











District of Squamish

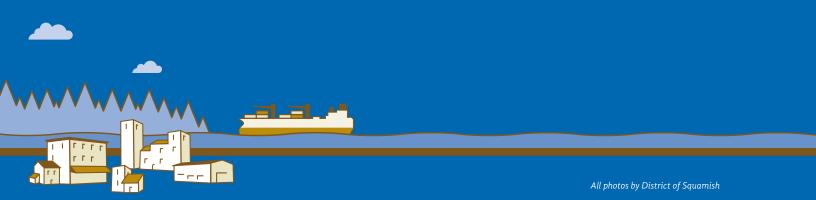
# **EMPLOYMENT LANDS STRATEGY**

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# 1. EXECUTIVE SUMMARY

The District of Squamish developed this *Employment Lands Strategy* to help ensure that sufficient employment lands are available to meet a range of potential future needs through 2031. It will support District staff and Council in updating District plans and policies such as the Official Community Plan, Zoning Bylaw, and local economic and real estate development programs. It will also inform an Economic Development Strategy in 2015.

Employment lands are privately and publicly owned properties that are used or designated for commercial, industrial, or institutional purposes. Commercial includes both office and retail uses

#### **Process**

This strategy was developed over a seven-month period (March to October 2014) and involved the input of District staff, the Economic Development Standing Committee and employment lands stakeholder groups, including business owners, industry representatives, property owners and important government partners, Squamish Nation and Squamish Lillooet Regional District.

The first phase of the project was the development of a background *Employment Lands Study*. This baseline analysis and preliminary stakeholder input provided:

- ✓ A 'snap shot' of general socio-economic conditions and trends (population and employment)
- ✓ A summary of relevant District studies, plans and programs
- ✓ An inventory of existing employment lands within the District

As part of the *Employment Lands Study*, baseline demand for employment lands was forecast using population and employment projections to 2031.

The consulting team next worked with District staff to develop preliminary strategy options to respond to *Employment Lands Study* findings. The options were screened against low, medium and high employment lands demand projections (see Section 4.5) and employment lands objectives (see Section 2.2). Following this analysis the remaining options were refined and assembled into a portfolio of 16 phased policy and program recommendations.





# **Employment Land Objectives**

Three key objectives were used for developing and evaluating employment lands options. Based on existing core District policy documents (e.g., the Official Community Plan), area plans (e.g., the Oceanfront Sub Area Plan), and past studies and strategies the objectives are:

- Maintain and optimize existing employment lands inventory: Maintaining the current inventory of vacant and under-developed employment lands is a critical component of both attracting new businesses and retaining existing ones, particularly in areas where there is uncertainty around zoning, designations and tenure.
- Expand employment lands inventory: Creating additional employment lands, particularly light and medium industrial lands, is required to ensure the District maintains a flexible and adaptive inventory that can effectively meet potential future demands.
- Improve land use management: Clarifying and consolidating employment lands policy and the supporting land use management framework is necessary to ensure that District staff can effectively manage Squamish's employment lands and make Squamish more attractive to development.

# **Findings**

Through the development of the background study, an analysis of employment lands demand projections (low, medium, high), and feedback from stakeholders, several key findings emerged:

- There is sufficient planned supply of commercial employment lands. There is enough existing and future planned commercial capacity in the four core commercial areas (Downtown, Squamish Business Park, Garibaldi, Oceanfront) to meet projected demand in a medium growth employment lands demand projection. It is only under a high growth employment lands demand projection that there is an expected shortage within the timeframe of the study, occurring around the year 2025. Some potential future commercial shortage in a high growth employment lands demand projection could likely be offset through pocket development in neighbourhoods outside of the four core areas.
- There is an insufficient supply of industrial employment lands. While there appears to be sufficient existing and future planned industrial supply to meet anticipated demand in the medium growth employment lands demand projection, the principal supply area (Squamish Business Park) is likely not suitable for medium industrial uses. Research, analysis and stakeholder feedback indicated that Squamish Business Park might only be suitable for light industrial or commercial uses. Focus groups indicated that medium industrial uses are generally incompatible with existing commercial uses, and that land prices make some types of medium industrial uses, particularly those requiring large outdoor storage or service areas untenable. Other potential medium industrial development areas within the District all have some limiting constraints, including affordability, adjacency issues, hazard limitations and constraints (e.g., Cheekye Fan), residential use conflicts (e.g., Downtown and around the Mamquam Blind Channel), and uncertain regulatory or tenancy environments (e.g., Paco Road, former BC Rail yards).
- Potential industrial displacement is a concern. There are two areas where existing light and medium industries are at risk of being displaced through potential redevelopment, land sales and other

development issues -- Paco Road, and the former BC Rail yards. Both areas are important employment centres that support over 200 light and medium industrial jobs between them.

- Conflicting land use policies and regulations cause confusion and uncertainty. There are a number of areas where OCP designations, zoning, and land use suitability do not align. The Zoning Bylaw also needs to better define industrial land use zones. Two of the industrial zone classifications in particular – General Industrial and Light Industrial – are quite broad and, according to feedback from employment lands stakeholders, lacking clarity.
- There is a need to update the Squamish Business Park Sub Area Plan. With a mix of commercial, light and medium industrial tenants, Squamish Business Park is one of the District's central employment lands hubs. Current zoning and Sub Area Plan designations do not effectively define or differentiate light, medium and heavy industrial uses and include a variety of more commercial uses in the current Light Industrial (I-1) zoning.
- If hazard mitigation occurs, Cheekye Fan is the largest single area that could be suitable for industrial development. Given the Cheekye Fan area's removed location from existing residential and commercial areas, the relative proximity of water and sewer infrastructure, and the nearby rail and highway access, the area is attractive for industrial development. The potential industrial development area does not include lands that are currently part of a large residential development application involving Squamish Nation and Cheekye River Developments Ltd. The larger area, including the land subject to Squamish Nation's rezoning application, is constrained by avulsion and debris slide hazards, which limits potential employment land uses in that area. Any new development is contingent upon mitigation of Cheekye Fan hazards. Depending on the outcome of current studies, mitigation options may range widely in scale, scope and utility for creating additional employment lands opportunities in the area.
- Industrial employment lands have been lost to residential rezoning and future land use designations. A considerable amount of employment lands, particularly General Industrial (under current zoning), have been re-designated to accommodate residential development.

### **Recommendations**

A portfolio of 16 policy and program recommendations was developed. These were screened against low, medium and high employment lands demand projections (see Section 4.5) and core employment lands objectives (see Section 2.2). Organized by phasing, immediate recommendations are foundation actions to be pursued first and undertaken within a year. These recommendations meet multiple employment lands objectives, are relatively easy to implement, and provide a foundation for future short-term (1 to 2 years) and medium-term (3 to 4 years) recommendations. A full summary of recommendations is provided in Section 3.1. The map shows the generalized locations of strategy recommendations that relate to a specific location.

TABLE: Summary Employment Lands Strategy Recommendations

REC	COMMENDATION	SUMMARY DESCRIPTION
lmn	nediate /Foundation	
1.	Zoning Bylaw – general amendments	To include new Light Industrial, Medium Industrial and Heavy Industrial zones.
2.	Rezone Paco Road	Rezone Paco Road to a Comprehensive Development zone that permits mixed-use <i>Light Industrial</i> and appropriate <i>Residential</i> (e.g., live work) while addressing setback, noise and adjacency issues.
3.	Update Squamish Business Park Sub Area Plan	Clarify Business Park focus and zoning. Revised plan area should be expanded to include the former BC Rail lands.
4.	Squamish Nation joint planning	Continue to meet with Squamish Nation to discuss employment lands and joint planning/development opportunities, including Site B.
5.	NAIOP Municipal Report Card	Approach NAIOP (Commercial Real Estate Development Association – Vancouver chapter) to include Squamish in future editions of its Commercial Development Report Card.
Sho	rt-term (1 - 2 years)	
6.	Update Squamish Official Community Plan	Scheduled to begin in 2015, the update provides multiple opportunities to resolve employment lands considerations outlined in strategy.
7.	Clarify industrial employment lands in existing industrial and aggregate extraction areas	Two priority areas to be considered during 2015 OCP update: Loggers Lane between Upper Mamquam Blind Channel and Robin Drive; and the eastern end of Centennial Way.
8.	Produce Economic Development Strategy for District	Confirm and coordinate economic development objectives with OCP and employment lands policies
9.	Review, and extend Revitalization Tax Exemption Program	Program scheduled to end 2016 and should be reviewed and extended if appropriate and feasible.
10.	Explore employment lands opportunities at Waterfront Landing	Explore expanded employment lands development options as opportunities arise through the development process.
11.	Update Employment Lands Inventory	Update inventory based on completed immediate and short-term recommendations.
Med	dium-term (3 - 4 years)	
12.	Explore industrial traffic route	Complete background study for the proposed industrial traffic connector options to connect Squamish Terminals, Squamish Business Park, and Highway 99.
	Facilitate Cheekye Fan mitigation	Facilitate and advocate for provincial and other support for mitigation, recognizing that mitigation options may range widely in scale, scope and utility for creating additional employment lands opportunities in the area.
	Cheekye Fan – Squamish Airport Sub Area Plan	Should a mitigation option come forward that would allow for additional development (employment lands, residential) in the Cheekye Fan area, develop sub-area plan for Cheekye Fan – Squamish Airport area.
15.	Business Retention and Expansion Program	Business Retention and Expansion (BRE) program should be maintained and updated to incorporate new <i>Light</i> and <i>Medium Industrial</i> zones in Squamish Business Park, if feasible and appropriate.
16.	Explore Crown Land opportunities Cheekye Fan area	Where appropriate and feasible, explore future light and medium industrial employment opportunities for Crown land in the Cheekye Fan area.

Cat Lake Indian Reserves Municipal Boundary MAP# **AREA** RECOMMENDATION(S) # Α Cheekye / Airport 14 & 15 В Rail yards 3

C

D

Ε

F

G

Н

I

**Business Park** 

Loggers Lane

Paco Road

Site B

Centennial Way

Downtown / Oceanfront

Waterfront Landing

 ${\bf MAP:}\ Employment\ Lands\ Strategy\ Recommendations-Opportunity\ Areas$ 

Howe Sound Pacific Ocean

3

7 7

2

7

10

4



# 2. CONTEXT AND FRAMEWORK

Squamish is connected to the larger regional, provincial, national and international economy, and has experienced the same ups and downs that have characterized trends in BC's economy in general. From the global economic downturn in 2008, which impacted residential development in the District, to the 2010 Winter Olympics, which helped energize the local economy and partially insulate the District from the deeper downturns that occurred elsewhere, Squamish has experienced considerable socio-economic shifts over the past several years. While the economy has recovered somewhat since 2008, local economic development challenges and opportunities remain.

Once dominated by resource-based industries, Squamish is now leveraging its enviable recreational assets and quality of life amenities to help diversify its local economy. Supported by these assets, Squamish is attracting new residents and employers and has established itself as a relatively fast growing (in comparison to the province as a whole, and regional averages), yet affordable (in comparison to Metro Vancouver) community where public services (health, education, social services), tourism, education and construction have emerged as important components of a relatively diverse local economy.

The decline of resource-based industries combined with significant residential development (and residential development pressure) has resulted in large areas of industrial employment lands being redesignated and rezoned. These areas include Squamish Oceanfront, the former Interfor Site on Mamquam Blind Channel, several parcels Downtown, the Loggers Lane area north of Downtown, and Paco Road east of the Garibaldi commercial area. The loss of these lands has greatly reduced the District's overall employment lands inventory and, according to some stakeholders, has resulted in a shortage of affordable and suitable light and medium industrial (see Section 2.3 Definitions) employment lands.

There are also significant upcoming initiatives and development projects, with varying degrees of potential impact on District employment lands. These are summarized below.

• Squamish Oceanfront: A former industrial area, Squamish Oceanfront Peninsula is to be redeveloped as a major residential mixed-use project with a substantial employment lands component. It is the District's single largest potential development. The current business plan and Oceanfront Peninsula Sub Area Plan (completed in 2010) designates





8.2-hectares (20.3-acres) of employment lands (852,000 square feet gross buildable area), including "Primary Employment" areas for uses such as light manufacturing, professional and business office use and high technology offices. To be developed over a phased 20-year build out, the Sub Area Plan also anticipates total direct employment of up to 2,300 jobs and a residential population of up to 6,500.

The District of Squamish and the Squamish Oceanfront Development Corporation (SODC) recently signed important agreements with the project's development partner, including a Purchase and Sale Agreement and the Limited Partnership Agreement. The development partner and the District are now working on the planning and infrastructure agreements required for construction activity to begin on the Oceanfront Lands.

