an enormous 377 for Squamish, indicating a considerable industrial land supply relative to the local economy.

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If nothing else, the numbers indicate the Squamish will not run out of industrial land anytime soon. On the other hand, the data do indicate some challenges. While the number of jobs in Squamish is estimated at 4,450 in 2011 (if jobs grew at the same rate as population did, 14.7% from 14,963 in 2006 to 17,158 in 2011), the labour force is more than double (9,035 in 2006 and 10,270 in 2011). This means 5,820 people are working outside the district, perhaps many having a long-distance commute to the Vancouver area (50 km).

#### 4. Metro Vancouver Industrial and Business Parks

A review of the industrial land supply in Greater Vancouver was undertaken to identify industrial areas and industrial and business parks which have commercial land uses to serve employees and businesses in these parks, as described in the ULI handbook. Municipal Official Community Plans and Zoning Bylaws were investigated to identify service commercial centres in industrial areas, with corroborating information sought in Google Maps and on the ground. The review sought both evidence and examples of industrial areas and industrial and business parks which have commercial land uses in them to serve employees and businesses. And in the examples, the review seeks to identify the Official Community Plan and zoning approaches to accommodating commercial activity in industrial areas.

The findings of the review are reported below in terms of two groups of cities, districts, townships or municipalities. In the first group, which includes Vancouver, Richmond, Delta, New Westminster, Port Moody, Pitt Meadows, Maple Ridge and Langley City, we have 8 jurisdictions in which there is a very limited amount of commercial services in industrial areas, principally due to the proximity of population-serving commercial zones or districts. A second group of 7 jurisdictions, which includes North Vancouver City and District, Burnaby, Surrey, Coquitlam, Port Coquitlam and Langley Township, have industrial areas containing or abutted by a small commercial area serving primarily industrial employees and businesses. (Note: The other 6 jurisdictions in the 21-member Metro Vancouver were ignored in this review as they have little or no industrial lands.)

##### **4.1 Jurisdictions with very limited amount of commercial services in industrial areas:**

###### 1. Vancouver

The provision of business- and employee-serving amenities and services in Vancouver's industrial areas is rare. The principal reason for this is that the city's street grid has provided a great number of commercially-zoned arterials which are in close proximity to industrial areas and these can be relied upon to provide business services to industrial businesses and services for industrial workers, particularly restaurants and convenience retail. South-East Marine Drive, Powell Street, Grandview Highway and Hastings Street are prominent examples of such arterials.

It can also be noted that about half of Vancouver's industrial lands have a very low intensity of use, particularly the port-, rail- and river-related areas near Burrard Inlet or the Fraser River, with very low employment numbers relative to land area.

The relatively-new 17-acre Broadway Tech Centre (previous Eaton Warehouse site) in the Grandview Highway industrial area does have a service commercial component (incl. 10,000 sq. ft. retail) as well as

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a fitness facility, outdoor recreational amenities and a child care facility. With approximately 936,000 square feet of office and 150,000 square feet of production / distribution space in a campus setting of mid-rise buildings, there is a relatively high number of employees compared to older industrial areas.

It can be noted that Vancouver has a number of areas with mixed industrial-commercial zoning that allows a wide range of employment-generating land uses, but stopping short of population-serving services and retail. As noted earlier, such areas are designated as Mixed Employment areas in the Regional Growth Strategy rather than Industrial.

## 2. Richmond

Richmond has considerable industrial land (4,487 acres, representing 15.9 % of the Metro Vancouver supply). These lands contain many industrial parks, office parks, and business parks, such as Crestwood, Fraser River, Nelson Road , Kingswood and Riverside Industrial Parks.

None of these parks contain their own service commercial centres as all are in close proximity to commercial districts serving a broader population. One example is the large Riverside Park, on the river and just west of Highway 99, which is zoned for light industry. It is well-served by the immediately-adjointing South Richmond Ironwood Plaza at Steveston Hwy and No. 5 Road which offers a full range of retail and service commercial uses.

The heavy industrial districts of Richmond, especially along the North and South Arms of Fraser River and including Mitchell Island have very low employment densities with numbers insufficient to warrant commercial services.

The Official Community Plan for Richmond makes provision for industrial land use designations: industrial only, industrial/office business park, industrial/office/limited retail and industrial transition areas to future uses. The Richmond Zoning By-law provides a wide range of industrial zoning schedules to accommodate these various mixed-use areas.

## 3. Delta

Delta has 3,544 acres of industrial land, representing 12.7% of the Metro Vancouver total. Much of these lands are in heavy industrial use, including Port Metro Vancouver's Deltaport, a major deepsea container terminal, Roberts Bank which is Canada's main coal shipping terminal, and Boundary Bay Industrial Park and Boundary Bay Airport. In addition to these, Delta is home to two of the top four business parks in Metro Vancouver. Annacis Island Industrial and Business Park, the oldest and one of the largest in Canada has over 430 companies employing more than 10,300 people. It is served by a very small number and scattering of restaurants, service stations and convenience stores.

Tilbury is a modern and high growth industrial park situated along the Fraser River with about 300 businesses employing 8,000 people. Tilbury Island appears to be without employee or business services and amenities, however there is a small scattering of them along nearby Vantage Way and River Way which provide access to a sprawling light industrial area south of River Road. There is anecdotal evidence that the lack of services and amenities accounts higher than average vacancy rate in these areas.

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Nordel Business Park and River Road East cater to mixed industry, and are served by a small cluster of commercial services, including restaurants and service station on Swenson Way near Nordel Way.

Delta's OCP has traditional land use designation with the industrial category supporting a range of industrial uses and discouraging non-industrial uses, directing these uses, such as medium and large format retail, to other areas. Similarly the industrial zoning districts distinguish a broad range of industrial categories but with limited provision for employee-serving commercial uses. For example, in the I-1 light industrial zone, these uses are permitted:

- Smoke shops and grocery stores to a maximum floor area of 140 square metres,
- Eating and drinking establishments, excluding pubs, beer parlours and drive-in restaurants.

#### 4. New Westminster

New Westminster has approximately 450 acres of industrial land which accommodate 4.25 million sf of industrial floor area. The amount of industrial land and floorspace in New Westminster has been gradually declining, particularly as water-related heavy industrial uses have vacated the Fraser River waterfront. Industrial activities are primarily concentrated in the Brunette Creek, Queensborough and West End neighbourhoods and are dominated by warehousing/storage, paper manufacturing and wood product manufacturing.

