

# Metro 2050

## IMPLEMENTATION GUIDELINE Industrial and Employment Lands

November 2023

## Preamble

The successful implementation of [\*Metro 2050\*](#), the Regional Growth Strategy, depends on ongoing cooperation and collaboration between Metro Vancouver and affected local governments. *Metro 2050* represents consensus among member jurisdictions, TransLink, adjacent regional districts and Metro Vancouver to work collaboratively on meeting five long-term regional planning goals:

1. Create a compact urban area
2. Support a sustainable economy
3. Protect the environment, address climate change, and respond to natural hazards
4. Provide diverse and affordable housing choices
5. Support sustainable transportation choices

This *Metro 2050* Implementation Guideline provides guidance on industrial land objectives, as well as how planning policies, market conditions, site locations, industrial sectors, and local contexts all influence the implementation of these objectives. It provides guidance for how to support the protection and efficient development and use of industrial lands, while also reflecting local contexts and issues, during the preparation of Regional Context Statements.

The Implementation Guideline will be updated periodically to ensure the most current information is available to member jurisdictions. This guideline should be read in conjunction with *Metro 2050* and the [\*Local Government Act\*](#), and does not replace or supersede the requirements set out in those documents.

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# 1.0 BACKGROUND AND PURPOSE

## BACKGROUND

Industrial lands comprise an important part of the land base in Metro Vancouver, and are a vital part of the region's economy. They are critical to supporting a diverse, resilient economy for businesses and residents by providing accommodations for economic and employment growth. 'Industrial' represents a wide spectrum of uses and intensities including manufacturing, repair, processing, storage, and transportation (See Appendix A).

Conversion of industrial land and non-industrial uses on industrial land can have regionally-significant impacts, including on the region's transportation system, workforce, economy, and tax base. Given the pressure to convert industrial lands to other uses, and the limited size of the existing industrial land base, protecting the region's industrial land supply is imperative to accommodating the growing economy and employment. As such, a key objective of *Metro 2050* is to protect and maximize the effective use of industrial and employment lands in the region.

## PURPOSE

This Implementation Guideline is intended to provide clarity about industrial land objectives, as well as how planning policies, market conditions, site locations, industrial sectors, and local contexts influence and nuance the implementation of these objectives. It also provides guidance for member jurisdictions<sup>1</sup> on how to best support the protection and efficient development and use of industrial lands, while also reflecting local contexts and issues, during the preparation of Regional Context Statements (RCS).

This Implementation Guideline assists with:

- implementing *Metro 2050* to advance industrial land protection and intensification;
- developing and reviewing Regional Context Statements;
- considering regional land use designation amendments; and
- responding to inquiries from municipalities, landowners, the development community, and other agencies and organizations about industrial lands.

The policies in *Metro 2050* will be incorporated, as appropriate and relevant, into member jurisdiction official community plan (or equivalent) and referenced via an updated RCS, due within two years' of adoption of *Metro 2050*.

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<sup>1</sup> Relevant member jurisdictions being municipalities that are required to prepare Regional Context Statements.

## 2.0 METRO 2050 INDUSTRIAL LAND POLICIES

The policies of *Metro 2050* protect the region's established industrial land base and advocates for the efficient and intensified use of these lands to accommodate a growing economy serving the region, province, and country.

### REGIONAL LAND USE DESIGNATIONS

A fundamental characteristic of *Metro 2050* are the six parcel-based regional land use designations. *Metro 2050* requires a regional dialogue and decision before amending a regional land use designation for a site (See Section 6.3 of *Metro 2050* for specific details).

The *Metro 2050* regional land use designations strive to protect the regional supply of Industrial and Employment lands, respectively defined as follows:

***Industrial lands*** are intended for heavy and light industrial activities, including:  
distribution, warehousing, repair, construction yards, infrastructure, outdoor storage, wholesale, manufacturing, trade, e-commerce, emerging technology-driven forms of industry, and appropriately-related and scaled accessory uses.