The long-term development of Squamish Oceanfront is a critical component of the District's overall employment lands inventory, as the development represents approximately 20% of the available commercial inventory.



- BC Rail Yards: Located immediately adjacent to the Squamish Business Park and partly bordering Squamish Nation reserve lands, a BC Rail switching yard and ancillary buildings occupy the area. The site also accommodates a number of medium industrial businesses, but their tenure is not secure, as the Province intends to sell the BC Rail lands as surplus property. A new owner may not be required to maintain existing leases. The area is home to five light and medium industrial business and approximately 116 jobs. A survey of business operators conducted as part of this project determined that employment could increase to 250 jobs in five years if these businesses expand as anticipated. If purchased by a single buyer with intent to develop the entire site for large-scale medium industrial use, the businesses currently operating in the park under lease agreements with the Province would have to move and find suitable land elsewhere. Some operators have indicated that in this scenario they would be forced to relocate elsewhere, likely somewhere in the Fraser Valley (Chilliwack). While the plans of a potential buyer are not known, any sale could displace existing businesses.
- Woodfibre LNG: This 46.5-hectare (115-acre) industrial parcel will potentially be the site of the Woodfibre LNG facility if the development receives final approvals and is confirmed by project proponents. Should the development go ahead, it would likely have little impact on Squamish's employment lands inventory. The site was not included in the inventory, given its relatively specialized location and the limited number of potential heavy industry operators who would be interested in such a site. In addition to a small amount of off-site office employment that could easily be accommodated in Squamish, this development could see the potential loss of one 2-hectare (5-acre) parcel in the business park for a compressor station required for an upgraded natural gas pipeline for the facility.

# **SQUAMISH NATION**

### Skwxwú7mesh Úxwumixw (Squamish People, villages and community)

Squamish Nation traditional territory includes the entirety of District of Squamish. Squamish Nation has deep historical, cultural and economic connections to the lands, local waters and the larger region. As a significant landholder in and around the District (See Map 13 in Appendix C), the District acknowledges the role Squamish Nation has in the future planning and development of the community.

Squamish Nation's role and importance is highlighted in a 2011 Intergovernmental Cooperation Accord that commits the District of Squamish and Squamish Nation to work "collaboratively to share planning information respecting potential land development and service capacity requirements" and to "provide one another with opportunities for meaningful participation in planning processes relating to land use and infrastructure development" in and around the District of Squamish.

Development of the Employment Lands Strategy sought to involve and engage Squamish Nation and recognized the critical importance of continued relationship building to enable meaningful joint planning with Squamish. This joint-planning and ongoing engagement is vital to implementation of the Employment Lands Strategy and achieving its objectives and shared community development interests.

This strategy acknowledges the Squamish Nation's Xay Temixw (Sacred Land) Land Use Plan. The plan describes Squamish Nation's vision for the future of its traditional territory and sets out how the vision will be achieved by protecting and managing the Nation's land for the benefit of present and future generations. Jobs and economic development opportunities are a key part of this plan, with an emphasis on training and meaningful employment opportunities for Squamish Nation members, especially in the forestry and tourism sectors.

For more information on Squamish Nation visit www.squamish.net.

#### 2.1 Planning and Policy Context

Over the past several years, the District of Squamish has conducted numerous planning projects with direct links to employment lands management and development. There are also several planned and ongoing policy initiatives with implications for this strategy. Key documents and initiatives are summarized below.

**TABLE:** Current Plans and Strategies

PLAN/STRATEGY	SUMMARY DESCRIPTION				
Oceanfront Peninsula Sub Area Plan (2010)	<ul> <li>Area includes 24-hectares (59-acres) of former industrial land, plus 17.8-hectare (44-acres) of adjacent submerged water lots</li> <li>Identifies 8.4-hectares (20.8-acres) of employment lands in current concept (852,000 square feet of gross buildable area)</li> <li>Employment lands include "Primary Employment" areas for uses such as light manufacturing, professional and business office use, and high technology office use</li> <li>Total full-time employment at end of build-out estimated at 2,200</li> </ul>				
Official Community Plan (2009)	<ul> <li>Establishes the vision, objectives, goals and priorities for how Squamish will grow and evolve in the future, and sets parameters for developing local area plans</li> <li>Designates land for employment land uses (e.g., Mixed Use Commercial, Downtown, Employment and Industrial, Tourist and Highway Commercial, Civic and Institutional)</li> <li>Designates Development Permit Areas (DPAs) for Squamish Industrial Park and Industrial, Business Park, etc.</li> </ul>				
Business Park Sub Area Plan (2002)	<ul> <li>Area plan for 93.5-hectare (231-acre) business park</li> <li>Originally planned to accommodate a diversity of employment lands – "heavy" industry to industrial business and highway commercial</li> <li>Land use definitions for key types (e.g., heavy industrial) not included</li> </ul>				
Squamish Estuary Management Plan (1999)	<ul> <li>An important integrated land use planning document signed off by several key stakeholder agencies</li> <li>Supported designation of the 673-hectare Skwelwil'em Squamish Estuary Wildlife Management Area (WMA) and a supporting management plan developed in 2007</li> </ul>				
Business Retention and Expansion Program	<ul> <li>Program funded by the Ministry of Jobs, Tourism and Innovation</li> <li>Long-term goals for program include aligning "DOS policies and procedures with an Economic Development focus"</li> <li>Included extensive 2011 and 2012 Business Surveys</li> <li>Current elements include a "Squamish Business Walks" program that aims to interview and survey146 businesses in Downtown Squamish</li> </ul>				
Squamish Revitalization Tax Exemption Program	<ul> <li>Three-year incentive program (to Aug. 2016) that provides property tax exemptions for commercial and mixed-use developments (new construction or renovation) in Downtown Squamish and for industrial development in Squamish Business Park</li> <li>Commercial development projects must have a building permit value of \$500,000 or more, while mixed-use development projects must have a building permit value of \$1,000,000 or more</li> </ul>				
Multi-Modal Transportation Plan	<ul> <li>Recognizes that transportation infrastructure, including rail, road and marine, continue to be a major factor for employment land uses</li> <li>Recommends that the District take steps to ensure that rail and marine transport are as attractive and efficient as possible, including:         <ul> <li>Protecting currently zoned industrial land uses near the marine terminals and rail yards</li> <li>Improving the connection between the terminals and rail yards by establishing truck route(s) that provide the most direct connection between them</li> </ul> </li> </ul>				

**TABLE:** Anticipated Updates and Plans

PLAN/STRATEGY	SUMMARY DESCRIPTION					
Downtown Neighbourhood Plan	<ul> <li>District Council anticipated to adopt completed Draft Plan fall 2014</li> <li>Adopted plan will form part of the OCP</li> <li>Provides framework to guide Downtown development, including direction on land uses, density, form and character</li> <li>Supports area as a mixed-use commercial employment lands hub</li> </ul>					
Official Community Plan Update	<ul> <li>To commence in 2015</li> <li>Will address employment lands designations and other related issues</li> <li>A stronger focus on employment lands and related objectives likely</li> </ul>					
Zoning Bylaw Updates	<ul> <li>Anticipated to commence late 2015</li> <li>Builds from omnibus Zoning Bylaw updates that occurred in 2014</li> <li>OCP update starting in 2015 will also necessitate additional changes/revisions</li> <li>Specific changes to employment lands zone classifications, definitions and areas to be made</li> </ul>					
Economic Development Strategy	<ul> <li>To be completed in 2015</li> <li>To be informed by <i>Employment Lands Strategy</i></li> <li>To include a broader economic development vision for the District with supporting objectives and actions</li> </ul>					
Marine Strategy	<ul> <li>To be completed in 2015</li> <li>To establish strategy and actions for supporting and enhancing opportunities in the marine environment</li> <li>Phase 1 investigations are near completion; these have focused on identifying jurisdictional interests/roles and the regulatory context (Federal/Provincial/Local/First Nations) as well as opportunities and challenges for the District</li> <li>Phase 2 (for initiation by year end 2014) will frame and outline priority actions for waterfront and marine area enhancement. Broad objectives are to coordinate and support marine objectives by aligning municipal policies and regulations, engage, promote and coordinate efforts of all interests and jurisdictions involved in the water, and identify and leverage funding for the identified actions and initiatives.</li> </ul>					
Integrated Flood Hazard Management Plan	<ul> <li>To be completed in 2016</li> <li>Technical assessment of flood hazard risks and coastal flood hazard mitigation options</li> <li>Will help determine hazard and constraint level on employment lands, including Cheekye Fan area</li> </ul>					
Squamish Estuary Management Plan	Ongoing review and planned update of 1999 plan					



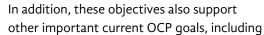
# 2.2 Objectives

Three core objectives were used for developing and evaluating *Employment Lands Strategy* recommendations. Based on existing core District policy documents (e.g., Official Community Plan), Sub Area Plans (e.g., *Oceanfront Sub Area Plan*), past studies and strategies, and the terms of reference for the *Employment Lands Strategy* itself, the objectives are to:

- Maintain and optimize existing employment lands inventory: Maintaining and optimizing the current inventory of vacant and underdeveloped employment lands is a critical component of both attracting new businesses and retaining existing ones, particularly in areas where there is uncertainty around zoning, designations and tenure.
- Expand employment lands inventory: Creating additional employment lands, particularly light and medium industrial lands, is required to ensure the District maintains a flexible and adaptive inventory that can effectively meet potential future demand.
- Improve land use management: Clarifying and consolidating employment lands policy and the supporting
  land use management framework is necessary to ensure that District staff can effectively manage Squamish's
  employment lands and make Squamish more attractive to development.

Collectively and individually these objectives help support the overarching *Employment Lands Strategy* goal of maintaining a suitable and accessible supply of employment lands to meet current and potential future demand.

When combined with a clear and supportive land use policy framework, an available and accessible employment lands base is a critical component of creating a positive, business-enabling environment for the District that will both retain and attract new businesses to Squamish.



supporting a balanced mix of job and housing in the community, and helping to establish and reinforce Downtown Squamish as the socio-economic centre of the community and the central commercial and institutional centre for the Sea-to-Sky corridor.

#### **Definitions** 2.3

Amongst its recommendations, this Employment Lands Strategy recommends refining employment lands designations in the updated OCP and employment land zones in the Zoning Bylaw. In particular, there is a need to better distinguish and clarify light, medium and heavy industry.

This strategy uses the following terms for categorizing employment land types:

- Light Industrial includes low-impact manufacturing, wholesaling, warehousing and distribution activities that typically occur within enclosed buildings. Light industrial excludes uses with unmitigated hazardous or nuisance effects. For this study, this definition also excludes all commercial uses, some of which are included in the District's current Light Industrial (I-1) zone description.
- Medium Industrial means more land intensive, moderate-scale primary processing, manufacturing, wholesaling, warehousing and distribution uses, including storage and work-related activities that occur outside of enclosed buildings that may cause noise or dust nuisances. Medium industrial uses typically require some buffering from residential and commercial uses.
- Heavy Industrial refers to industrial uses with unmitigated nuisance or hazardous characteristics that extend beyond the boundaries of the site, which for reasons of health, safety, environmental effects, or general welfare, are best segregated from other uses. Large-scale primary processing or fabricating operations and large-scale bulk storage of hazardous materials are typical examples heavy industrial uses. Heavy industrial uses typically require very large, uniquely situated sites.
- Commercial includes both office and retail uses. Where it is helpful, commercial office and commercial retail are distinguished. Commercial office may include private, institutional, or government tenants and therefore captures most types of public-sector employment uses.



#### Context and Trainework

2.4 Qualifications and Considerations

Two employment lands types were not emphasized in this strategy – Institutional and Heavy Industry - for reasons outlined below. Other considerations in the development of this *Employment Lands Strategy* and its employment lands inventory are also outlined in this section.