The OCP identifies 9 specific industrial or business parks and areas:

- North Arm North Foreshore and Doman areas accommodate water- and rail-related heavy industry.
- Brunette Industrial/Business Park, Brunette Avenue and Brunette Creek Corridor combine heavy industrial activity nearer the water and light industrial uses on either side of Brunette Avenue.
- Four areas in Queensborough include an industrial park, a business park and two industrial areas.

The Brunette industrial areas are served by a number of commercial businesses along Brunette Avenue. The four Queensborough areas are well-served by the close proximity of the very large Queensborough Landing Outlet Mall.

Both the OCP and Zoning By-law for New Westminster have conventional industrial land use designations and zoning districts.

#### 5. Port Moody

Port Moody has 1,139 acres of industrial lands, most of them in the two oil refinery operations north and south of Burrard Inlet, having a "general industrial" zoning designation in the OCP and very small employment numbers.

There are two small light industrial areas along Barnet Highway with an "industrial business" designation in the OCP, both adjoined by small "commercial – mixed use" areas containing a small number of business- and employee-serving commercial businesses.

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## 6. Pitt Meadows

Pitt Meadows has 524 acres of land designated for industrial purposes, but with about 39% (149 acres) vacant. Much of the occupied and vacant lands are comprised of the CP's Inter-Modal Facility lands on the south side of the Lougheed Highway.

Industrial businesses are expected to locate in Pitt Meadows as a result of recent major transportation improvements, including the new Golden Ears and Pitt River Bridges. A number of business parks are in the early stages of development or planning:

- Lougheed Highway Business Park—CP has recently launched a 215-acre development for commercial and light industrial activity with 65 acres for regional warehouse distribution facilities for CP's intermodal customers.
- Pitt Meadows Airport anticipates South Harris Business Park (65 acres) intended to accommodate a wide range of clean industrial/business park uses.
- Golden Ears Business Centre—Onni is developing a 35-acre site located adjacent to the new Golden Ears bridge with direct access to Port Kells and intended to accommodate a variety of clean industrial/business park uses.

Information regarding the provision of commercial services is not yet available but the Pitt Meadows OCP states that "The provision of amenities such as parks, trails, fitness and appropriately scaled commercial opportunities to serve employees and the general public in industrial areas are encouraged."

## 7. Maple Ridge

The Maple Ridge District has 1,238 acres of land zoned for industry, but most (765 acres), in the north area, are vacant and due to their distance and poor connectivity, these lands are not in high demand with industrial land users or developers. The developed and developing lands nearer the Fraser River include the Southwest Maple Ridge industrial area (155 acres) and the Albion Flats (160 acres) which have been designated for business park. In addition to Maple Meadows Business Park in Southwest Maple Ridge a further 40 acres is currently applying for rezoning to M-3 for Business Park. There is no special provision for commercial services in Maple Ridge's two business parks and this is probably due to proximity to the established town centres.

## 8. Langley City

The small Langley City has only 210 acres of industrial land, most of it being a former BC Hydro "Langley Industrial Centre". The original land base for this large contiguous industrial estate over the last 2-3 decades has been eroded as parcels have gradually been redeveloped for commercial uses. The remaining four industrial areas are developed with 2,566,000 sf of floorspace and employ 2,200 people. These areas are in very close proximity to Langley City's commercial centre and therefore employee and business commercial needs are very easily met.

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## **4.2 Jurisdictions with commercial centres in or adjoining industrial areas and business parks:**

### **1. North Vancouver District**

The District of North Vancouver has 677 acres of industrial lands. A large water-oriented industrial area to the west of North Vancouver City includes the the 65-acre Harbourside Business Park on a former lumber mill site under development since 1998. It now contains nearly 900,000 sf of office and light industrial space and provides over 3,900 jobs.

This business park is undergoing a rezoning to change its final commercial phase into a mixed-use community. The developer's website states "While zoning is in place to allow for a final phase of commercial space, Concert Properties envisions a different fate for Harbourside – the creation of a vibrant, mixed-use community; a place to live, work, shop and play all in an attractive, highly-walkable and sustainable neighbourhood. ... Despite being the North Shore's premier business park, challenging economics, lack of neighbourhood amenities and decreased commercial demand in this location have made it difficult to develop the remaining waterfront lands as originally envisioned." An application to the City to amend the Official Community Plan (OCP) was approved in July of 2012 and the site is now going through rezoning.

The District also has industrial areas to the east of North Vancouver City on both sides of Highway 1. With heavy industrial activity along the waterfront and light industrial uses upland, both of these areas have small commercial centers within or abutting the light industrial areas. These are confirmed in both the OCP and the municipal zoning: one on Main Street & Mountain Highway and the other at Front St. & Old Dollarton Road.

The North Vancouver District OCP has two industrial land use designations, both of them allowing some commercial uses. The "industrial" areas are "intended predominantly for a range of manufacturing, warehousing, transportation, service and port-related uses. Limited office, limited retail and residential caretaker uses may be permitted." The "light industrial commercial" areas are "intended predominantly for a mix of industrial, warehouse, office, service, utility and business park type uses. Supportive uses including limited retail and limited residential uses may be permitted."

### **2. North Vancouver City**

North Vancouver City has 337 acres of industrial land, with one quite large industrial area along its east waterfront containing transportation and port-related heavy industry, with lighter industry along Cotton Road. On the north side of Cotton Road is a local-serving commercial area which is able to serve industrial employees and businesses to the south and the mixed employment district to the north.

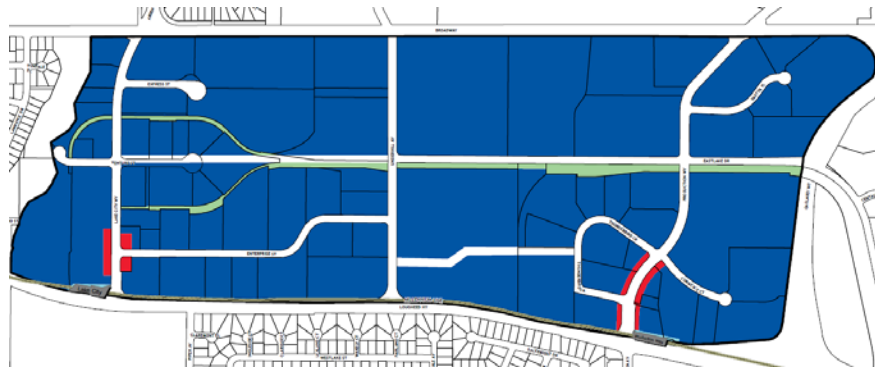
### 3. Burnaby

Burnaby is a large city with a large supply of industrial land, 3,139 acres or 11.1 % of the Metro Vancouver supply. Most of these lands are in various types of industrial and business parks, and also office and research parks.