*The intensification and densification of industrial activities and forms, as contextually appropriate to the surrounding area, are encouraged. Limited industrial-serving commercial uses that support the primary industrial functions are appropriate. Residential uses are not intended.*

***Employment lands*** are intended for light industrial, commercial, and other employment-related uses to help meet the needs of local and regional economic activities, and complement the planned functions of Urban Centres and Frequent Transit Development Areas.

*Employment lands that are located within Urban Centres and Frequent Transit Development Areas provide locations for a range and mix of employment activities and more intensive forms of commercial development.*

*Residential uses are not intended on Employment lands, with the exception of sites that are located within 200 metres of a rapid transit station and within either an Urban Centres or FTDA. In those exceptional circumstances, limited residential uses (with an emphasis on affordable, rental housing) are permitted on the upper floors of mid- to high-rise buildings, where appropriate, while commercial and light industrial uses are to be located on the ground or lower floors.*

*Employment lands located outside of Urban Centres and Frequent Transit Development Areas are primarily intended for: light industrial and commercial uses that require larger-format buildings, which may have particular goods movement needs and impacts; generally lower employment densities and lower transit-generating uses; and uses and forms that are not consistent with the character of a dense transit-oriented neighbourhood, Urban Centre, or Frequent Transit Development Area.*

The regional Industrial and Employment policies in Metro 2050 were reviewed and refined as part of the regional growth strategy update. One notable change is the introduction of the Trade-Oriented Lands Overlay. This overlay is applicable to select Industrial lands to further protect these important lands associated with transportation infrastructure.

*Metro 2050* stipulates:

*The Trade-Oriented Lands Overlay is intended for Industrial lands that are required to support goods movement in, out, and through the Metro Vancouver region, and that keep British Columbia and Canada connected to the global supply chain. These important areas are occupied by such uses as: terminal facilities, distribution centres, warehouses, container storage, and freight forwarding activities that serve a national trade function and contribute to the provincial and regional economies. These operations generally require large sites and are located near major transportation infrastructure corridors and terminals. Industrial lands with a Trade-Oriented Lands Overlay are not intended for stratification tenure or small lot subdivision.*

#### **INDUSTRIAL LAND PROTECTION OBJECTIVE**

*Metro 2050* contains strategies and actions that are instrumental to the protection of industrial and agricultural land uses. For example, a key strategy is to support more intensive and efficient use of industrial lands in an effort to extend the lifespan of the existing industrial land supply, thereby reducing the pressure on agricultural land. Despite this, however, demand outstrips supply for industrial land, especially at locations close to port terminals, highway interchanges, and rail yards. Yet at the same time, *Metro 2050* includes a clear statement that agricultural land will not be considered for another land use as long as it is still part of the Agricultural Land Reserve.

#### **INDUSTRIAL LAND INTENSIFICATION OBJECTIVE**

Industrial intensification / densification optimizes the industrial land potential by allowing sites to achieve higher density forms of industrial development and utilization, and by facilitating new growth through the redevelopment of existing underutilized sites. Yet these policies must be nuanced to reflect different issues and potentials across the region.

Industrial densification and intensification provide a range of benefits such as: more efficient use of lands and resources; reduced pressures on other lands; improved capacity for businesses to grow to create employment opportunities; increased job opportunities; greater clustering of co-located operations; circular economy; a more efficient transportation system, and extending the lifespan of available industrial lands. It is important to recognize that some industries are land intensive, and some are building-intensive or job-intensive. Accordingly, different measures of utilization may be appropriate for different industrial sectors.

Industrial land intensity and density are described differently as follows:

- Industrial land intensity is the amount of activity on a given amount of land. This can be measured as: jobs per acre / hectare of land, volume of goods produced / processed / stored per unit.
- Industrial land density is the amount of building on a given amount of land. This can be measured as: floor area ratio, site coverage, building heights.