# Qualifications

- Home-based businesses: While the number of people working from home increased from 5% in 1996 to 8% in 2011, home-based businesses in residentially designated and zoned lands are not considered employment lands and were not considered as part of this study.
- Institutional uses: While institutional employment lands are a component of the larger employment lands picture in Squamish, they were not a focus of this strategy. Currently, there are no major, unbudgeted (from an employment lands perspective) institutional projects anticipated. The OCP permits civic and institutional uses in areas designated Civic and Institutional, Downtown or Mixed Use Commercial. These uses include government buildings, hospital, cemetery, assembly facilities, and public care facilities. Schools and post-secondary educational uses are permitted in areas designated Residential Neighbourhoods, Downtown, Civic and Institutional, and University Neighbourhood.
- Heavy industry: Heavy industry is not clearly defined in the current OCP and Zoning Bylaw. Current general zoning uses the classification General Industrial, which includes both medium and heavy industrial uses. This strategy differentiates between light, medium and heavy industrial uses (see Section 2.3 Definitions). As a specialized use, additional heavy industries (as defined on page 15) outside of the proposed Woodfibre LNG facility are not anticipated. The predominant industrial uses and major local employers are light and medium industries. Given these facts, this strategy did not emphasize heavy industry, nor anticipate a shortage of heavy industrial employment lands.
- Garibaldi at Squamish: A proposed four-season resort just north of Squamish, this project is currently in environmental review with the Province. Should the project receive approvals and proceed to development, the impacts to Squamish would be very significant and require additional study beyond the scope of this strategy. A comprehensive 2010 socio-economic report estimated that the project would increase Squamish's population when the project is completely built out in 2031 by 22%, significantly raise overall housing prices (60% by build out) in the District, and attract 10,000 skiers on an average January day in 2031. The report further estimated direct expenditures on capital construction would be more than \$3.3 billion over 20-years. Should the project proceed, it could trigger a boundary expansion so the District could exert more influence over its development and capture benefits. It would also trigger a review of this *Employment Lands Strategy* and other District plans and strategies (e.g., Official Community Plan, planed Economic Development Strategy).

### **Considerations**

- Future Land Uses: There are multiple and sometimes conflicting sources of information about current land uses and future land regulations. This includes BC Assessment Authority (BCAA) current use and property values, OCP designations, zoning, development plans, and sub-area plans. As much as possible, the most likely future land use for each parcel was selected for the development of the employment lands inventory and its assessment. Discrepancies were reviewed and corrected with District staff support and input from employment lands stakeholders engaged through project focus groups. Maps 1, 2 and 3 in Appendix C identify General Zoning, OCP Designations and Employment Land Designations that were used in the development of the supporting *Employment Lands Study*.
- Current use and assessed values: BCAA assessed land and improvement values are the primary source of data for 'vacant' and underdeveloped parcels. This data is not always accurate and does not necessarily reflect actual market values. It also lags by six months or more behind the real status of a property and may not capture the most recent developments. Maps 4, 5, 6 and 7 in Appendix C identify vacant and underdeveloped Parcels (District wide), Vacant/Underdeveloped Parcels – Squamish Business Park, Vacant/Underdeveloped Parcels - Downtown and Oceanfront, Vacant/Underdeveloped Parcels -Cheekye Fan Area.
- **Development constraints:** Much of the District's land base is constrained by some type of hazard, such as flooding or steep slopes, and requires mitigation during development. These constraints were considered, but zoning and land designations already direct most commercial and industrial development into suitable locations where constraints can be addressed. Employment lands in South Squamish (e.g., Watts Point) provide and example of constrained lands. The Cheekye Fan area is the one significant hazard area that requires further consideration. Maps 7, 8, 9, 10 and 11 in the Appendix C identify Flood Related Hazards, Terrain Hazards, Environmentally Sensitive Areas, the Agricultural Land Reserve, and an overlay of multiple constraints.
- Recent and near-term planned developments: Active development proposals may implicate a change in zoning and land development capacity that was not captured in the background Employment Lands Study analysis. Some potential developments, such as any development connected with the BC Rail yards, are unknown given the private nature of negotiations between the Province and any potential buyer.
- Land availability and market realities vs. long-term redevelopment potential: Land must be brought to market at a reasonable price, which depends on many factors beyond physical or regulatory readiness. This strategy and supporting Employment Lands Study cannot predict specific market conditions for any given year, and instead assumes that some portion of underdeveloped land will turn over during the planning time frame.



# 3. STRATEGY

The District of Squamish developed this *Employment Lands Strategy* to help ensure that sufficient employment lands are available to meet a range of potential future needs over a 20-year planning horizon.

Employment lands are privately and publicly owned properties that are used or designated for retail, office, industrial, or institutional purposes.

#### **Process**

The strategy was developed over a seven-month period (March to October 2014) and involved the input of District staff, the District's Economic Development Standing Committee, and core employment lands stakeholder groups, including business owners, industry representatives, property owners and important government partners, including Squamish Nation. Stakeholders also included industry sector representatives from the port and marine, forestry, tourism and recreation, real estate and development, and health and education sectors. The project included two rounds of focus group meetings with project stakeholders and partners.

An *Employment Lands Study* was completed as the first step of the larger project. It along with preliminary stakeholder input provided:

- ✓ A 'snap shot' of general socio-economic conditions and trends (population and employment)
- A summary of relevant studies, plans and programs
- ✓ An inventory of existing employment lands within the District
- A map atlas of employment lands designations, zoning, constraints and other features

As part of the *Employment Lands Study*, a medium demand for employment lands was forecast using straight-line population and employment projections to 2031. The projection assumed that overall future employment lands needs correlate to employment growth, and that changes in the composition of the sectors/occupations will mirror expected industry trends (e.g., expectations of high growth in the health sector are reflected in higher growth rate for related occupations, and, therefore, a growing demand for related employment lands). Other factors and trends, including home-based employment, amenity migration, and the relatively high number of working individuals who live in Squamish but commute outside the District to work (approximately 25%) were also considered. As part of calculating supply and demand, employment lands were also categorized into industrial, retail commercial and office commercial groupings.

Employment lands stakeholders and project partners reviewed the study. Approximately, 33 stakeholders attended one of three focus group sessions to present the draft *Employment Lands Study*. It was also presented to Squamish Nation at a special meeting, and the District's Economic Development Standing Committee for review and feedback. Following their input and study revisions, a final version was posted online along with study maps for additional public comment.



After the completion of the background study, project consultants worked with District staff to develop preliminary strategy options to respond to Employment Lands Study findings. Given the relatively limited supply of non-constrained light and medium industrial employment land and the sufficient supply of office and commercial lands, the final list of feasible options to be evaluated was relatively limited.

The options were also screened against low, medium (i.e., the Employment Lands Study projection) and high employment lands demand projections (see Section 4.5) and employment lands objectives (i.e., options that did not support objectives were not considered). Following this analysis the remaining options were refined, with viable options assembled into a portfolio of 16 phased policy and program recommendations to support core employment lands objectives.

A second round of stakeholder engagement involved 32 participants in three focus groups to review the draft strategy, which was also presented to the District's Economic Development Standing Committee and Squamish Nation staff and Council representatives at informal meetings.

# **Key Findings**

Through the development of the Employment Lands Strategy, analysis of demand projections, and feedback from stakeholders, several key findings emerged. These findings drove the development of strategy options.

- There is sufficient planned supply of commercial employment lands. There is enough existing and future planned commercial capacity to meet projected demand in a medium growth employment lands demand projection. It is only under a high growth employment lands demand projection that there is an expected shortage within the timeframe of the study, occurring around the year 2025. Most of the capacity is located in the four core commercial areas, including Downtown, Garibaldi, Squamish Business Park, and the planned Squamish Oceanfront development. Approximately 20% of this capacity is located in the yet to be developed Squamish Oceanfront lands, which underscores the importance of the development of this area over the next 20-years. Some potential future shortage in a high growth employment lands
  - demand projection could likely be offset through pocket development in neighbourhoods outside of the four core areas.
- There is an insufficient supply of industrial employment lands. While the Squamish Business Park has a number of underdeveloped or vacant lots and appears to have sufficient capacity for medium and light industrial development, the mix of commercial uses in this area limits medium industrial development potential by raising land prices and introducing adjacent use conflicts. Given existing land prices,



there are also affordability issues for industrial users, as confirmed by project stakeholders. Other potential development areas within the District all have some limiting constraints, such as debris slide hazards in the Cheekye Fan, residential use conflicts Downtown and around the Mamquam Blind Channel, and uncertain regulatory or tenancy environments in areas such as Paco Road or the former BC Rail yards.

Potential light and medium industrial displacement is a concern. There are two areas where existing light and medium industries are at risk of being



displaced through potential redevelopment or land sales -- Paco Road, and the former BC Rail yards.

Paco Road is a small light industrial area located next to the Squamish Valley Golf & Country Club. The area is home to several light industrial businesses (e.g., auto repair, small scale manufacturing) and approximately 90 jobs, although not all jobs are located on site. The area was rezoned to allow residential development in the 1990s, which severely restricts existing businesses in that they can continue to operate, but cannot expand their operations, as they are non-conforming uses. To date, residential development interest in the area has not materialized. There are issues and complaints around setbacks from Mashiter Creek (i.e., setbacks not being maintained), noise, and industrial uses spilling into designated parkland next to the creek.

The former BC Rail site accommodates a number of medium industrial businesses, but their tenure is not secure, as the Province is looking to divest itself of the property. A new owner may not be required to maintain existing leases. The area is currently home to five light and medium industrial manufacturing businesses and approximately 116 jobs. A survey of business operators conducted as part of this project determined that employment could increase to 250 jobs in five years if the businesses in this area expand as anticipated.

Conflicting land use policies and regulations cause confusion and uncertainty. There are a number of areas where OCP designations, zoning, and land use suitability do not align. In some cases, designated or zoned industrial land is located in environmentally sensitive areas (e.g., Squamish River Estuary Wildlife Management Area) or areas with constraints that would make any kind of development on them difficult and risky (e.g., some areas in south Squamish currently zoned for General Industrial use are located on very steep granite outcrops above Howe Sound). The Zoning Bylaw also needs to better define industrial land use zones. Two of the industrial zone classifications in particular – General Industrial and Light Industrial – are too broad to effectively manage or encourage industrial development.

- There is a need to update the Squamish Business Park Sub Area Plan. With a mix of commercial and industrial tenants, Squamish Business Park is one of the District's central employment lands hub. It has 44-hectares (110-acres) of vacant and underdeveloped industrial parcels and 4-hectares (10-acres) of vacant and underdeveloped commercial lands. Many of the industrial lots are 0.2-hectares (0.5-acres), with a few ranging up to between 2.4- and 4.8-hectares (6- to 12-acres). The 2002 Squamish Business Park Sub Area Plan included a requirement to update and revise light and medium industrial zoning in the Business Park; this was never completed. Current zoning and sub-area plan designations do not effectively define or differentiate light, medium and heavy industrial uses and include a variety of more commercial retail uses in its Light Industrial (I-1) zoning. Employment Lands Strategy stakeholders identified this lack of clarity as an ongoing challenge to both new industrial and commercial development in the park. While remaining vacant land may no longer be affordable for many light and medium industrial uses, decisions need to be made about how to better manage and zone remaining vacant parcels.
- If hazard mitigation occurs, Cheekye Fan is the largest single area that could be suitable for industrial development. Given the Cheekye Fan area's removed location from existing residential and commercial retail areas, the relative proximity of water and sewer infrastructure, and the nearby rail and highway access, this area is highly attractive for industrial development according to focus group feedback. Located in northwest Squamish, adjacent to the Cheekye River and east of the Squamish River, the area is constrained by avulsion and debris slide hazards, which limits potential employment land uses in that area. Home to the Squamish Airport, the area is mostly designated Restricted Industrial with underlying General Industrial or Resource zoning. Recent studies have determined risk hazard levels for the area and outlined potential mitigation options. The potential industrial development area does not include lands that are currently part of a large residential development application involving Squamish Nation and Cheekye River Developments Ltd. Squamish Nation received fee simple title to existing Crown land parcels through a provincial settlement.

Mitigation options and risk tolerances are currently being studied. Depending on the outcome of current studies, mitigation options may range widely in scale, scope and utility for creating additional employment lands opportunities in the area. While mitigation options may range from larger, area-wide mitigation structures (e.g., debris damns and impoundment areas) to smaller, site-specific interventions, the costs of many larger scale options would likely be above both the District's capacity and that of potential businesses and developers. There is a case to be made for senior government support for mitigation, as the risk to Highway 99, access to Whistler, and existing Squamish residents is significant. The rezoning of the area and subsequent development approvals is contingent upon area-wide mitigation of Cheekye Fan hazards.

Industrial employment lands have been lost to residential rezoning and future land use designations. A considerable amount of employment lands, particularly General Industrial (under current zoning), have been re-designated to accommodate residential development. While residential development is a critical component of community development and growth, so too is matching residential development to local employment to maintain a targeted jobs-to-housing ratio (something the District is currently developing). While the percentage of working residents who commute outside of Squamish to work has declined over the years, the District still functions as a bedroom community to individuals working in Whistler and the Lower Mainland. Currently, 25% of working residents leaving the District to work.

#### 3.1 Recommendations

Employment Lands Strategy recommendations are organized by phasing. Immediate recommendations are foundation actions to be pursued first and undertaken within a year. These recommendations meet multiple employment lands objectives, are relatively easy to implement, comparatively low cost, and provide a foundation for future short-term (1 to 2 years) and medium-term (3 to 4 years) employment lands recommendations.