In the central part of Burnaby there are several office, business and industrial parts which are in close proximity to commercial districts such that they need not and do not contain their own service commercial centres: Dragonwood (specializing in TV and movie production), Imperial Square, Canada Way, Eastbrook and Willingdon Green Business Parks.

In the north part of Burnaby, two business centres on Lougheed Highway have evolved from industrial use to business park uses: Lake City Business Centre and Holdom Business Centre. Because of distance from established commercial centres at Brentwood and Lougheed Malls, these parks incorporate small service commercial centres, as shown below.

#### Lake City Mixed-Use Area



#### General Land Use Designation Key

Commercial	Business Centre Districts
Institutional	Park and Public Use

#### Holdom Station Mixed-Use Area



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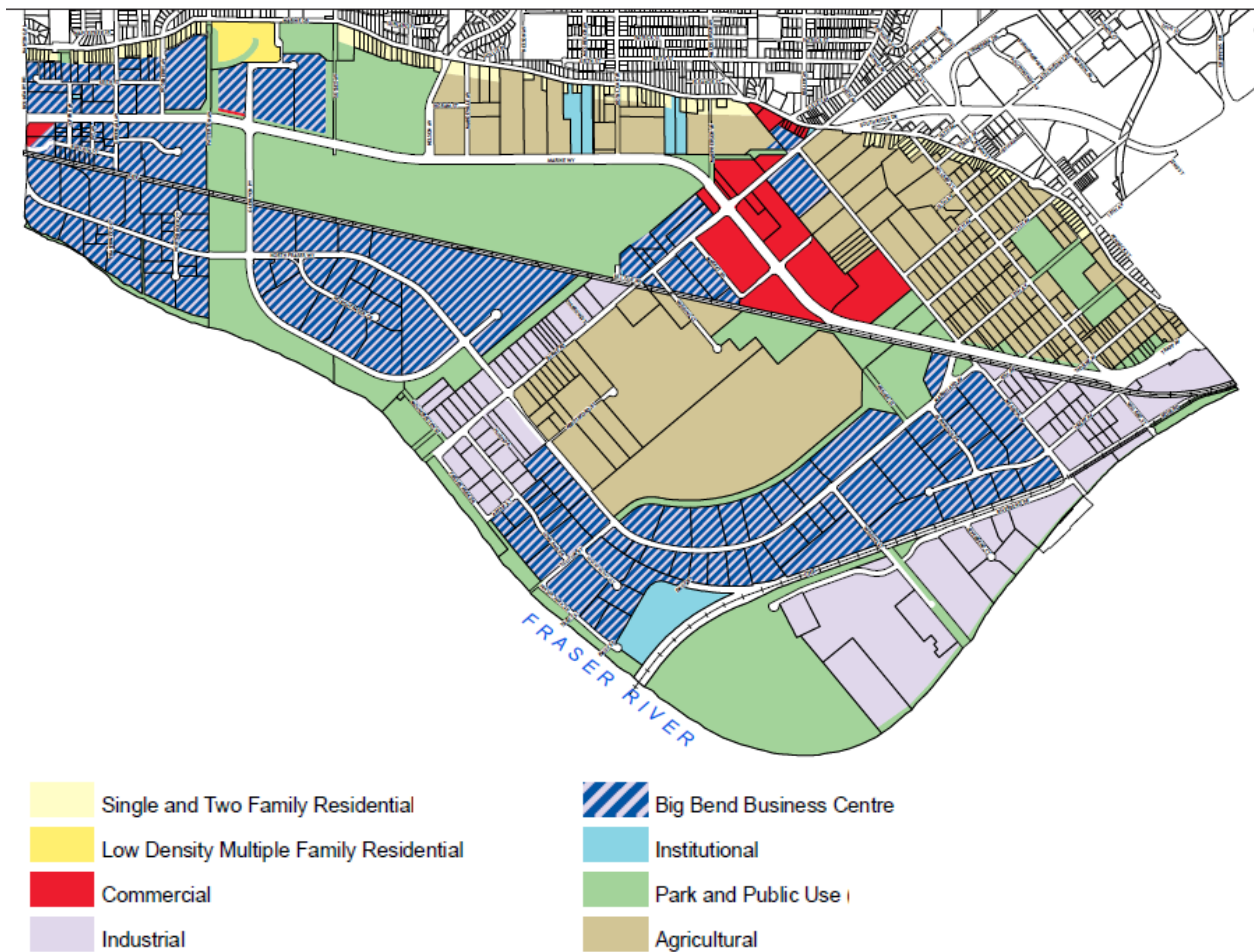
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In the south part of Burnaby, the large 400-acre Big Bend mixed-use area has been undergoing considerable greenfield development for many years. It is a master-planned area which contains several business parks (all zoned CD):

- Burnaby Business Park
- Riverfront Business Park
- Glenwood Industrial Estates
- GlenLyon Business Park
- New Haven Business Park
- Marine Way Estates
- Marine Way/Boundary Business Centre

None of these parks in itself contains any significant amount of retail and related commercial uses. Instead the master plan provided for two retail and commercial developments to service the needs of this large business sector: Marine Way Market in the western part and the much larger Big Bend Crossing in the east, shown on map below.