Often higher intensities are associated with higher densities, but this is not always the case. Industrial intensification may occur in many different forms; one solution is not appropriate for all types of industrial activities. Responses vary by situation, reflecting different sector needs, site features, location characteristics, building forms, and market readiness. For example, some industrial sectors and locations may intensify through equipment investments and automation, while others may densify through larger and higher buildings. The challenge is to identify the most viable ways to increase industrial intensities and densities while still providing for industrial sites that meet the needs of users.

## 3.0 GUIDANCE FOR MEMBER JURISDICTION RESPONSES FOR REGIONAL CONTEXT STATEMENTS

The following section provides guidance for member jurisdictions when developing Regional Context Statements. This guidance is included to promote the protection, use, and intensification / densification of Industrial lands and Employment lands.

### FOR BOTH INDUSTRIAL LANDS AND EMPLOYMENT LANDS

Strategy 2.2 Protect the supply and enhance the efficient use of industrial land			
Policy 2.2.9	Section	Policy Text	Guidance For Member Jurisdictions Responding to Applicable OCP Policies:
	<b>Adopt Regional Context Statements that:</b>		
	a)	identify the Industrial and Employment lands and their boundaries on a map generally consistent with Map 7	<i>Clearly show on a parcel-based map within the Regional Context Statement the Industrial and Employment lands consistent with Metro 2050 regional land use designation map.</i>
	e)	include policies to assist existing and new businesses in reducing their greenhouse gas emissions, maximizing energy efficiency, and mitigating impacts on ecosystems	<i>Establish and reference policies and provisions that encourage and support initiatives which reduce greenhouse gas emissions and environmental impacts, and promote energy efficiency. This can be both in the form of official community plan policies, or building standards and development permit guidelines, such as encouraging sustainable building designs, buffers that protect sensitive ecosystems, and also through appropriate locations that reduce the number of automobile trips and support an efficient transportation system</i>
	f)	include policies that assist existing and new businesses to adapt to the impacts of climate change and reduce their exposure to natural hazards risks, such as	<i>Establish and reference policies and provisions that assist businesses, in particular ones on Industrial and Employment lands, with location-specific actions to respond to and adapt to climate change as well as known natural hazard risks. This can be in the form of building standards or development permit guidelines that encourage resilient building designs.</i>

		those identified within the regional growth strategy (Table 5)	
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## FOR INDUSTRIAL LANDS

### Strategy 2.2 Protect the supply and enhance the efficient use of industrial land

Policy 2.2.9	Section	Policy Text	Guidance For Member Jurisdictions Responding to Applicable OCP Policies:
	<b>Adopt Regional Context Statements that:</b>		
c)	include policies for Industrial lands that:		
i)	consistently define, support, and protect industrial uses, as defined in Metro 2050, in municipal plans and bylaws, and ensure that non-industrial uses are not permitted	<p><i>Member jurisdictions should provide a clear policy statement that supports and protects industrial uses on Industrial lands, and ensure that zoning bylaws are supportive of this objective while not allowing for other non-industrial uses. These initiatives can be informed through the preparation of industrial land plans and strategies.</i></p> <p><i>The types and definitions of industrial activities are evolving and becoming more diverse.</i></p> <p><i>Conventional industrial land uses are defined as:</i></p> <ul style="list-style-type: none"> <li>• <i>Light and heavy industrial production (e.g. cement manufacturing, food and beverage manufacturing, furniture manufacturing, metalwork and fabrication, sawmills)</i></li> <li>• <i>Distribution (e.g. warehousing, industrial storage, freight trucking, intermodal couriers)</i></li> <li>• <i>Repair (e.g. autobody shops, truck and trailer repair, consumer goods repair)</i></li> <li>• <i>Construction materials and equipment (e.g. building supplies and specialty trade contractors, heavy equipment rental and leasing)</i></li> <li>• <i>Infrastructure (e.g. public utilities such as wastewater treatment facilities and pumping stations, works yards, rail / port terminals)</i></li> <li>• <i>Outdoor storage activities (e.g. container storage)</i></li> <li>• <i>Wholesale (e.g. merchant and logistics wholesalers)</i></li> </ul> <p><i>The new types of business models may not neatly fit within the traditional paradigm of 'heavy' or 'light' industrial. In addition to the more traditional industrial</i></p>	