The recommendations are summarized in the tables on the following pages. The core employment lands objectives the recommendations would support are noted in the far right column.



	COMMENDATION	Inds Strategy Recommendations – Immediate	EMPLOYMENT LANDS
REC	COMMENDATION	DESCRIPTION AND RATIONALE	EMPLOYMENT LANDS OBJECTIVES
1.	Zoning Bylaw – general amendments	<ul> <li>Current General Industrial zone includes heavy and medium industrial uses, which are fundamentally different.</li> <li>Current Light Industrial zone requires clarification and simplification.</li> <li>Building off recent Zoning Bylaw general amendments, new and refined industrial employment definitions - Light Industrial, Medium Industrial and Heavy Industrial should be used.</li> <li>Updated zoning could permit more intensive use of Light Industrial and Medium Industrial employment lands by increasing allowable FARs to allow different development types (e.g., stacked, mixed use), which would further support OCP objective of encouraging "higher employment densities to make efficient use of the District's land base for industrial and employment uses."</li> <li>Permitted uses in medium industrial zones should be clarified to permit important forestry-related activities (e.g., sawmilling, wood chipping)</li> <li>Rezonings of key parcels (see Recommendation 2) would create new inventory.</li> <li>Resource (RE) and specialized industrial land use zones (I-4, I-5, I-7) may also require review and clarification of permitted uses.</li> </ul>	<ul> <li>Maintain inventory</li> <li>Create new inventory</li> <li>Improve land use management</li> </ul>
2.	Rezone Paco Road light industrial area from residential back to Light Industrial	<ul> <li>Paco Road is an important light industrial area currently zoned residential (rezoned in the 90s).</li> <li>Existing businesses are threatened by displacement with current zoning and unable to expand, upgrade, renovate.</li> <li>Rezoning Paco Road from residential to a Comprehensive Development zone that permits mixed-use Light Industrial and appropriate Residential (e.g., live work) would help: <ul> <li>Protect the 90 jobs in the area;</li> <li>Permit existing businesses to upgrade and, in some cases, rebuild and expand their facilities (and businesses);</li> <li>Support existing property owners interested in developing mixed use, live-work light industrial uses; and</li> <li>Provide the opportunity to address setback issues along Mashiter Creek (i.e., ensuring that they are maintained), and establish zoning controls to mitigate noise and other residential adjacency issues.</li> <li>Establish clear environmental protection and performance objectives for the area.</li> </ul> </li> </ul>	<ul> <li>✓ Create new inventory</li> <li>✓ Improve land use management</li> </ul>
3.	Update Squamish Business Park Sub-area Plan	<ul> <li>Existing plan does not adequately define or differentiate light, medium and heavy industry.</li> <li>Plan mandated clarifications to existing I-1 zoning were never implemented.</li> <li>Revised plan would clarify Business Park focus and support retention and attraction activities.</li> <li>Strong stakeholder support to update plan.</li> <li>Revised plan area should be expanded to include former BC Rail lands.</li> </ul>	<ul> <li>Maintain inventory</li> <li>Create new inventory</li> <li>Improve land use management</li> </ul>

#### **RECOMMENDATION DESCRIPTION AND RATIONALE EMPLOYMENT LANDS OBJECTIVES** Continue meeting with Squamish Nation to discuss employment 4. Squamish Nation Maintain inventory joint planning lands opportunity areas and considerations identified during Create new Employment Lands Strategy process. inventory Key topics for future discussions include: Improve land use Site B management 2011 Intergovernmental Cooperation Accord indicates that the two parties will investigate and explore "employmentgenerating uses" there. Located adjacent to the most prominent Squamish Nation reserve lands in the District (Stawamus 24). Site B is not currently serviced, has difficult road access, and is currently leased out to a third party in a long-term lease. While any short- or medium-term changes are unlikely, over the longer-term Site B could potentially accommodate expanded employment-generating land uses and/or nonindustrial uses, subject to discussions with Squamish Nation. Other economic development initiatives or future potential joint efforts. Longer-term potential Cheekye Fan mitigation options and associated planning and development Joint action/advocacy on Cheekye Fan could facilitate senior government support to mitigate existing hazards and permit development in area (see Recommendation 13); Consider and coordinate land use planning to ensure that future compatibility issues around existing reserve lands, as well as proposed uses for Cheekye Developments Ltd are addressed with any future development. Consider also any additional long-term employment lands development (see Recommendation 14): and Potential Squamish Nation employment land development (i.e., transition areas) at Cheekye Developments. 5. NAIOP Municipal • The District of Squamish should approach NAIOP (Commercial ✓ Improve land use Report Card\* Real Estate Development Association – Vancouver chapter) management to include Squamish in future editions of the Commercial Development Report Card. Inclusion would help Squamish both monitor its employment lands inventory and how competitive (time, cost) office, commercial and industrial development in Squamish is in comparison to Greater Vancouver and Fraser Valley communities.

<sup>\*</sup> Note: original recommendation from 2005 Squamish Retail, Commercial and Industrial Trade and Investment Marketing Strategy.

TABLE: Summary Employment Lands Strategy Recommendations – Short-term (1-2 years)

REC	COMMENDATION	DESCRIPTION & RATIONALE	EMPLOYMENT LANDS OBJECTIVES
6.	Update Squamish Official Community Plan	<ul> <li>Planned update in 2015 provides opportunity to confirm immediate Employment Lands Strategy recommendations (e.g., Paco Road re-designation, Squamish Business Park designation clarifications).</li> <li>Update also provides multiple opportunities to address and resolve other Employment Lands Strategy findings and issues, including:         <ul> <li>Revising and clarifying existing Industrial and Employment OCP designations to include different designations for Light Industrial, Medium Industrial and, Heavy Industrial;</li> <li>Clarifying designations in key sub-areas (e.g. Squamish Business Park, Squamish Oceanfront);</li> <li>Address Downtown employment lands and coordinate with pending Downtown Neighbourhood Plan; and</li> <li>Clarifying and simplifying employment lands and general economic development objectives.</li> </ul> </li> <li>Develop and confirm employment lands indicators beyond the scope of this strategy (e.g., jobs-to-housing ratio).</li> <li>Develop objectives for other potential plan updates with employment lands considerations (e.g., Multi Model Transportation Plan update).</li> </ul>	<ul> <li>Maintain inventory</li> <li>Create new inventory</li> <li>Improve land use management</li> </ul>
7.	Clarify industrial employment lands in existing industrial and aggregate extraction areas	<ul> <li>Two areas should be considered for future light and medium industrial employment lands uses and designated appropriately in the OCP:</li> <li>Loggers Lane between Upper Mamquam Blind Channel and Robin Drive (designated residential and limited use); and</li> <li>Centennial Way east of the hydro right of way, which is currently designated industrial and parks and greenways.</li> </ul>	<ul><li>Create new inventory</li><li>Improve land use management</li></ul>
8.	Produce Economic Development Strategy for District	<ul> <li>Confirm &amp; coordinate economic development objectives with OCP and employment lands policies, particularly around target sectors, retention and attraction.</li> <li>Consolidate economic development vision and core strategy directions.</li> <li>Address potential employment lands inventory issues.</li> <li>Should be coordinated with OCP Update if done concurrently (i.e., stakeholder engagement, mapping)</li> </ul>	✓ Improve land use management
9.	Review, revise and extend Revitalization Tax Exemption Program	<ul> <li>Program intended to encourage new commercial or mixed-use construction or renovation to existing Downtown buildings and new industrial construction or renovation to existing buildings in Squamish Business Park.</li> <li>Program set to expire in 2016.</li> <li>Program should be evaluated and, if extended/renewed, should be updated to support construction or renovation only in Light Industrial and Medium Industrial zones in the Squamish Business Park.</li> </ul>	<ul><li>Maintain inventory</li><li>Create new inventory</li></ul>
10.	Explore potential employment lands opportunities at Waterfront Landing	<ul> <li>Through the development process (i.e., permitting, infrastructure planning), explore potential expanded employment lands development opportunities beyond limited commercial retail outlined in current Waterfront Landing Neighbourhood Sub-area Plan</li> </ul>	✓ Create new inventory

TABLE: Summary Employment Lands Strategy Recommendations – Medium-term (2-4 years)

REC	OMMENDATION	MENDATION DESCRIPTION & RATIONALE		
11.	Update Employment Lands Inventory	<ul> <li>Implementation of recommendations 1, 2, 3, 6, 7, 8, 10 will necessitate updating employment lands inventory.</li> <li>Updated inventory will form baseline for ongoing monitoring and tracking.</li> </ul>	~	Improve land use management
12.	Explore proposed industrial traffic route	<ul> <li>Complete background study for the proposed industrial traffic connector options to connect Squamish Terminals, Squamish Business Park, and Highway 99.</li> <li>Efficient goods movement will support industrial business retention and attraction, and improve the business environment for Downtown businesses.</li> <li>Other industrial traffic routes require some attention and appropriate designation, including Site B access, Mamquam Road and Centennial Way.</li> </ul>	*	Improve land use management
13.	Facilitate Cheekye Fan mitigation	<ul> <li>Facilitate and advocate for provincial and other support for mitigation, recognizing that mitigation options may range widely in scale, scope and utility for creating additional employment lands opportunities in the area.</li> <li>Development within a large portion of the Cheekye Fan area is prohibited until current geotechnical hazards are mitigated.</li> <li>Recent and ongoing studies indicate that hazards could potentially be mitigated, but options and risk tolerances are still being studied.         <ul> <li>Potential larger-scale mitigation options (e.g., debris dam and impoundment areas) are likely cost prohibitive for the District, Squamish Nation, or private sector development partners.</li> <li>Risks to Highway 99 and Whistler access, combined with Squamish Nation interest in residential development in area, could help facilitate senior government financial support for some potential mitigation options.</li> <li>Some mitigation options could permit new employment lands development near the Squamish Airport</li> </ul> </li> </ul>		Create new inventory Improve land use management
14.	Cheekye Fan – Squamish Airport Sub-area Plan	<ul> <li>Should a Cheekye Fan mitigation option come forward that would allow for additional development (employment lands, residential) in the area, develop sub-area plan for Cheekye Fan – Squamish Airport area.</li> <li>Planning should involve Squamish Nation and explore joint servicing and buffering/development standards for existing reserves and residential and employment lands areas.</li> <li>Squamish Airport would be maintained and options to service improvements could be explored.</li> </ul>		Create new inventory Improve land use management
15.	Business Retention and Expansion Program	<ul> <li>The Business Retention and Expansion (BRE) program should be maintained.</li> <li>Future business surveys, "Business walks" and other activities can be used to help track employment lands issues, opportunities, and stakeholder satisfaction with <i>Employment Lands Strategy</i> implementation.</li> </ul>	<b>~</b>	Improve land use management

RECOMMENDATION	DESCRIPTION & RATIONALE	EMPLOYMENT LANDS OBJECTIVES
16. Explore Crown Land opportunities	<ul> <li>Where feasible, appropriate and in association with Squamish Nation consultations, the District should explore employment lands opportunities for Crown land within District boundaries.</li> <li>While a significant portion of Crown land tenures may be transferred to Squamish Nation in the Cheekye Fan area, some Crown parcels remain that could be suitable for industrial employment land development should existing hazards be mitigated.</li> </ul>	<ul><li>Create new inventory</li></ul>

 $See the {\it Employment Lands Strategy Recommendations} - {\it Opportunity Areas map in the Executive Summary for } \\$ general locations of strategy recommendations with a physical component.



#### Implementation 3.2

Over the medium term, and as a whole, this Employment Lands Strategy is intended to help support and guide District staff and Council in updating District plans, such as the Official Community Plan. It will also help support other District planning initiatives, such as the development of an Economic Development Strategy in 2015. As illustrated below, the strategy will also be implemented through other District programs and planning, including ongoing Zoning Bylaw amendments and updates.

The following tables outline the implementation of immediate and short-term recommendations. District of Squamish (DoS) roles and responsibilities are outlined along with relevant connections to existing plans, strategies and programs. It is expected that Employment Lands Strategy stakeholders would be engaged in implementation of recommendations. Anticipated time (District human resources), cost (additional costs beyond staffing), and engagement (public and stakeholder involvement) requirements are also roughly estimated. See Section 3.1 for full descriptions of strategy recommendations.