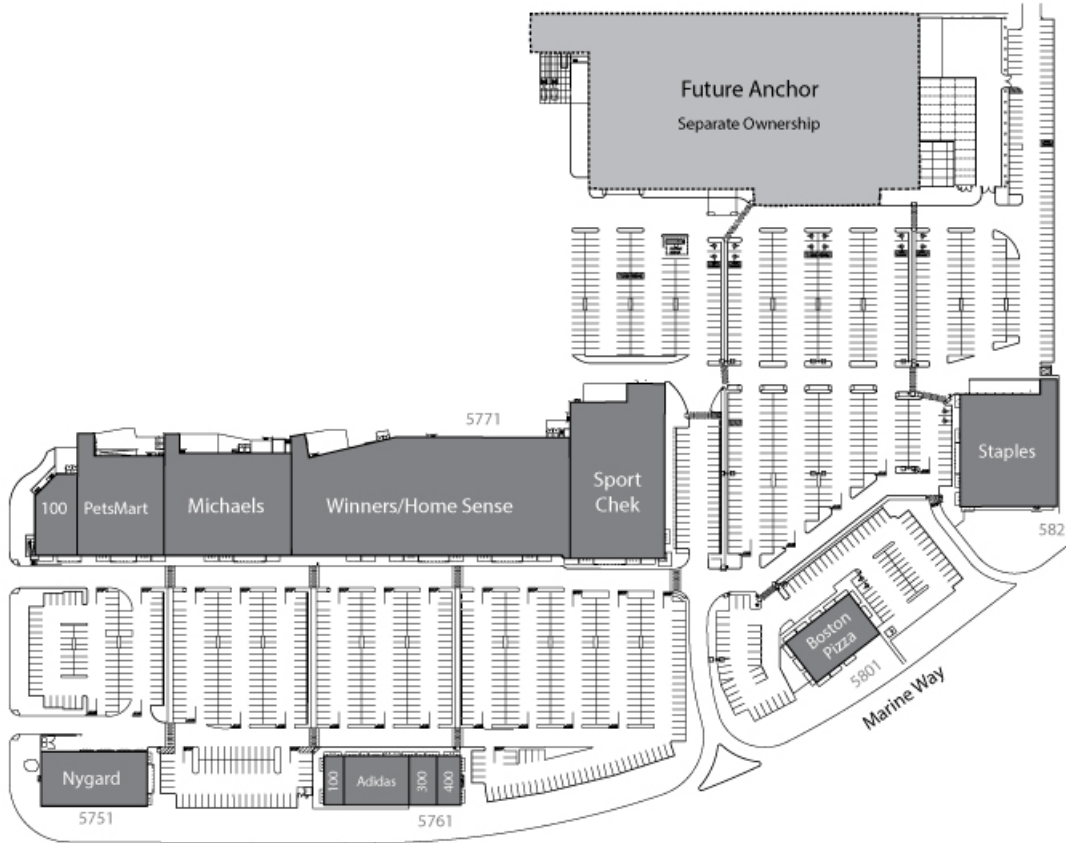
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Shown below is a site plan indicating recent tenants or businesses in Big Bend Crossing. The preponderance of retail attests to the presence of considerable single-family residential development to the north.



#### 4. Surrey

Surrey is a large, mostly agricultural community with 6,334 acres of industrial land, representing 22.4 % of the Metro Vancouver supply and by far the greatest amount in any single jurisdiction, and more than four times what is available in Vancouver or Squamish. Surrey has several industrial areas and business parks. As in Richmond and Burnaby, most of these are in close proximity to populating-serving commercial districts, especially so case with the South Westminster and Bridgeview areas at the south end of Patullo Bridge:

- South Westminster and Bridgeview Industrial Areas
- Newton Industrial Areas and Business Parks
- Cloverdale Industrial Areas
- Rosemary Heights Business Park
- Highway 99 Corridor
- Douglas Industrial Area

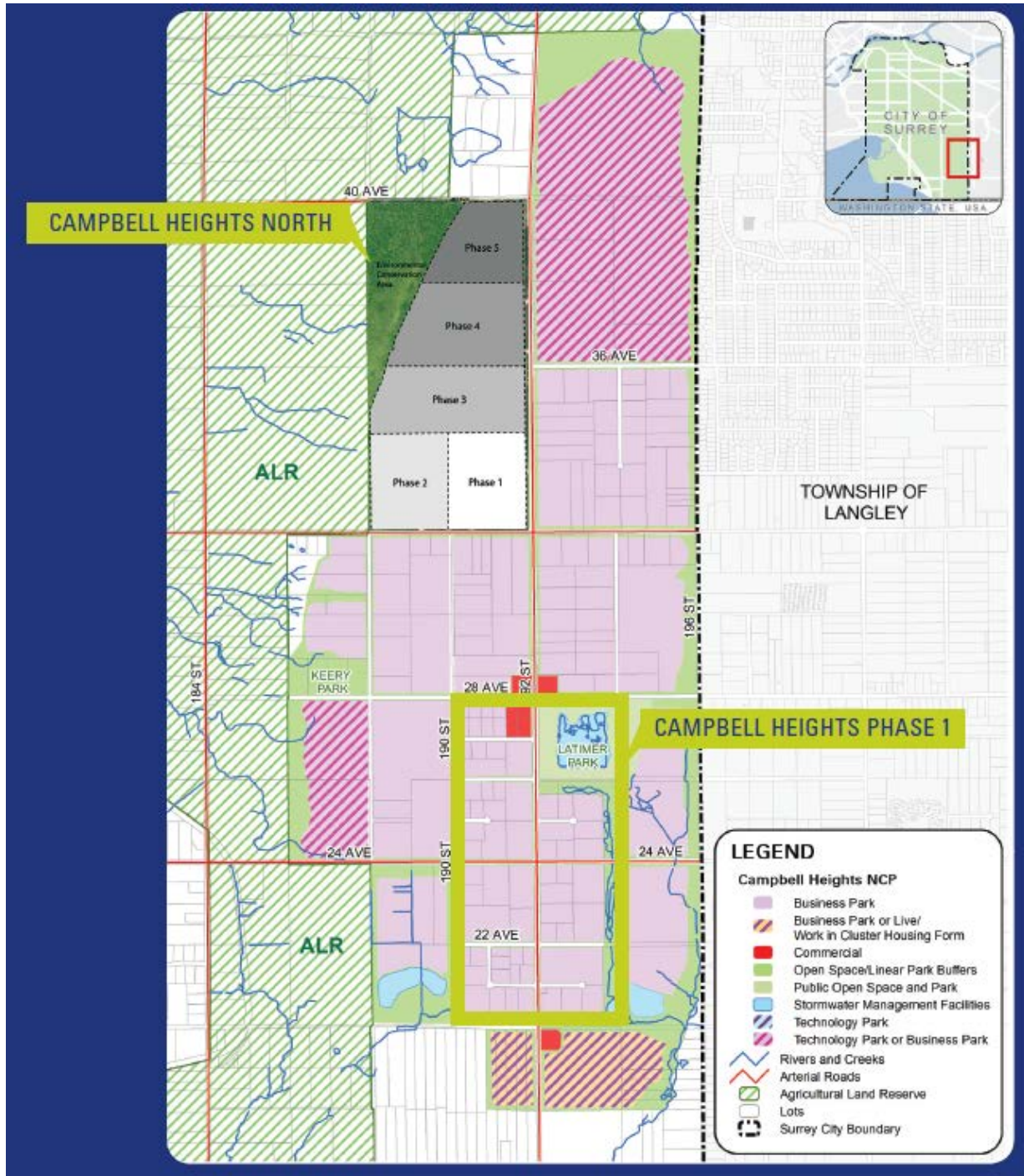
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Surrey has two very large industrial areas which have commercial centres:

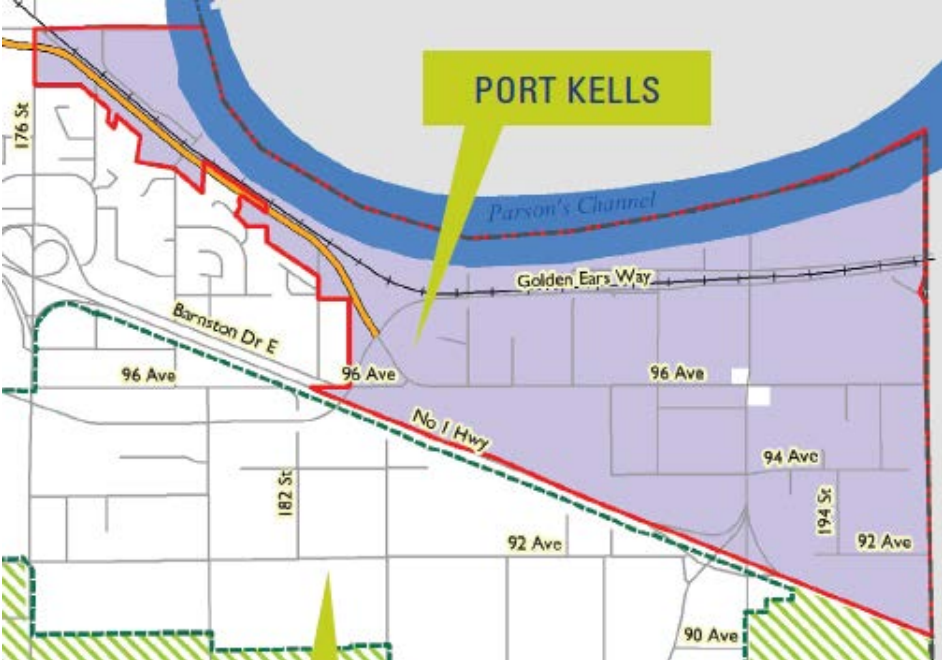
- The just emerging Campbell Heights Business Park, 1,900 acres on the south-east boundary is intended to be a “high-end business park”. Very near the centre of the park, at the intersection of 28 AV and 192 ST, on three corners commercial space will be developed to accommodate growing employee and business demand (there is a small park on the 4<sup>th</sup> corner).



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- The 781-acre Port Kells Industrial Area north of Highway 1 has a commercially-zoned cluster at 96 Ave and 192 St containing restaurants, convenience retail, auto-oriented uses and other commercial services.



While Surrey has a single industrial use designation in its OCP, the Zoning By-law provides a wide range of commercial and industrial districts offering a number of mixed-use combinations. Nevertheless, in both Port Kells and Campbell Heights, the employee- and business-serving commercial centres are zoned commercial.

5. Coquitlam

Coquitlam has 843 acres of industrial land, with most of it located in the southern part of the city, in the Maillardville/Fraser Mills area between the Fraser River and Lougheed Highway with just a small amount (63 acres) located along the Barnet Highway corridor between Johnson Street and the Port Moody boundary.

Industrial activity is primarily located in three key areas in the municipality:

- 270-acre Mayfair Industrial Park, located at the north end of the Port Mann Bridge,
- 48-acre Cape Horn Business Park, located west of Mayfair Industrial Park and Highway 1, and
- 220-acre Pacific Reach Business Park, located west of Cape Horn Business and south of Hwy 1.

The Mayfair Park includes of cluster of commercial activities, including restaurant and service station on Golden Drive, also serving nearby Cape Horn Park. Highway retail adjoining south side of Highway 1 serves the Cape Horn and Fraser River industrial areas. Both of these areas have commercial zoning.

Meanwhile, the vacant former Fraser Mills area is anticipated to be redeveloped as a mixed-use community. On the 89-acre site it is proposed to accommodate more than 500,000 sf of industrial space,

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175,000 sf of commercial, 72,000 sf of amenity space and up to 3,700 dwellings. This is a considerable amount of industrial space and very obviously the amenity and commercial needs of both employees and businesses will be addressed by the new proposed waterfront community commercial centre.

As in most Metro Vancouver cities and municipalities, Coquitlam's OCP encourages the retention and intensification of existing industrial land. Due to the small amount of industrial land, the municipality is seeking to determine how best to maximize its remaining industrial inventory so as to preserve local employment and reduce commuting to other municipalities. More than most municipalities it appears to be very sensitive towards the overlap between office and light industrial activities, and is concerned to avoid household-serving office uses in business and office parks.

As in Surrey, the Coquitlam OCP contains but one industrial land use designation even while it has many policies in support of industrial activity, including an explicit concern to consider the "amenity needs of employees." On the other hand, as in Surrey there is a broad range of industrial and commercial zoning districts, perhaps the result of an OCP policy to "refine industrial and business park land use" to produce "more focused industrial precincts" with "higher density forms".

## 6. Port Coquitlam

Port Coquitlam has 1,071 acres of industrial land, in four industrial areas and parks: Mary Hill Industrial Estate, Meridian Industrial Park, Davies Industrial Area and Dominion Triangle Business Park

The first three are zoned and developed for industrial purposes ranging from light industrial to multi-tenant warehouses, single-tenant manufacturing and heavier industrial operations. Mary Hill has a considerable amount of land in rail usage. The Davies industrial area is close to PoCo's commercial centre, while two small commercially-zoned areas on Mary Hill Bypass offering a small variety of commercial services easily accessible to Mary Hill Industrial Estate on one side and Meridian Industrial Park on the other.

The Dominion Triangle north of the Lougheed Highway is an area just beginning to develop, with several big-box retailers already Port Coquitlam is promoting it as an area for high employment generation compatible with adjacent commercial and residential areas. With business park zoning contemplated, it can be anticipated that a neighbourhood-serving commercial centre is likely.