		<p><i>uses, other non-traditional industrial uses may be compatible with industrial uses based on a number of criteria, best dealt with at the local and site levels. This mix can include co-locating related industrial activities.</i></p>
ii)	support appropriate and related accessory uses, such as limited-scale ancillary commercial spaces, and caretaker units	<p><i>Limited accessory or ancillary uses can support industrial uses and improve overall business efficiencies. These accessory uses should be directly related to the primary industry use (i.e. the office component of a warehouse facility), although in some cases can be unrelated (i.e. a restaurant servicing local businesses and workers). Allowing an appropriate mix of industrial and supportive accessory uses on Industrial lands is consistent with this objective.</i></p> <p><i>However, adding office, retail, or other uses beyond typical accessory levels can destabilize the principal industrial uses, and in out-of-centre locations is difficult to serve with transit and access by workers.</i></p>
iii)	exclude uses that are not consistent with the intent of Industrial lands and not supportive of industrial activities, such as medium and large format retail uses, residential uses, and stand-alone office uses, other than ancillary uses, where deemed necessary	<p><i>Land uses and activities in Industrial areas should be predominantly industrial. Some related accessory uses can support these industrial activities. Other uses, including residential, stand-alone office, and retail, are not appropriate. The exceptions would be caretaker units, office uses accessory to industrial functions, and small format retail serving local businesses and workforce. Zoning bylaws should control uses accordingly.</i></p> <p><i>Zoning bylaws that permit accessory and non-industrial uses, such as recreation, big-box retail, and places of worship, on industrially zoned lands, create additional competition for industrial land from uses that could be located elsewhere, and increases the chances of conflicts between uses and users. Definition consistency in policies and zones should limit non-industrial, commercial and institutional uses on industrial lands, and create a clear understanding and more consistent permissible uses while aligning with the intent of the regional growth strategy.</i></p> <p><i>Member jurisdictions can review and update zoning bylaws using this guideline as a resource to amend the permitted uses on their industrial lands. The bylaw review should remove or limit non-industrial uses from the industrial zoning while adding new types of industrial uses, and limit the scale or size of accessory uses.</i></p>