TABLE: Immediate Recommendations - Implementation

IAL	EL: miniculate Recomm	nendations - Implementation				ь
#	RECOMMENDATION	ROLES & RESPONSIBILITIES	POLICY & PROGRAM LINKS	TIME	COST	ENGAGEMENT
1	Zoning Bylaw – general amendments	Primary: DoS Development Services & Public Works, Development Services  • Role: policy development, mapping, public and stakeholder engagement Secondary: DoS Business & Community Services, Real Estate & Economic Development  • Role: project support and review, engagement support through BRE program	Current     Zoning Bylaw     Official Community Plan (OCP)     Business Retention & Expansion Program (BRE) Anticipated     Downtown Neighbourhood Plan     OCP Update	•	0	•
2	Rezone Paco Road	Primary: DoS Development Services & Public Works, Development Services  Role: policy development, mapping, public and stakeholder engagement Secondary: DoS Business & Community Services, Real Estate & Economic Development  Role: project support and review, engagement support through BRE program	Current     Zoning Bylaw     BRE     OCP Anticipated     OCP Update	•	0	•
3	Update Squamish Business Park Sub- area Plan	Primary: DoS Development Services & Public Works, Development Services  Role: policy development, mapping, public and stakeholder engagement, consultant management (if not done in-house)  Secondary: DoS Business & Community Services, Real Estate & Economic Development  Role: project support and review, engagement through BRE program	<ul> <li>Current</li> <li>Squamish Business Park Sub Area Plan</li> <li>Zoning Bylaw</li> <li>BRE</li> <li>OCP</li> <li>Anticipated</li> <li>OCP Update</li> </ul>	•	•	•

TABLE: Immediate & Short-term Recommendations - Implementation

				TIME	COST	ENGAGEMENT
#		ROLES & RESPONSIBILITIES	POLICY & PROGRAM LINKS	<u> </u>	ŭ	ū
4	nediate  Squamish Nation joint planning	Primary 1: DoS Chief Administrative Officer (CAO)  • Role: While later discussions would likely occur at the staff level, as a government-to-government initiative, the CAO (and Council representative) would likely be required to formally launch discussions.  Primary 2: DoS Development Services & Public Works, Development Services  • Role: supporting CAO and formal launch, leading follow-up discussions Secondary: DoS Business & Community Services, Real Estate and & Economic Development  • Role: project support	Current Intergovernmental Accord OCP Development application, Cheekye Developments Inc. Anticipated OCP Update Cheekye Fan — Squamish Airport Sub Area Plan	•	0	O
5	NAIOP Municipal Report Card	Primary: Real Estate & Economic Development • Role: coordination (with NAIOP) Secondary: DoS Development Services & Public Works, Development Services • Role: information support	Current     Zoning Bylaw     BRE     OCP     Squamish Business Park Sub     Area Plan Anticipated     OCP Update	•	0	0
Sho	rt-term					
6	Update Squamish Official Community Plan	<ul> <li>Primary: DoS Development Services &amp; Public Works, Development Services</li> <li>Role: plan and policy development, mapping, public and stakeholder engagement, referral and formal</li> <li>Secondary: DoS Business &amp; Community Services, Real Estate &amp; Economic Development</li> <li>Role: project support, engagement support</li> </ul>	<ul> <li>Current</li> <li>OCP</li> <li>Zoning Bylaw</li> <li>Sub-area Plans</li> <li>SLRD Regional Growth Strategy</li> <li>Anticipated</li> <li>OCP update</li> <li>Zoning Bylaw Update</li> </ul>	•	•	•



TABLE: Short-term Recommendations - Implementation

T/(B)		tendations - Implementation				Ļ
#	RECOMMENDATION	ROLES & RESPONSIBILITIES	POLICY & PROGRAM LINKS	TIME	COST	ENGAGEMENT
7	Clarify industrial employment lands in existing industrial and aggregate extraction areas	Primary: DoS Development Services & Public Works, Development Services  • Role: policy development, mapping, public and stakeholder engagement Secondary: DoS Business & Community Services, Real Estate & Economic Development  • Role: project support and review, engagement support through BRE program	Current OCP Zoning Bylaw BRE Anticipated OCP Update	•	0	O
8	Produce Economic Development Strategy for District	Primary: DoS Business & Community Services, Real Estate & Economic Development  Role: strategy development, public and stakeholder engagement, consultant management (if required) Secondary: DoS Development Services & Public Works, Development Services Role: project support and review, mapping	Current  Employment Lands Strategy  BRE  OCP Anticipated  OCP Update	•	•	•
9	Review, revise and extend Revitalization Tax Exemption Program	Primary: DoS Business & Community Services, Real Estate & Economic Development  Role: policy development, public and stakeholder engagement Secondary: DoS Development Services & Public Works, Development Services  Role: policy support, mapping, implementation	Current     Zoning Bylaw     BRE     OCP     Revitalization Tax Exemption     Program Anticipated     OCP Update     Zoning Bylaw Update	•	0	O
10	Explore potential employment lands opportunities at Waterfront Landing	Primary: DoS Development Services & Public Works, Development Services  • Role: development review and negotiations, mapping, public and stakeholder engagement  Secondary: DoS Business & Community Services, Real Estate & Economic Development  • Role: project support	Current  • Waterfront Landing Sub-area Plan  • Zoning Bylaw  • BRE  • OCP  Anticipated  • OCP Update  • Zoning Bylaw Update	•	0	O
11	Update employment lands inventory	Primary: DoS Development Services & Public Works, Development Services  Role: analysis, mapping, inventory development  Secondary: DoS Business & Community Services, Real Estate & Economic Development  Role: project support	<ul> <li>Current</li> <li>Zoning Bylaw</li> <li>OCP</li> <li>Anticipated</li> <li>OCP Update</li> <li>Zoning Bylaw Update</li> <li>Squamish Business Park Sub Area Plan Update</li> </ul>		0	0

#### 3.3 Monitoring and Evaluation

Monitoring is a continuous process of collecting information and using measures or indicators to gauge progress and outcomes of Employment Lands Strategy recommendations. Regular monitoring allows the timely identification of strategy successes or failures. Evaluation uses the information gathered from monitoring to determine if there are opportunities for changes and improvements to the Employment Lands Strategy.

Given their primary role in implementing the majority of strategy recommendations, Development Services should be tasked with monitoring the overall strategy with support from Economic Development and Real Estate. Strategy evaluation should be carried out jointly.

As with any strategy, new opportunities and challenges may arise that were not anticipated that might require the District to evaluate, refine or revise Employment Lands Strategy recommendations. Additionally, as Employment Lands Strategy recommendations are completed, changes to the employment lands inventory can be expected that the District needs to monitor.

### **Monitoring**

The monitoring component for the Employment Lands Strategy includes both process monitoring and outcome monitoring. Process monitoring is used to check that Employment Lands Strategy recommendations are being implemented. Outcome monitoring measures the results of Employment Lands Strategy recommendations in relation to strategy objectives.

Process Monitoring: Process monitoring is focused on whether or not the strategy recommendations are being implemented as planned. It should be carried out semi-annually and reported out to the District's Economic Development Standing Committee and/or Council as general information on a semi-annual basis. The table outlines a basic, preliminary process monitoring framework for immediate and short-term Employment Lands Strategy recommendations.



**TABLE**: Process Monitoring – Immediate and Short-term Recommendations

				COMPLETE	N PROGRESS	PROPOSED	
REC	OMMENDATION	PRIMARY DEPARTMENT	TARGET COMPLETION	WOO	N PR	ROF	BRIEF PROGRESS UPDATE AND COMMENTS
	nediate	BEIARTMENT	COMI EL FION				BRIEF FROMESS OF BATE AND COMMENTS
1.	Zoning Bylaw – general amendments	Development Services	31/10/2015				
2.	Rezone Paco Road	Development Services	31/10/2015				
3.	Update Squamish Business Park Sub-area Plan	Development Services	31/10/2015				
4.	Squamish Nation joint planning	District CAO	31/10/2015				
5.	NAIOP Municipal Report Card	Real Estate & Economic Development	31/10/2015				
Sho	rt-term						
6.	Update Squamish Official Community Plan	Development Services	31/10/2016				
7.	Clarify industrial employment lands in existing industrial and aggregate extraction areas	Development Services	31/10/2016				
8.	Produce Economic Development Strategy for District	Economic Development	31/10/2016				
9.	Review, revise and extend Revitalization Tax Exemption Program	Economic Development	31/10/2016				
10.	Explore opportunities at Waterfront Landing	Development Services	31/10/2016				
11.	Employment lands inventory update	Development Services	31/12/2016				

#### 3. Strategy

Outcome Monitoring: Unlike process monitoring, outcome monitoring focuses on how well Employment Lands Strategy recommendations are meeting employment lands objectives (i.e., is implementation helping maintain the employment lands inventory, create new employment lands inventory, or improving overall District lands management?).

Outcome monitoring will become a bigger part of monitoring as the immediate and short-term planning recommendations are completed. This is because these actions (e.g., OCP Update, Zoning Bylaw Update, Business Park Sub Area Plan Update, Paco Road rezoning) will significantly impact this strategy's baseline employment lands inventory. Until the employment lands inventory is updated (Recommendation 11), there will be no clear baseline from which to track inventory status (i.e., growth, decline, stasis).

At the point when the new employment lands inventory has been completed in late 2016, outcome monitoring can begin in earnest. The table outlines simple objective measures (i.e., indicators) to monitor strategy outcomes to ensure that a sufficient supply of employment lands is being maintained to meet District needs.

**TABLE:** Employment Lands Strategy Objectives – measures

OBJECTIVE	MEASURE	BASELINE
Maintain existing employment lands inventory	<ul> <li>Employment lands inventory by category and location</li> </ul>	2016 updated employment lands inventory
	Stakeholder expansion and development plans	<ul> <li>2013 BRE survey results</li> <li>2014 Business surveys – Paco Road and BC Rail tenants</li> </ul>
Expand employment lands inventory	Employment lands inventory by category	2016 updated employment lands inventory
Improve land use management	<ul> <li>Employment lands stakeholder feedback via 2016 BRE survey (qualitative)</li> <li>Ease of development process</li> <li>Stakeholder expansion and development plans</li> </ul>	2013 BRE survey results

Process and Outcome Monitoring Reporting: Development Services would be responsible for both process and outcome monitoring. Biannual updates are recommended with an emphasis on process monitoring for the first two years of strategy implementation. Updates should be made available to employment lands stakeholders on the District's website and, if required, presented to the District's Economic Development Standing Committee and to Council.

## **Evaluation**

Using the information collected during process and outcome monitoring, an annual Employment Lands Strategy evaluation should be conducted. The evaluation is not intended to be onerous or time consuming for staff to prepare, particularly as it would be using information already collected during strategy monitoring.

The yearly evaluation should include updates on implementation of strategy recommendations and discussions about whether or not changes need to be made to recommendations. These discussions would be in light of monitoring results and these additional considerations:

- District plan updates and developments: The 2015 OCP update and corresponding Zoning Bylaw updates will have a significant (and likely positive) impact on the District's employment lands inventory, as current designations issues and underlying zoning issues will be addressed and resolved. As such, inventory baselines (i.e., designated and zoned, occupied, vacant/underdeveloped) will require review and updating when these planning initiatives are completed.
- Emerging and ongoing developments: As noted in Section 2, there are several planned and proposed development initiatives and projects, with varying degrees of potential impact on District employment lands (e.g., the ongoing planning and eventual development of Squamish Oceanfront and Waterfront Landing, the potential sale of the BC Rail yards). These unfolding developments require ongoing monitoring and may require adjustments to this strategy.
- Macro-economic changes: Local employment lands supply and demand are closely tied to global, national and regional economies and markets, which can change dramatically and quickly, as evidenced by the events of 2007 and 2008, which significantly altered the District's development outlook. The impacts of large-scale macro-economic changes cut across multiple District departments (Development, Real Estate, Economic Development, etc.) and require careful and coordinated monitoring.

The annual update should be made available to employment lands stakeholders on the District's website and, if required, presented to the District's Economic Development Standing Committee and to Council.

A more comprehensive evaluation and strategy update is recommended for 2017/2018. At that point a new employment lands inventory will have been developed (see Recommendation 11), 2016 Census information will be available to support analysis and assessment, and projected employment lands inventory thresholds could be more relevant (i.e., a projected potential shortage of office and retail employment land supply under this strategy's high employment by around 2025; and a projected shortage of light industrial land supply under this strategy's high employment by around 2029).



# 4. SUPPORTING ANALYSIS AND METHODOLOGY

This section summarizes important background population, employment, and employment lands inventory findings from the *Employment Lands Study* that was completed as the first phase of this strategy.