## 7. Langley Township

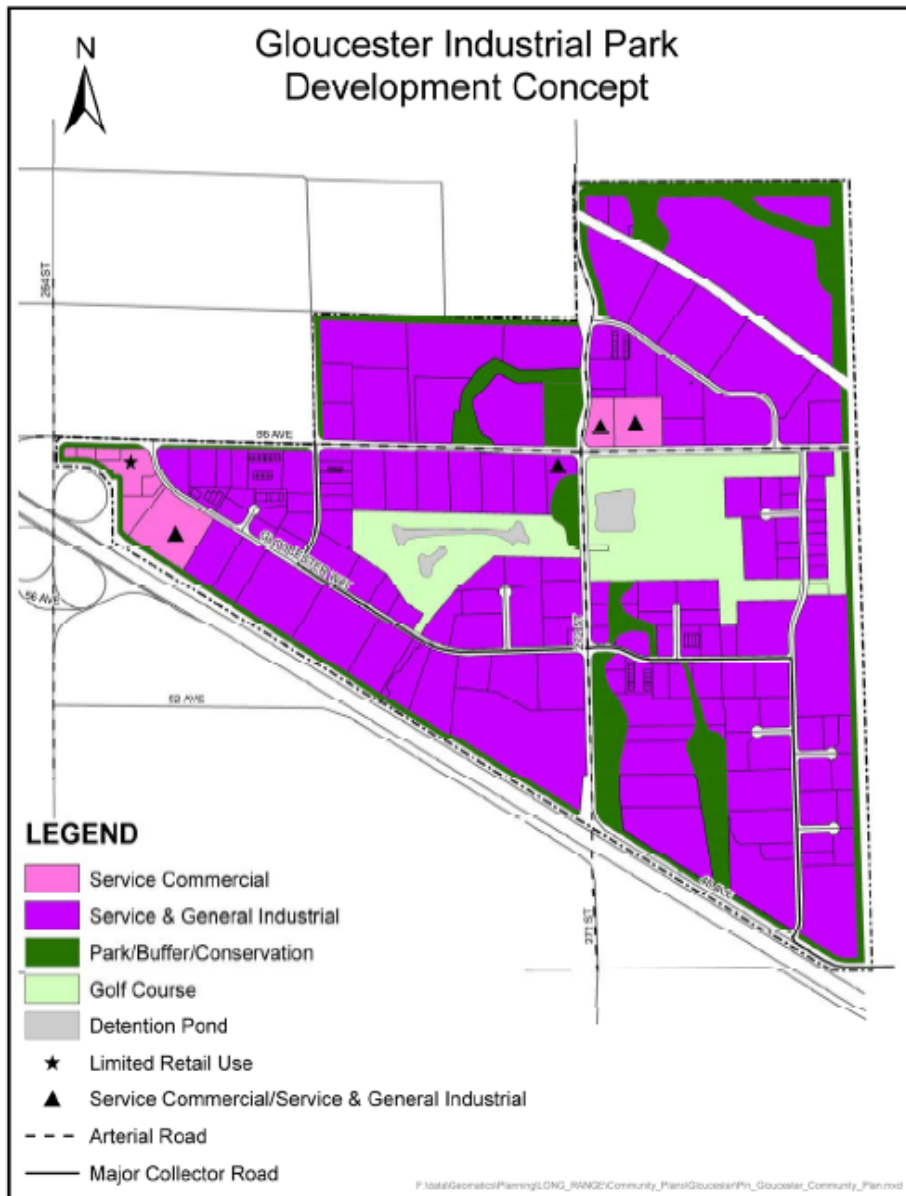
Langley Township has 2,285 acres of industrial land, with two significant industrial areas. The 706-acre Gloucester Industrial Park near Highway 1 and accessed from the 264 Street interchange is a master-planned area with an approved land use concept providing for service and general industrial areas, service commercial areas, conservation areas and buffer areas, storm detention areas and major roads. The type of industrial uses envisaged for the service and general industrial areas include warehousing, wholesaling and distribution, light manufacturing, technical and educational uses, office and business uses, private utilities, processing and manufacturing of goods.

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The service commercial areas in Gloucester Industrial Park (see map below) permit vehicle service uses, cafes and restaurants, limited personal service and a hotel. On property located adjacent to the 264 Street the service commercial designation also permits limited retail uses including financial institutions.



In Northwest Langley, abutting the Fraser River to the north and Surrey municipality to the west, is a large industrial area which includes which includes warehousing, wholesaling and distribution, and light manufacturing. Within that area is a 93-acre business park area which is zoned M-11 Business Park and designated to help expand and diversify the employment centre emphasis of the Northwest Quadrant. Adjoining that park at the 200th Street Interchange on Highway 1 approximately 14 acres of service commercial uses have been designated and are intended to cater to highway trade and to the tourist industry, as well as to provide support services to the adjacent industrial and residential growth areas.

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## 5. Findings

Ample evidence was found in the Official Community Plans and Zoning Bylaws of Metro Vancouver cities and municipalities that the commercial service and amenity needs of industrial businesses and employees in industrial and business parks must be met on site if these parks do not have proximity and good access to established population-serving commercial centres or districts, town centres or shopping malls located nearby.

- In one group of jurisdictions, which includes Vancouver, Richmond, Delta, New Westminster, Port Moody, Pitt Meadows, Maple Ridge and Langley City, as well as many industrial, business and office parks in Central Burnaby, industrial areas and parks have good to very good proximity to population-serving commercial services and amenities in districts or town centres nearby. Consequently their industrial lands are generally free of non-industrial uses, except for “high-tech” office uses or big-box retail in specific zones in mixed employment areas.
- In a second group jurisdictions by contrast, which includes North Vancouver District and City, Burnaby, Surrey, Coquitlam, Port Coquitlam and Langley Township, industrial areas and parks are not located near population-serving commercial areas. Consequently, their industrial areas and industrial or business parks contain a small commercial area to serve industrial employees and businesses.

Prominent and obvious examples in the second group include Marine Way/Boundary Business Centre and Big Bend Crossing in Burnaby’s very large Big Bend industrial area, the commercial centres in Surrey’s proposed large Campbell Heights Business Park and in its well-established Port Kells industrial area near Golden Ears Bridge, and the commercial node in Langley Township’s very large Gloucester Industrial Park.

In addition to these 5, another 10 were identified:

North Vancouver District--Harbourside Business Park (Harbourside Landing)  
North Vancouver District--Main Street & Mountain Highway  
North Vancouver District-- Front St. & Old Dollarton Road  
North Vancouver City—Cotton Road  
Burnaby--Lake City Business Centre  
Burnaby--Holdom Business Centre  
Coquitlam--Mayfair Industrial Park and Cape Horn Industrial Park  
Coquitlam—Fraser Mills  
Port Coquitlam--Mary Hill Industrial Estate and Meridian Industrial Park  
Langley Township—200th Street Interchange

All 15 cases were studied more closely to uncover features, elements and observations which might be helpful for considering and accommodating a small business- and employee-serving commercial centre in Squamish Business Park. The following four findings could be beneficial:

1. In all cases commercial centres were provided on commercially-zoned pockets or islands set in a sea of industrially-zoned land. At the outset of this investigation it was thought that comprehensive development (CD) zoning might govern land use and development in most of the more well-known

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industrial and business parks of Metro Vancouver, including the accommodation of business-serving and employee-serving commercial uses. But that was not the case. Only the Big Bend industrial area in Burnaby utilizes CD zoning and that for industrial and business uses only. In Burnaby as elsewhere, small commercial centres serving industrial areas and industrial/business parks have commercial zoning.