	iv)	<p>encourage improved utilization and increased intensification/densification of Industrial lands for industrial activities, including the removal of any unnecessary municipal policies or regulatory barriers related to development form and density</p>	<p><i>Member jurisdictions can review and remove unnecessary restrictions to industrial intensification / densification, including building density or height limits, where appropriate; plan to accommodate new industrial uses when older, centrally-located industrial areas redevelop; allow mixing of industrial with other employment uses so long as the industrial component is secured as a condition of redevelopment; and explore opportunities to encourage industrial intensification / densification development and redevelopment especially in target areas.</i></p> <p><i>Member jurisdictions should provide clear policies on how: 1) barriers to industrial intensification / densification are to be addressed or removed, and 2) what policies are in place or will be put into place to encourage better utilization and intensification / densification of industrial lands for industrial activities.</i></p> <p><i>Examples of increased density include allowing multi-level buildings and higher ceiling heights, and reduced building setback requirements. Increased intensity examples include: encouraging more shifts of workers, equipment investments, and co-locating related industrial activities. Initiatives can be based on research and publications by Metro Vancouver on this topic.</i></p> <p><i>Actions to support industrial intensification / densification include:</i></p> <ul style="list-style-type: none"> <li>• <i>removing any unnecessary restrictions to density or height limits, where contextually appropriate;</i></li> <li>• <i>planning the space to accommodate new, smaller industrial uses when older, centrally located industrial areas densify;</i></li> <li>• <i>allowing mixing of industrial with other employment uses so long as the industrial component is secured as a condition of redevelopment; and</i></li> <li>• <i>exploring opportunities to encourage intensification in target areas (i.e. proper geotechnical conditions, access to infrastructure and transit) via incentives, which could include pre-zoning, density bonuses, financial incentives, and/or others.</i></li> </ul>
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	v)	<p>review and update parking and loading requirements to reflect changes in industrial forms and activities, ensure better integration with the surrounding character, and reflect improvements to transit service, in an effort to avoid the over-supply of parking</p>	<p><i>Review parking bylaw requirements for industrial and accessory uses to ensure that they are aligned with documented needs. This may include undertaking a parking study or survey to adjust regulations in order to prevent an excess of parking supply being built.</i></p> <p><i>Less land devoted for parking could allow for increased building site coverage and thus support densification. This review may also consider truck parking and loading areas, as well as Transportation Demand Management measures to encourage alternatives to auto commuting by workers.</i></p>
	vi)	<p>explore municipal industrial strategies or initiatives that support economic growth objectives with linkages to land use planning</p>	<p><i>Metro Vancouver and member jurisdictions have a shared interest in growing and attracting investment and supporting economic and employment activities across the region. Many member jurisdictions have an economic development department that works to retain and support the expansion of local businesses.</i></p> <p><i>Metro Vancouver's Invest Vancouver service provides the opportunity for a regional approach to economic investment and development that will amplify and complement the work of member jurisdictions.</i></p> <p><i>Land use plans and economic development strategies should be mutually supportive of the industrial economy and workforce.</i></p>
	vii)	<p>provide infrastructure and services in support of existing and expanding industrial activities</p>	<p><i>Certain parts of the vacant industrial land supply suffer from site-specific challenges, such as limited infrastructure support, environmental concerns, and under-sized parcels. In some cases, the high cost of delivering servicing to undeveloped industrial areas has proven cost prohibitive. Similar issues related to environmental constraints, lack of transportation and public transit infrastructure, and the encroachment of nearby sensitive uses have discouraged or prevented industrial development where it might otherwise be accommodated.</i></p> <p><i>Where vacant lands have not been developed, member jurisdictions may benefit from the preparation of a local bring-to-market strategy. Such a strategy would identify the issues that have prevented the development of the undeveloped or under-developed industrial land,</i></p>

		<p><i>while providing a roadmap to achieve economic goals for industrial lands.</i></p> <p><i>These bring-to-market strategies can encourage reinvestment and more intensive use, consider assembly and consolidation of fragmented parcels, identify environmental remediation issues, and address local servicing and infrastructure improvements requirements.</i></p> <p><i>Bring-to-market strategies for industrial lands can include:</i></p> <ul style="list-style-type: none"> <li>• <i>assessing the strengths, weaknesses, opportunities and challenges facing the development of vacant industrial land;</i></li> <li>• <i>identifying opportunities to encourage reinvestment and more intensive use of existing industrial lands;</i></li> <li>• <i>whether municipal assembly and consolidation of fragmented parcels may be required, or is feasible, in order to bring the lands to market;</i></li> <li>• <i>if environmental remediation is required and if current programs are sufficient to facilitate the required degree of site remediation; and</i></li> <li>• <i>if local servicing and infrastructure improvements are required and can be accommodated through front-ending infrastructure investments or cost-sharing agreements.</i></li> </ul>
viii)	support the unique locational and infrastructure needs of rail-oriented, waterfront, and trade-oriented industrial uses	<i>As appropriate for unique site-specific lands, protect industrial and transportation lands for activities associated with rail lines, waterfront port terminals, and transportation corridors, including opportunities for efficient rail spurs, short sea shipping, drayage routes, and associated transportation corridors.</i>
ix)	consider the preparation of urban design guidelines for Industrial land edge planning, such as interface designs, buffering standards, or tree planting, to minimize potential land use conflicts between industrial and sensitive land uses, and to improve resilience to the impacts of climate change	<p><i>Managing the interface between industrial uses and other sensitive land uses, particularly residential, is a significant issue when it comes to preserving the functionality of industrial uses that may generate noise, vibration, odour, etc. A broad range of planning tools exist that may contribute to the mitigation of potential, existing, or perceived nuisances, offering varying degrees of flexibility or conversely, prescriptiveness.</i></p> <p><i>Industrial land edges and buffers are a common means to mitigate conflict between industrial and adjacent sensitive land uses. Establishing policies and guidelines will help to ensure, for example, that residents are not</i></p>