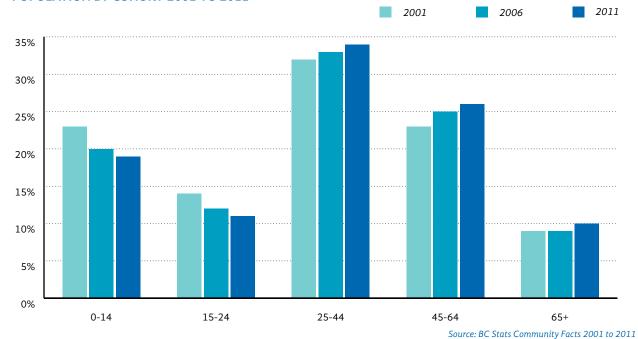
## 4.1 Socio-economic Trends

## **Population**

With a 2011 population of approximately 17,674 (incorporating census undercount), Squamish has grown by roughly 2,175 residents (14%) since 2006. It is one of the province's faster growing centres, with population growth outpacing both Whistler (6.2%) and the Squamish Lillooet Regional District's average (13%).

With an average age of 36.8 in 2011, Squamish has a relatively young population compared to Metro Vancouver (40.2) and the provincial average (41.9). However, like most places, Squamish is also ageing. Since 2001, the proportion of people 24 years and under has decreased, while the population of people over the age of 25 and over (including 65+) has become an increasingly large part of the population.

## **POPULATION BY COHORT 2001 TO 2011**

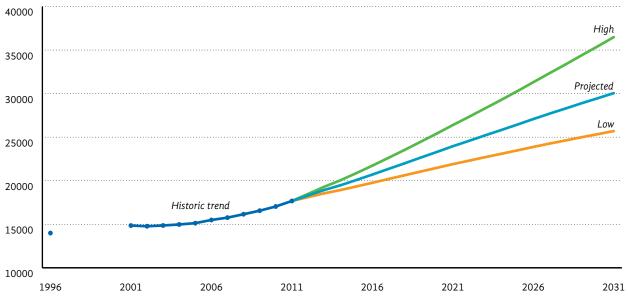


Comparing the population composition to that of the SLRD, statistics show a higher proportion of working-age adults and children in Squamish, suggesting Squamish attracts more families than the rest of the region. Also notable is the much higher proportion of people in their twenties in the SLRD, likely due to Whistler's appeal to young adults.



Using projections for the SLRD¹ as a basis, and adjusting for Squamish's historically higher rate of growth than the regional average, a population projection to 2031 was developed, illustrated in the next figure. 'Low' and 'High' projections were added to provide a range of projected growth². These ranges were central to the development of this strategy, as corresponding employment projections and employment lands demand projections are tied directly to them.

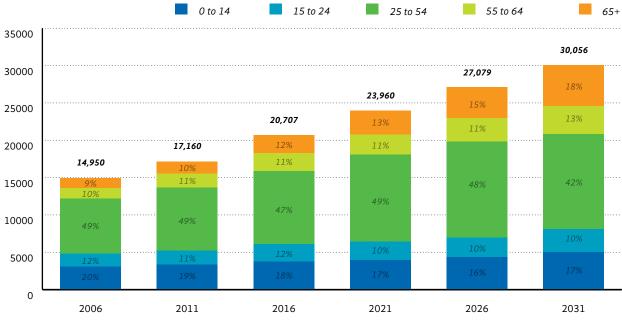
## **SQUAMISH POPULATION PROJECTION TO 2031**



Source: Historic trend data from BC Stats population estimates, 2001 to 2011

The mid-range projection rate was used to produce projections for age cohorts following those completed for the SLRD<sup>3</sup>. These projections illustrate the ageing of the local population in the growing proportion of residents in the 55+ cohorts.

## **SQUAMISH POPULATION COHORT PROJECTIONS**



Source: Historic data from BC Stats Community Facts 2001 to 2011

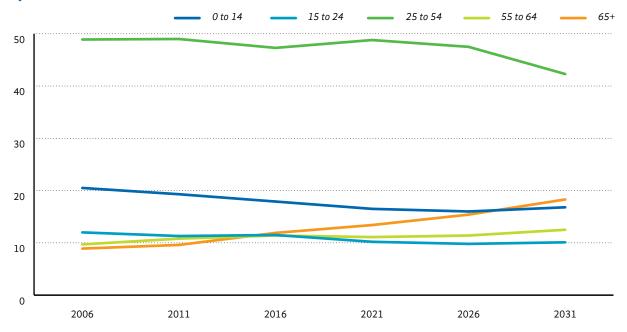
Source: BC Stats P.E.O.P.L.E

The 'Low' was conducted by directly applying SLRD projected growth rates to the Squamish 2011 census estimate. The 'High' was conducted by adding a constant to the 'Projected' rates

Source: "Employment Projections for the Squamish-Lillooet Regional District." 2013. Vann Struth Consulting Group Inc.

Shown another way, the trend lines in the next figure illustrate the changing proportion of the total population projected for each cohort. The figure clearly shows the increasing proportional size of the older age cohorts (65+), as well as a decline in the 25-54 cohort over time.

## **SQUAMISH POPULATION COHORT TREND TO 2031**



Source: Historic data from BC Stats Community Facts 2001 to 2011

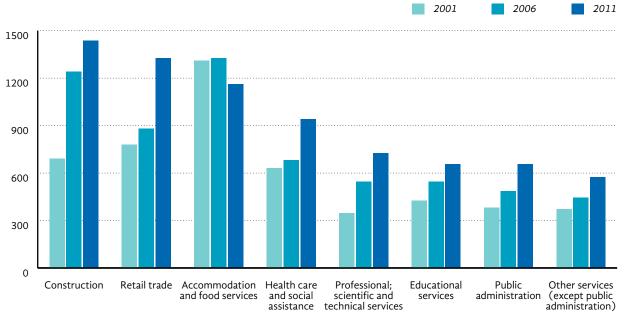
## **Employment**

Assuming 2011 proportions hold, projections based on the overall labour force suggest that by 2031, Squamish could be home to over 4,000 people commuting outside of the municipality to work, and almost 1,500 working from home.

The top eight employing industries in 2011 all saw significant growth over the period from 2001, with the exception of 'accommodation and food services', an industry heavily dominated by tourism—a sector hit hard by the recession.



## **EMPLOYMENT FOR TOP EIGHT INDUSTRIES: SQUAMISH 2001 - 2011**

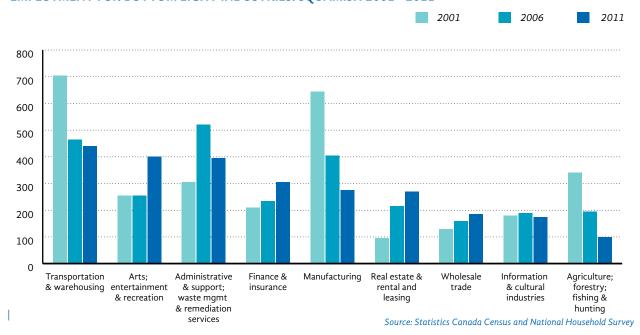


Source: Statistics Canada Census and National Household Survey

It is interesting to note that a significant bump in construction activity from 2001 to 2006 was followed five years later by significant bumps in retail trade, health care and social assistance, public administration, and other services. These numbers correspond with the significant population growth that occurred in Squamish between 2006 and 2011.

Another significant sector of note is the professional, scientific and technical services sector, sometimes referred to as the 'knowledge' or 'high tech' sector, which has grown steadily and significantly since 2001. According to census data, approximately one third of people working in this sector work from home. According to anecdotal information provided by employment lands stakeholders, a large proportion of the remainder potentially commute to Metro Vancouver (and possibly Whistler), although there is no data available to confirm this.

## **EMPLOYMENT FOR BOTTOM EIGHT INDUSTRIES: SQUAMISH 2001 - 2011**

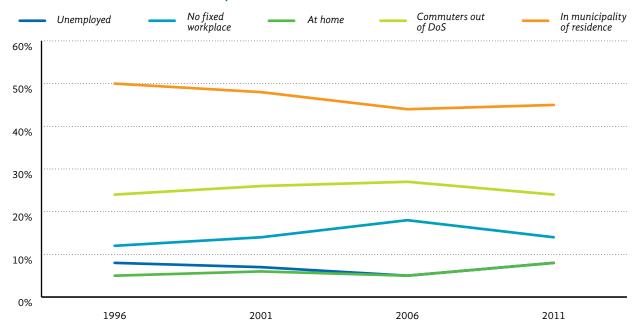


A look at growth from 2001 to 2011 in a selection of the smallest sectors in Squamish shows significant decreases in primary resource industries, manufacturing, and transportation and warehousing. Much of this decline is likely due to the closure of the Interfor and Woodfibre mills in 2004 and 2006, respectively. It should be noted that there is little confidence in the accuracy of these census based employment numbers. Evidence from local-knowledge holders suggests employment numbers in forestry and related industries is significantly higher. Some forestry-related employment may also be captured in other industries (e.g., transportation and warehousing, administrative & support, etc.).

Tracking place of work from 1996 to 2011 illustrates some surprising trends around Squamish's role as a bedroom community for residents working in Vancouver, the Lower Mainland and Whistler. From 1996 to 2006, the number of commuters living in Squamish (likely working in Vancouver or Whistler) increased proportionally from 24% to 27%. Between 2006 and 2011, this trend slightly reversed back to its 1996 level, suggesting more residents are working within Squamish. Still, at 24%, this group of commuters is a sizeable portion of the working population in Squamish.

A second important trend, though involving a smaller proportion of total employment, is the steady increase in people working from home, from 5% in 1996 to 8% in 2011. In addition, the proportion of people with no fixed workplace (often workers in the construction, transportation and resource-based industries) follows a predictable trend, given the construction boom around 2006.

## **EMPLOYMENT AND PLACE OF WORK, TRENDS**



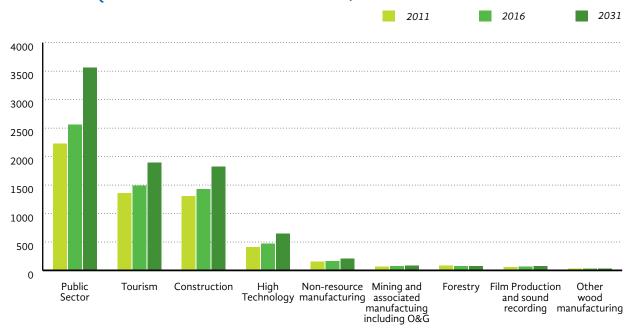
Source: Statistics Canada Census and National Household Survey

# 4.2 Employment Projections

Employment projections were developed using population growth and participation rate projections. The rationale for choosing this method (and a review of considerations involved) is provided in the *Employment Lands Study*.

As illustrated by the figure, the public sector (i.e., health, education, social services) is projected to have the highest level of growth as sector activity. This growth will be driven by general population increase is expected to be amplified by the ageing population (particularly in the case of health care).

## DISTRICT OF SQUAMISH BASE SECTOR EMPLOYMENT PROJECTIONS TO 2031

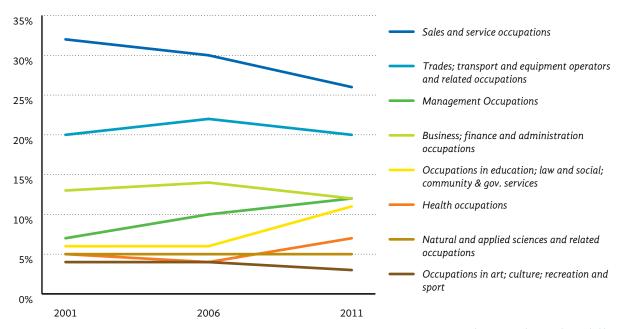


To determine future demand on employment lands, projections of employment by occupation type are used based on the NOC-S (National Occupations Classification for Statistics) categories employed by StatsCan, which are more easily allocated to specific employment land types.

Occupation based projections were conducted by applying 2011 proportions of total employment for each NOC-S category to overall labour force projections, then making adjustments based on past trends. In the interest of being conservative, adjustments based on past trends were minor, and assumed to diminish overtime.

For example, sales and service occupations have seen a steady decline from 2001 to 2011, from 32% to 26% of overall employment. As part of that decline is likely due to the recession, now over, its rate will likely be attenuated in the future. As such, the proportion of total employment attributed to the sales and service occupations was assumed to decrease slightly from 2011, and then level out.

## **EMPLOYMENT BY OCCUPATION PROPORTIONAL TO TOTAL EMPLOYMENT 2001 TO 2011**



Source: Statistics Canada Census and National Household Survey

As illustrated by the figure, there was above average occupational growth in management, education, law & social, community & government services, and health. All other occupations declined or stayed the same over the time period.

It is important to remember that these proportions are not growth rates, rather they illustrate the relative size of employment in each occupation to total employment. While an occupational sector may grow (such as sales and services, which grew approximately 6% from 2001 to 2011), if it grows more slowly than overall employment (29%), its proportional size will decline.



Applying these proportions to labour force projections provides the occupation projections in the following table.