2. The fifteen commercial centres identified in Metro Vancouver within or adjoining industrial areas and industrial/ business parks generally allow the land uses typically permitted in local-serving commercial zoning districts, including two which permit hotel use as suggested by ULI. There are many instances of size limitations, or maximum of number of seats in restaurants. We can note that is already the case that Squamish Business Park is served by two hotels nearby (Sandman Inn and Best Western).
3. Five of the 15 jurisdictions studied (Vancouver, Richmond, Surrey, Coquitlam and Langley Township) have Zoning By-laws containing a wide range of commercial and industrial districts, quite similar to that in the District of Squamish District Zoning By-law, with some zoning districts being quite liberal in the range of commercial uses permitted in addition to light industrial. The other ten jurisdictions have zoning district schedules which are conventional (industrial, commercial, residential...) and do not offer much in the way of mixed-use zoning districts.
4. The amount of commercially-zoned land is generally quite small relative to the surrounding industrially-zoned land. Due to the lack of readily available data, visual inspection suggested a range between of 3 and 7 percent, although one appeared considerably larger. Map analysis was undertaken to confirm three typical cases and the one atypical case.

Location	Total Industrial and Commercial Area (acres)	Commercial Area (acres)	Percent
Gloucester (Langley Twn)	700	26	3.7
Dollarton/Front (N.Van)	170	7.4	4.4
Main/Mountain (N. Van)	139	6.5	4.7
Big Bend (Burnaby)	1003	98.6	9.8

The analysis confirmed that commercial centres range in size between 3.7 and 4.7 percent of the total industrial or business park land area. The one exception was one of the Big Bend commercial centres which in fact appears on closer analysis to be a bigbox retail centre serving the nearby residential neighbourhood to the north, similar to the Queensborough Landing Outlet Mall in New Westminster and South Richmond Ironwood Plaza.

This relative proportion of commercial service area to industrial or business park area, say 3 to 5 percent, speaks to the reality that if a business park is not located in close proximity to an established commercial district or town centre, then it needs to provide a small service commercial component of its own to serve the needs of its employees and businesses.

It is not difficult to conclude this review with the conviction that if a business park is not located in close proximity to an established commercial district or town centre, then it should provide a small service commercial component of its own to serve the needs of employees and businesses of the business park.

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## Conclusion

The evidence assembled in this review supports the feasibility and appropriateness of a centrally-located easily accessible small commercial service centre in the 231-acre Squamish Business Park. The provision of commercial services and amenities in the business park, as is recommended and undertaken throughout North America and in Metro Vancouver, it will increase the marketability of business park lands and should hasten the development of the remaining empty sites.

Solterra Development Corp. proposes to provide on 5 acres of its 20-acre Sea-to-Sky Business Park a small cluster of small-scale commercial business uses adjacent the traffic circle at the intersection of Discovery Way and Commercial Way. This location will be easily accessible, in walking and cycling distance and on transit, for businesses and employees throughout the Squamish Business Park. It will also avoid a highway location which might otherwise detract from the business park's purpose and image.

With its main vehicular entrance on Highway 99 being a mile from downtown Squamish to the south and also from Antigonish Mall to the north, Squamish Business Park has no proximity and poor accessibility to business- and employee-serving commercial services and amenities. A small service commercial centre would address these needs without competing with or detracting from Downtown commercial services and activities.

As this report has developed a sufficient and compelling rationale for a small commercial service centre in the Squamish Business Park, a second report will be undertaken to investigate how such a centre could be accommodated in a way that ensures it will service the needs of businesses in the Business Park and their employees, and not compete with or detract from the Downtown commercial services and activities.