		<p><i>negatively impacted by industrial activities (or vice versa), while also providing industrial users with a degree of certainty that they will be able to conduct their business without disruption.</i></p> <p><i>Most commonly these interface or buffers requirements are established in an official community plan or zoning bylaw, requiring on-site mitigation measures at time of site development, and may also include more broad buffers, including transitional land uses (such as light industry uses, commercial, or office parks) or other barriers such as acoustical walls, or a physical separation in between the land uses.</i></p>
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#### TRADE-ORIENTED LANDS OVERLAY ON INDUSTRIAL LANDS

##### Strategy 2.2 Protect the supply and enhance the efficient use of industrial land

Policy 2.2.9	Section	Policy Text	Guidance For Member Jurisdictions Responding to Applicable OCP Policies:
	<b>Adopt Regional Context Statements that:</b>		
	b)	<p>identify Trade-Oriented lands, if applicable, with a defined set of permitted uses that support inter-regional, provincial, national, and international trade (e.g. logistics, warehouses, distribution centres, transportation and intermodal terminals) and location needs (e.g. large and flat sites, proximity to highway, port, or rail infrastructure) on a map consistent with the goals in the regional growth strategy. Strata and/or small lot</p>	<p><i>Trade-oriented lands are large sites associated with the transportation of goods to and through the region, such as by rail and the Port, which serve a national trade function and are crucial to the regional, provincial, and national economies. A clear and consistent definition and understanding of the extent and location of these important lands will support their protection.</i></p> <p><i>The definition for the trade-oriented lands overlay is intended to allow for consideration of local context, unique situations, supplementation of local policies, application for regional objectives, and professional judgement.</i></p> <p><i>The scope for this overlay is as follows:</i></p> <ul style="list-style-type: none"> <li>• <i>Only applicable to lands designated ‘Industrial’ in the regional growth strategy, and municipally-designated ‘Industrial’ and/or municipally-zoned ‘Industrial’.</i></li> <li>• <i>Associated with transportation modes including ocean-shipping-, short-sea shipping, rail-, airport-, and truck-related.</i></li> <li>• <i>‘Trade’ by definition necessitates a ‘linkage’ with other activities, and could include other related or associated uses, such as production / manufacture of goods that are transported / traded.</i></li> </ul>

	<p>subdivisions on these lands should not be permitted;</p>	<ul style="list-style-type: none"> <li>• <i>Can include lands that already have some strata tenure buildings, however no more stratification is intended.</i></li> <li>• <i>Identify and protect both current and/or intended trade-oriented lands / uses.</i></li> </ul> <p><i>More specifically, trade-oriented lands overlay is defined as follows:</i></p> <ul style="list-style-type: none"> <li>• <i>Generally meet the following criteria, either current or intended activities / routes (noting each has multiple aspects):</i> <ul style="list-style-type: none"> <li>○ <i>Trade / Transportation Activity - import and/or export of goods</i></li> <li>○ <i>Sources / Destinations - provincial, national, and international</i></li> </ul> </li> <li>• <i>Generally meet the following criteria, either current or intended facilities / infrastructure:</i> <ul style="list-style-type: none"> <li>○ <i>Facilities / Infrastructure - terminals / transportation infrastructure, off-dock logistics, inter-modal, trans-loading / cross-docks, distribution centres, container handling, and accessory uses</i></li> </ul> </li> <li>• <i>With 'close' vicinity or 'good' accessibility of the following criteria (which may vary by location, destination, facility, travel mode, or a combination thereof):</i> <ul style="list-style-type: none"> <li>○ <i>Location / Proximity - straight-line distance or trip travel time to port terminals, rail yards, airport, highway interchanges, inter-modal facilities</i></li> </ul> </li> <li>• <i>With consideration of site / area / district size that ensures reasonable functionality, operational scale, or critical mass for operations:</i> <ul style="list-style-type: none"> <li>○ <i>Site / Area Size - minimum size, depending on situation</i></li> </ul> </li> <li>• <i>With consideration of the area land attributes in terms of features that accommodate trade-oriented land uses as well as consideration of surrounding uses and interfaces / buffers:</i> <ul style="list-style-type: none"> <li>○ <i>Land Attributes - topography, water-lot frontage, soil conditions, flood risks, ownership, surrounding uses</i></li> </ul> </li> </ul>
c)	include policies for Industrial lands that:	
x)	do not permit strata and/or small lot subdivisions on identified Trade-Oriented lands.	<p><i>There can be a tension between stratification (including small lot subdivision) and trade-oriented lands (generally requiring large, flat sites near the goods movement network).</i></p> <p><i>Nevertheless, creative solutions are possible, and a variety of uses and tenures are not mutually exclusive for large sites.</i></p>