TABLE: District of Squamish employment by occupation 2001 to 2031

	2001	2006	2011	2016	2021	2026	2031
Total labour force aged 15+	7,955	8,825	10,270	12,379	14,491	16,104	16,846
Sales and service occupations	2,520	2,625	2,675	2,963	3,397	3,775	3,959
Trades; transport and equipment operators and related occupations	1,610	1,900	2,090	2,346	2,712	2,891	3,032
Management Occupations	555	915	1,225	1,543	2,023	2,329	2,443
Business; finance and administration occupations	1,030	1,195	1,185	1,358	1,518	1,606	1,685
Occupations in education; law & social; community & government services	480	555	1,125	1,729	2,168	2,410	2,527
Health occupations	370	355	705	988	1,156	1,446	1,516
Natural and applied sciences and related occupations	410	460	480	617	723	803	842
Occupations in art; culture; recreation and sport	300	315	300	370	289	321	337
Natural resources; agriculture and related production occupations	190	330	180	185	217	201	168
Occupations in manufacturing and utilities	410	170	160	154	145	161	168
Occupation - not applicable	75	-	135	123	145	161	168

# 4.3 Employment Lands Inventory

Within the District of Squamish, there are three areas where industrial zoning is clustered and three major commercial areas. Industrial areas include the southern portion of Downtown Squamish, Squamish Terminals, and the Oceanfront Lands; the Business Park; and the Cheekye Fan and airport area in north Squamish. The commercial centres include Downtown Squamish and the Highway 99/ Cleveland Avenue interchange, Garibaldi Village, and commercial portions of the Squamish Business Park. Other employment centres include major institutional areas such as the hospital, the District of Squamish civic precinct, Capilano University and Quest University.



The table indicates the land areas that are designated and zoned for employment uses, including both developed lands and lands that are either listed as 'vacant' or having an improvement value of less than \$10,0004. All lands listed are either unconstrained, or require some mitigation (i.e., no 'undevelopable' land is listed). The parcels are organized by neighbourhood and by general land use classifications.

TABLE: Areas of designated and/or zoned employment lands by neighbourhood

	UNDERDE	VACANT OR UNDERDEVELOPED PARCELS *		DEVELOPED PARCELS		
	Acres	На	Acres	На	TOTAL ACRES	TOTAL HECTARES
Brackendale	1.19	0.5	76.77	30.8	77.96	31.3
COMMERCIAL	0.58	0.2	13.85	5.6	14.43	5.8
INSTITUTIONAL	0	0	59.98	24.1	59.98	24.1
MIXED USE COMMERCIAL	0.61	0.2	2.76	1.1	3.37	1.4
Dentville	1.10	0.4	1.80	0.7	2.91	1.2
COMMERCIAL	0.83	0.3	0.0	0	0.83	0.3
INSTITUTIONAL	0	0	1.67	0.7	1.67	0.7
MIXED USE COMMERCIAL	0.27	0.1	0.13	0.1	0.40	0.2
Downtown and Mamquam Blind Channel	66.33	26.6	93.91	37.7	160.23	64.4
COMMERCIAL	14.10	5.7	22.34	9.0	36.44	14.6
INDUSTRIAL	30.30	12.2	0	0	30.30	12.2
INDUSTRIAL - LIGHT	0.00	0	4.33	1.7	4.33	1.7
INSTITUTIONAL	6.68	2.7	45.85	18.4	52.53	21.1
MIXED USE COMMERCIAL	3.02	1.2	13.76	5.5	16.78	6.7
MIXED USE RESIDENTIAL	12.22	4.9	7.64	3.1	19.86	8.0
Eastern Squamish and Upper Mamquam	0	0	2.14	0.9	2.14	0.9
INDUSTRIAL	0	0	2.14	0.9	2.14	0.9
Garibaldi	71.52	28.7	80.98	32.5	152.50	61.2
COMMERCIAL	10.67	4.3	33.54	13.5	44.20	17.8
INSTITUTIONAL	58.95	23.7	38.02	15.3	96.97	38.9
MIXED USE COMMERCIAL	1.91	0.8	9.42	3.8	11.33	4.6
Squamish Business Park	119.63	48.0	81.46	32.7	201.09	80.8
COMMERCIAL	9.22	3.7	10.87	4.4	20.09	8.1
INDUSTRIAL	35.79	14.4	8.91	3.6	44.70	18.0
INDUSTRIAL - LIGHT	74.62	30.0	61.68	24.8	136.30	54.7
Loggers Lane/Brennan Park and east	38.36	15.4	126.61	50.8	164.97	66.3
INDUSTRIAL	0	0	118.44	47.6	118.44	47.6
INDUSTRIAL - LIGHT	2.01	0.8	0.0	0	2.01	0.8
INSTITUTIONAL	36.35	14.6	8.16	3.3	44.52	17.9

The District's Economic Development website uses the \$10,000 threshold to identify vacant properties.

	VACA UNDERDE PARC		DEVEL PARC			
	Acres	На	Acres	На	TOTAL ACRES	TOTAL HECTARES
North Squamish - Cheekye	670.49	269.3	181.27	72.8	851.76	342.1
INDUSTRIAL	112.74	45.3	67.52	27.1	180.26	72.4
INDUSTRIAL-RESTRICTED	557.75	224.0	113.75	45.7	671.5	269.7
North Squamish - Highway	7.61	3.1	0	0	7.61	3.1
COMMERCIAL	7.61	3.1	0	0	7.61	3.1
North Yards	23.39	9.4	7.90	3.2	31.28	12.6
COMMERCIAL	2.19	0.9	0	0	2.19	0.9
INDUSTRIAL	0	0	1.01	0.4	1.01	0.4
INSTITUTIONAL	21.20	8.5	6.89	2.8	28.09	11.3
Oceanfront	49.90	20.0	0	0.0	49.90	20.0
COMMERCIAL	48.21	19.4	0	0.0	48.21	19.4
INDUSTRIAL	0.06	0.0	0	0.0	0.06	0.0
MIXED USE RESIDENTIAL	1.64	0.7	0	0.0	1.64	0.7
Paco Road	6.07	2.4	2.72	1.1	8.79	3.5
INDUSTRIAL	6.07	2.4	2.72	1.1	8.79	3.5
Railyards	3.26	1.3	93.95	37.7	97.21	39.0
INDUSTRIAL	0	0	93.95	37.7	93.95	37.7
INDUSTRIAL - LIGHT	3.26	1.3	0	0	3.26	1.3
South Squamish	139.39	56.0	29.03	11.7	168.41	67.6
INDUSTRIAL	109.77	44.1	16.74	6.7	126.51	50.8
INDUSTRIAL - LIGHT	29.62	11.9	12.29	4.9	41.90	16.8
South Squamish - Wood Fibre Plant	115.41	46.3	53.44	21.5	168.85	67.8
INDUSTRIAL	115.41	46.3	53.44	21.5	168.85	67.8
Terminal	0	0	85.14	34.2	85.14	34.2
INDUSTRIAL	0	0	85.14	34.2	85.14	34.2
Valley Cliffe and Northridge	0	0	54.95	22.1	54.95	22.1
COMMERCIAL	0	0	0.57	0.2	0.57	0.2
INSTITUTIONAL	0	0	52.41	21.0	52.41	21.0
MIXED USE COMMERCIAL	0	0	1.97	0.8	1.97	0.8
West Bank and Estuary	7.56	3.0	0	0.0	7.56	3.0
INDUSTRIAL - LIGHT	7.56	3.0	0	0.0	7.56	3.0
GRAND TOTAL	763.46	306.6	1529.82	614.4	2293.28	921.0

The figures for Oceanfront come from a 2009 business concept for the project and the 2010 *Oceanfront Sub-Area Plan*. Commercial capacity in this neighbourhood may include some light manufacturing uses (e.g., boat building, marine repair) as indicated in the *Sub-Area Plan* \* Note:

#### **Employment Lands Inventory Projections** 4.4

As part of the background study, employment lands demand was forecast using population and employment projections to 2031. In addition to a medium growth projection, both high and low growth projections were calculated to bracket the baseline projections. These projections maintain the medium growth assumptions and only adjust the rate of population growth. For more details about how employment lands demand and supply was calculated, see the Employment Lands Study.

## **Medium Projection**

This projection assumes that overall future employment lands needs correlate to employment growth, and that changes in the composition of the sectors/occupations will mirror expected industry trends (e.g., expectations of high growth in the health sector are reflected in higher growth rate for related occupations, and, therefore, a growing demand for related employment lands).

The figure illustrates projected demand for new light and medium industrial land in hectares in comparison to the amount of vacant or underdeveloped light and medium industrial land amount of underdeveloped land in the Squamish Business Park. Despite the apparent capacity in the Business Park, research and analysis indicated that it might only be suitable for light industrial or commercial uses. Focus groups indicated that medium industrial uses are generally incompatible with existing commercial uses, and that land prices make some types of medium industrial uses, particularly those requiring large outdoor storage or service areas untenable.

#### INDUSTRIAL EMPLOYMENT LANDS DEMAND PROJECTION (HECTARES)

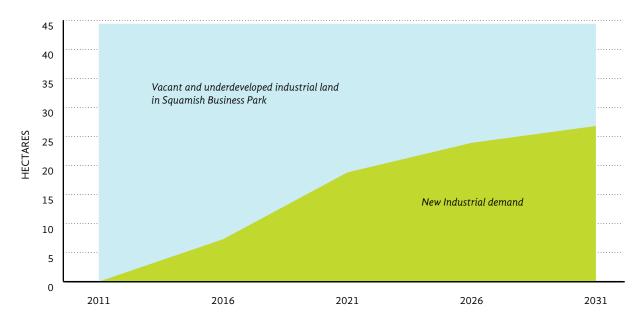


TABLE: New industrial employment lands required (hectares)

YEAR	INDUSTRIAL
2016	7.3
2021	11.5
2026	5.1
2031	2.9
20 year total	26.8

The next figures illustrate projected new retail commercial and office commercial employment lands demand over time in square feet, compared to potential build-out capacity for retail commercial and office commercial in the four core commercial employment lands sub-areas, Downtown, Garibaldi, Squamish Business Park, and Squamish Oceanfront. The table that follows the figure illustrates incremental retail commercial and office commercial employment lands growth over time (2011 provides the baseline).

## RETAIL COMMERCIAL & OFFICE/COMMERCIAL EMPLOYMENT LANDS DEMAND PROJECTION (1,000 sq. ft.)

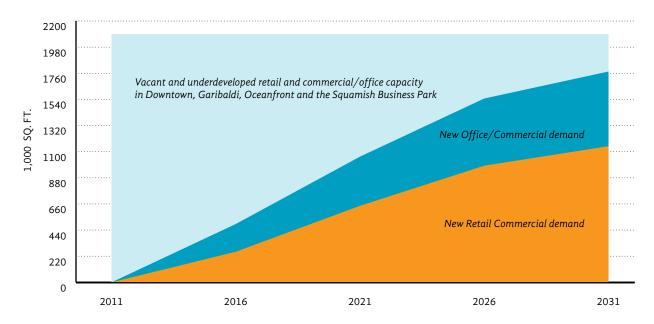
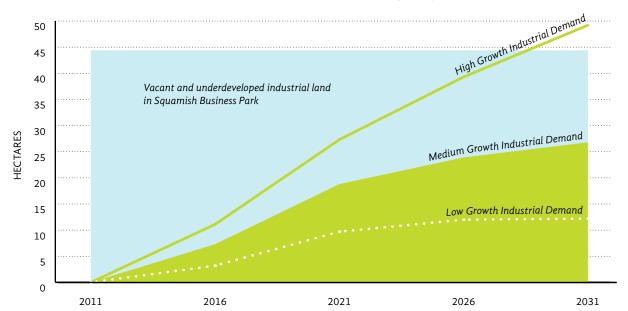


TABLE: New commercial employment lands (office and retail) required (1,000 sq. ft.)

YEAR	RETAIL COMMERCIAL	OFFICE/COMMERCIAL
2016	257.6	233.3
2021	386.7	180.8
2026	337.8	151.4
2031	164.1	63.1
20 year total	1,146.2	628.5

## **High and Low Projections**

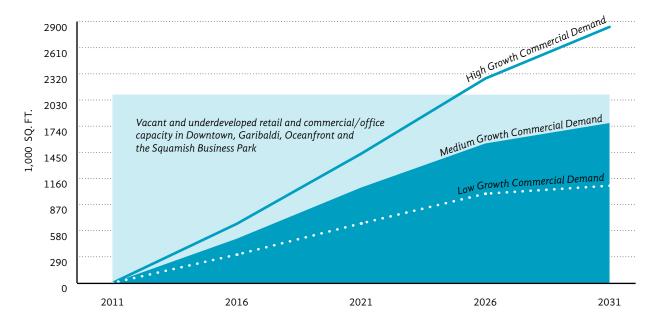
The following figures compare the supply of industrial lands in high, medium and low growth projections. As illustrated, there is a substantial supply of industrial land with a shortage only expected to occur under the high growth projection around the year 2029. As noted earlier, this is a theoretical supply, as stakeholder engagement has made clear that appropriate lands for medium industrial users are already in short supply.