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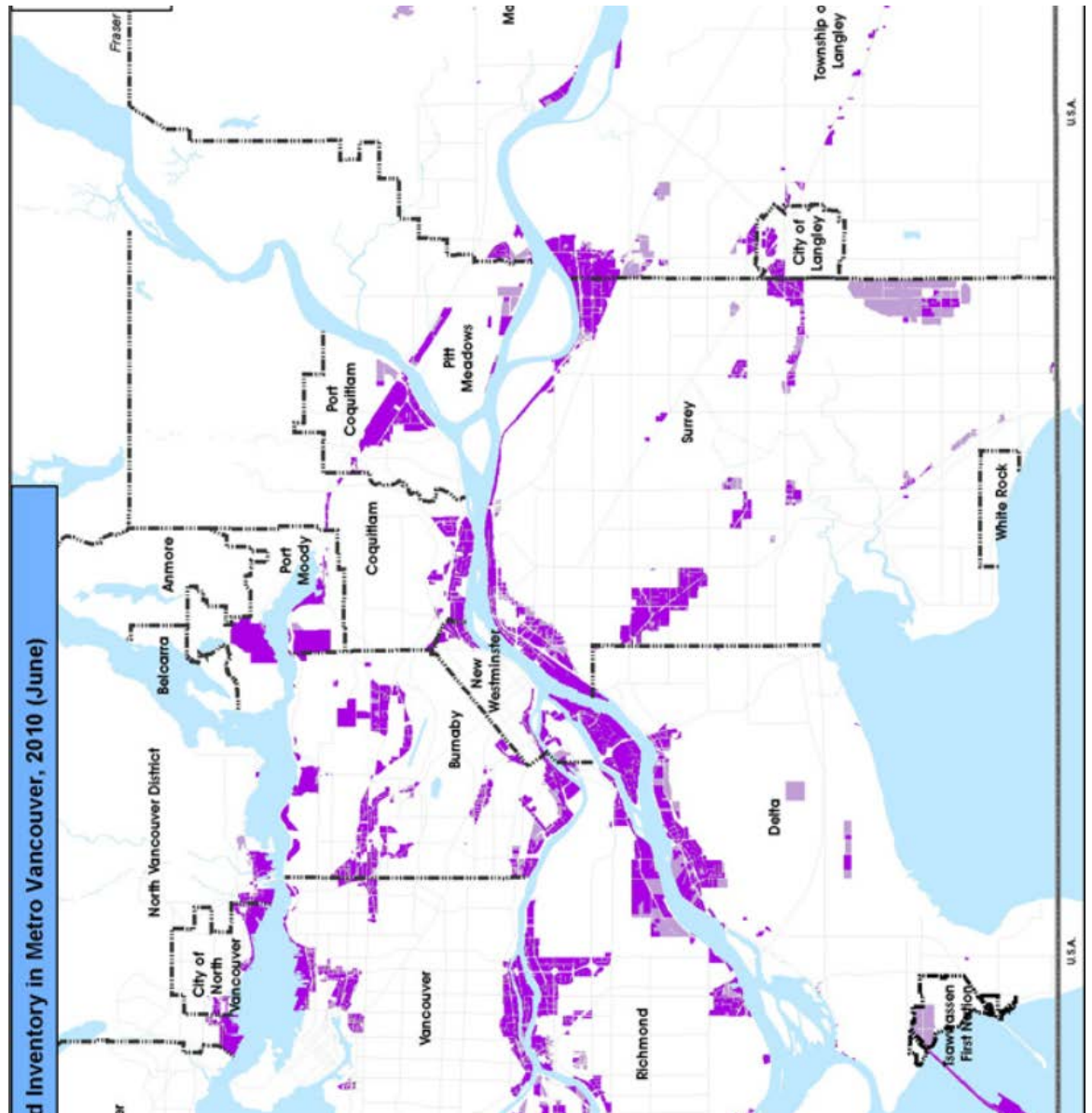
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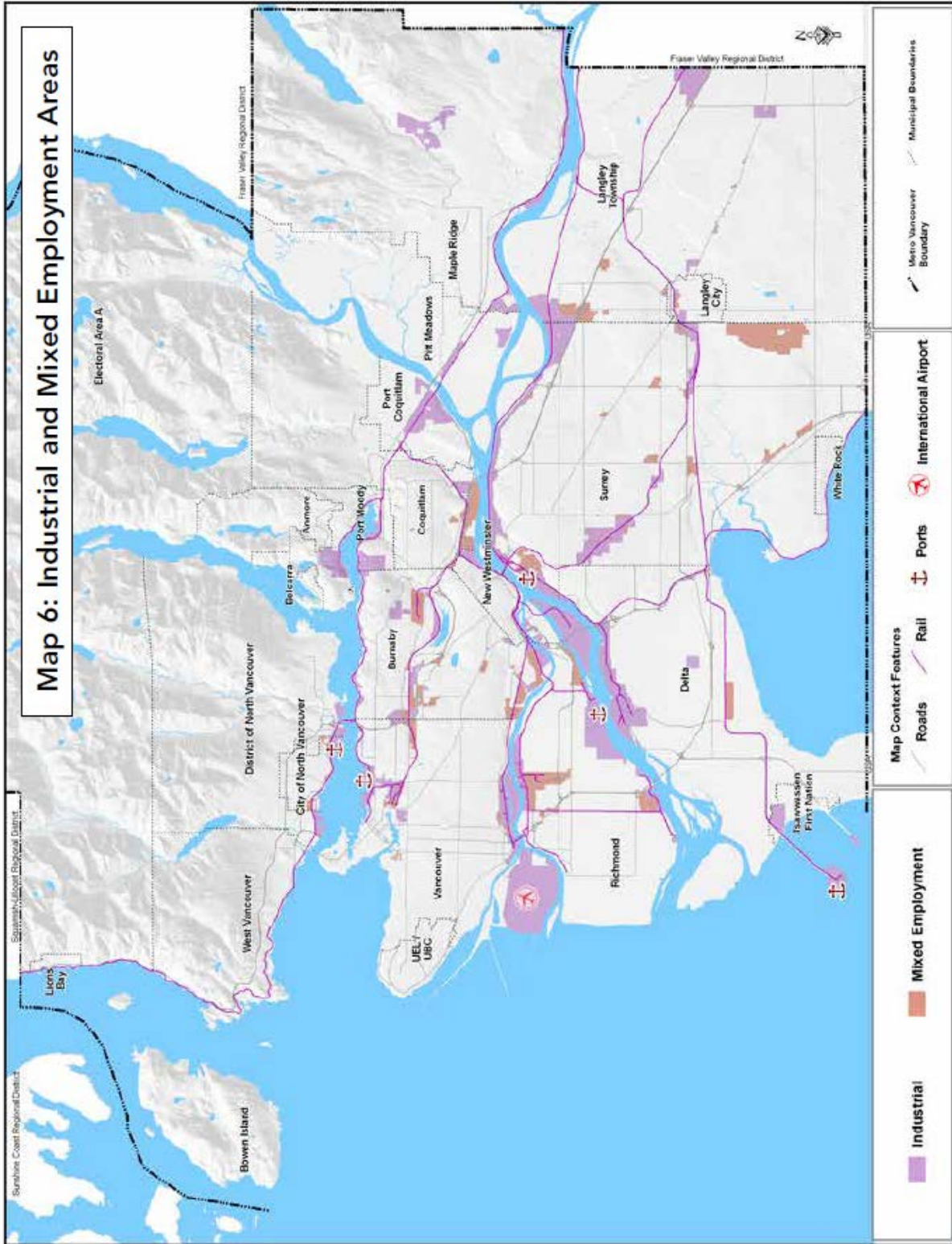
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**Appendix A – Metro Vancouver Designated Industrial and Mixed employment Areas (2011)**



**Appendix B – Metro Vancouver Industrial Land Inventory (2010)**



Note: The depicted road network, rail lines, and port / airport transportation facilities are shown for reference only.

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inventory / supply comprises both developed and vacant land uses the following definitions:

designated by municipal Official Community Plans for land zoned and utilized for industrial uses.

*Industrial Land* – industrial land that is wholly or partially utilized for uses, which includes properties used for outdoor storage. This includes, retail, or institutional uses that are allowed within municipal

*Land* – industrial land that is not utilized for industrial related uses as industrial properties that are completely vacant as well as currently utilized for residential and agriculture uses.

	Vancouver 2006			Industrial Land Developed	Vacant	% Vacant	Industrial per 1000
	Developed	Vacant	% Vacant				
Maple Ridge	1,200	45,000	1,450	2,845	294	9.4%	
Pitt Meadows	16,600	5,000	524	396	55	12.2%	
Coquitlam	119,600	46,000	843	210	8	3.7%	
Port Coquitlam	54,500	21,000	1,071	1,619	666	29.1%	
Port Moody	28,700	8,000	1,139	473	765	61.8%	
N Vancouver City	47,500	29,000	337	281	243	46.4%	
N Vancouver Dist.	87,000	27,000	677	809	34	4.0%	
Delta	99,000	55,000	3,594	952	119	11.1%	
Richmond	182,700	130,000	4,487	1,109	30	2.6%	
Surrey	413,000	143,000	6,334	324	13	3.9%	
Vancouver	601,200	393,000	1,577	631	46	6.8%	
Total	2,114,500	1,110,000	27,914	2,860	734	20.4%	

Note: Figures in bold are the median.

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