## LIGHT AND MEDIUM INDUSTRIAL DEMAND – Low, Medium and High Projections (Hectares)

There is also a relatively large supply of commercial land (office and retail) in Squamish. It is only under a high growth employment lands demand projection that there is an expected shortage within the timeframe of the study, occurring around the year 2025. As mentioned, a significant proportion of commercial land is part of the Squamish Oceanfront development (roughly 20% of the total shown above) and is a critical component of Squamish's overall supply.

## RETAIL AND OFFICE COMMERCIAL DEMAND - Low, Medium and High Projections (1,000 sq. ft.)



#### 5. **APPENDICES**

#### **Employment Lands Inventory Assumptions** Appendix A:

The low, medium and high employment lands demand projections were forecast using population and employment projections to 2031. The projections assume that future employment lands needs will correlate to population growth, and there will be no large-scale change in the composition of the sectors/occupations currently utilizing District employment lands. In the projections, future employment lands growth would expand in proportion to the long-term population and employment projections presented in Section 4.1.

To calculate the projections, employment projections were organized into industrial and commercial groupings. Commercial grouping were further separated into retail commercial and office commercial. Standard square feet per employee measures were applied to the employment projections to generate the total square feet required for the groupings. A land use efficiency ratio, or FAR, was then applied to the total square feet to determine an approximate demand for the groupings.

TABLE: Projected employment lands demand assumptions

	INDUSTRIAL	RETAIL COMMERCIAL	OFFICE COMMERCIAL
Employees/1000 sq. ft.	0.65	0.84	2.86
Floor Area Ratio (FAR)	0.3	-	-
Employees/hectare (calculated from employees/sq. ft. and FAR)	21	-	-

Other employment lands inventory assumptions, which are noted in the Employment Lands Study include:

- Downtown area land uses are based on the 2014 Downtown Neighbourhood Sub Area Plan rather than current zoning.
- The Squamish Business Park includes Industrial zone I-1, which allows some commercial uses. These parcels are not included in this analysis. The commercial parcel in this area does not include office commercial since it is assumed that this lot will develop as a large-format retail store.
- Oceanfront capacities are based on the Oceanfront Sub Area Plan and development plans rather than GIS analysis
- 'Vacant / Underdeveloped' is based on BC Assessment improvement values that are less than \$10k and/ or Actual Uses listed as 'vacant'. This does not imply that these lots are currently 'available' and in some cases there may be active businesses or built structures on these lots.
- The following table lists land area to buildable square feet ratios. Some commercial uses included retail commercial only.

TABLE: Employment lands projected capacity assumptions

	RETAIL COMMERCIAL FAR	OFFICE COMMERCIAL FAR
Mixed Use Commercial	0.65	0.65
Mixed Use Residential	0.25	0.25
Commercial	0.45	0.45

#### Appendix B: Community Engagement

The development of the Employment Lands Strategy included two rounds of stakeholder engagement and outreach.

During the first phase, employment lands stakeholders and project partners reviewed the background Employment Lands Study. Approximately, 33 stakeholders attended one of three focus group sessions. Attendees are listed below.

TABLE: Port, Marine, Light Industry Focus Group attendees (Tuesday June 17, 12-1pm)

ATTENDEE	COMPANY
Bob Fast	Cardinal Concrete
Brant W. Little	Leaf Cross Biomedical Inc.
Aaron Pang	Leaf Cross Biomedical Inc.
Bryan Shier	Garibaldi Forest Products
Chris Pettingill	Squamish Chamber of Commerce
Chris Tamburri	Squamish Marine Services Ltd
Cliff Wood - Chair of Board	Harbor Authority
Donna Wall	Garibaldi Excel Tire
Eric Anderson	Squamish & District Forestry Association
Joe Webber, VP Ops	Squamish Terminals
John Lowe	Squamish Mills
Marian Ngo	Woodfibre LNG
Owen Carney	Carney's Recycling
Peter Dickson	FraserWood Industries
Rene David	Westmana
Carolyn Morris	Squamish Farmer's Market
Jordan Sturdy	Government, MLA

TABLE: Office, Development, Construction, Real Estate Focus Group attendees (Tuesday June 17, 2-3pm)

ATTENDEE	COMPANY
David Rittburg	Sea to Sky Home Builders Association
Glenne Campbell	Glenne Campbell
Jeff Dawson	Community Futures Howe Sound
Mike Bosa	Solterra Sea To Sky Business Park
Sean Lumb	Inside Edge
Shaun Greenaway	Remax
Tyler Jordan	7mesh
Stephanie Wells	Capilano University

TABLE: Tourism, Health, Professional, Education, Arts & Culture Focus Group attendees (Thursday, June 19)

ATTENDEE NAME	COMPANY
Toran Savjord	Quest University
Janet Hickey-Blackburn and Cheryl Rivard	Vancouver Coastal Health
Trevor Dunn	Sea To Sky Gondola
Jared Sissons	Tourism Squamish
Paul Runnals	Squamish Valley Music Festival
Bruce Bessie	Independent (Chamber Member)
Kathy Henry	Squamish Arts Council
Doug Bond	HMC Contracting /Corridor Inspection Services
Gena Belanger	Downtown Business Improvement Association

It was also presented to Squamish Nation at a special meeting attended by Squamish Nation representatives including, Chief Gibby Jacob, Chief Harry and Paul Wick.

It was also presented to the District's Economic Development Standing Committee for review and feedback.

Following their input and study revisions, a final version was posted online along with study maps for additional public comment.

Some common, general comments that emerged from the first round of focus groups and engagement included the following:

### General

- The development/employment lands enabling environment is challenged in Squamish
  - The regulatory environment is challenging for manufacturing, processing, office
  - Some key plans, e.g. Squamish Business Park Sub Area Plan, are out of date and need updating badly
  - There is no "economic development/employment vision" and plans and policies can also run counter to both political direction and decision-making, and community/public
- Relocation is a challenge for existing industrial operators who still play a significant and growing role in the local economy
- Industrial (light industrial, manufacturing, etc.) is regularly forgotten or undervalued over more "buzzy" pursuits, e.g., rec tech, knowledge-based industries, etc.
- OCP update needs to include policy to better manage neighbourhood interfaces and buffers with industry lands
- Public perception that anything "industrial" is heavy industrial, regardless of whether it's light or medium industrial

## **Designations and Zoning**

- Confusion around zoning in many areas, not just Business Park
- "Light Industrial' limits to one building per parcel needs to be revisited
- Landscape requirements senseless for industrial areas.
- Paco Road zoned residential- two dozen light industrial businesses grandfathered in, "sterilized use"
- There are eight logging related industries in 'light industry' parcels that are slated to be rezoned

## **Squamish Business Park**

- Need a sub-area plan update clarity on types of industry, and if/how they can co-exist there
- There's a disconnect between the theoretical supply of industrial land in the Squamish Business Park and the actual, or "feasible" supply (i.e., including issues of desirability, affordability and suitability for potential industrial tenants)
- Desirability and affordability are important attributes for industrial users
- Potential industrial users want to avoid potential adjacency issues
- Prospective commercial tenants (e.g., national chains) also require some degree of confidence of 'what's going in next door' in Squamish Business Park
- 'Light Industrial' is a Trojan horse that has transformed business park

## **Medium Industrial Land**

- There is lack of medium industrial land sawmilling, log sorting, milling/manufacturing (noisy, dusty work)
- There is no serviced, "real" industrial land
- For most current users of BCR lands, relocation is impossible nowhere to go
- Industrial land also needs to be affordable (land and new infrastructure)
- The only true "heavy" industrial site is Woodfibre (i.e., separated, serviced, buffered) and, to a lesser degree Squamish Terminals

A second round of stakeholder engagement involved 32 participants in three focus groups to review the draft strategy, which was also presented to the District's Economic Development Standing Committee for review and feedback.

**TABLE:** Focus Group attendees (Tuesday September 23, 12:00-1:00/2:30-3:30/5:00-6:00)

ATTENDEE	COMPANY
Eric Andersen	Squamish & District Forestry Association
Stirling Angus	Squamish Mills
Jaspaul Binning	Leaf Cross Biomedical Inc.
D'Arcy Bloom	Blurr Designs
Glenne Campbell	Film Industry (independent)
Sean Carron	Combustion Solutions
Peter Dickson	FraserWood Industries
lan Dunn	Anthill Films
Mario Gomes	Startup Squamish, Developer
Shaun Greenaway	Realtor
Dr. Lawrence Klein	Elaho Medical, Sea to Sky Division of Family Practice
Grace MacLeod	Squamish Chamber
Darren McCartney	Realtor
Monika McDonald	Sea to Sky Division of Family Practice
Bill McEnery	Harbor Authority
Scott McQuade	Hotel Squamish
Mary Mitchell	Squamish Environment Society / Squamish Estuary Mgt. Committee
Colleen Moberg	Public Health and Prevention, Sea to Sky (VCH)
Kelvin Mooney	BC Timberframe
Carolyn Morris	Squamish Farmer's Market
Aaron Pang	Consultant
Chris Pettingill	Squamish Chamber, Inside Edge
Wendy Randall	Randall Environment Consultant
David Rittburg	Sea to Sky Home Builders Association, Cardinal Concrete
Chris Tamburri	Squamish Marine Services Ltd.
Joe Webber	Squamish Terminals
Stephanie Wells	Capilano University

The draft Employment Lands Strategy was also presented to Squamish Nation staff and Council representatives.

Following these sessions, stakeholder input was reviewed by District staff and included in a revised Employment Lands Strategy, with a final version was posted online for additional public comment.

Some common, general comments that emerged from the second round of focus groups and engagement included the following:

## General

Need to review the Estuary Management Plan and Marine Strategy in the context of employment lands – certain industries (e.g., forestry) require water access.

- Current Sub Area plan for SODC supports marine employment and uses, but clarifications required around scale and scope (i.e., yacht building, or just kayaks and small boats).
- Need to be sure to consult wit the Province around certain properties (e.g., BC North Rail Yards, Cheekye Fan).
- Truck route to Oceanfront not being addressed fast enough. This has been talked about for more than 10 years and it's not going anywhere. Its not being developed is hampering existing businesses.
- A core issue for the District is helping support, maintain and grow existing businesses.

## **Zoning Bylaw Update**

- Zoning Bylaw update needs to carefully consider permitted uses and related issues (e.g., hours of operation, lights, noise) with both medium and heavy industry.
- Some mitigation activities included in Zoning Bylaw update might not be effective as part of industrial zoning, but should be included as part of the other new developments (residential, commercial), such as vegetation buffers, setbacks, etc.
- Need to be cautious about how industrial zoning redefinitions happen so that development isn't restricted or hampered.

## **Encroachment/Displacement**

- Centennial Way industries are being squeezed by incongruent and incompatible residential and recreation uses.
- The erosion of Squamish's industrial land base has been occurring over many years. There is a real possibility of Squamish losing its already very limited capacity to accommodate medium industry and the jobs, tax benefits and spin off benefits that come with it (one operator at BC Rail employs 45 people, could see employment increasing to over 100 people in the short term, and currently spends \$10 million on local services annually).
- Concerns about encroachment of potential future industrial development on the recreational opportunities in Cheekye.
- Need to make sure that when, and if, a Sub Area Plan is developed for the area that recreation and trails are taken into consideration.
- District of Squamish needs to work with the Chamber of Commerce, realtors and local businesses to help understand potential business displacement in areas like the BC Rail yards and Paco Road and work to ensure that businesses are retained in Squamish if they are displaced.

# Appendix C: Employment Lands Mapping

The following maps are included for reference. For additional information or more detailed mapping, please visit www.squamish.ca or contact the District.

- 1. General Zoning
- 2. Official Community Plan Designations
- 3. Vacant/Underdeveloped Parcels
- 4. Vacant/Underdeveloped Parcels Industrial Business Park
- 5. Vacant/Underdeveloped Parcels Downtown & Oceanfront
- 6. Vacant/Underdeveloped Parcels Cheekye Fan Area
- 7. Flood Related Hazards
- 8. Terrain Hazards
- 9. Environmentally Sensitive Lands
- 10. Agricultural Land Reserve
- 11. Multi-Constraint Overlay
- 12. District of Squamish Lands
- 13. Squamish Nation Reserves, Crown Tenures, and Fee Simple Lands