		<p><i>For Industrial lands that have a Trade-Oriented Lands Overlay, through supportive policies in the official community plan and zoning bylaw provisions, member jurisdictions may limit stratification tenure of ownership to a minimum size to prevent the further fragmentation of large trade-oriented parcels. Zoning should limit or restrict non-industrial uses and the fragmentation of parcels with an aim to protect these strategically located lands for trade-oriented activity, as these unique and important lands cannot be readily replaced.</i></p>
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## FOR EMPLOYMENT LANDS

<b>Strategy 2.2 Protect the supply and enhance the efficient use of industrial land</b>		
<b>Section</b>	<b>Policy Text</b>	<b>Guidance For Member Jurisdictions Responding to Applicable OCP Policies:</b>
<b>Adopt Regional Context Statements that:</b>		
d)	include policies for Employment lands that:	
i)	support a mix of industrial, small scale commercial and office, and other related employment uses, while maintaining support for the light industrial capacity of the area, including opportunities for the potential densification/intensification of industrial activities, where appropriate	<i>Some industrial activities can co-exist with some commercial activities. In situations where there are existing industrial activities in an area, plans and policies should aim to retain these industrial activities while allowing, as may be appropriate, other commercial use to develop in the area. In some cases, this can be mixed-use industrial-commercial developments (e.g. ground floor light industrial, and upper floor offices). For some types of industrial and business functions, intensification may be possible and should be encouraged through appropriate local initiatives.</i>
ii)	allow large and medium format retail, where appropriate, provided that such development will not undermine the broad objectives of the regional growth strategy	<i>The Employment designation allows for a wide variety of employment and commercial uses, acknowledging in some cases pre-existing uses. Larger format retail and other major trip generating uses should be directed to Urban Centres and areas with frequent transit. Any new retail development in Employment areas should not undermine or significantly detract from the commercial viability of Urban Centres or Frequent Transit Development Areas. All efforts should first be made to try to accommodate such larger format retail uses within Urban Centres or Frequent Transit Development Areas.</i>  <i>The official community plans and zoning bylaws should control uses accordingly.</i>
iii)	support the objective of concentrating larger- scale	<i>The Employment designation allows for a wide variety of employment and commercial uses, acknowledging pre-existing uses in some instances. Larger forms of commercial and other</i>

	<p>commercial, higher density forms of employment, and other Major Trip-Generating uses in Urban Centres, and local-scale uses in Frequent Transit Development Areas</p>	<p><i>major trip generating uses should be directed to Urban Centres and Frequent Transit Development Areas, where possible. Any new commercial or institutional development in Employment areas should not undermine or significantly detract from the commercial viability of Urban Centres or Frequent Transit Development Areas. (Note: TransLink will be developing a definition of 'Major Trip Generating Uses' that will provide an additional consideration.)</i></p> <p><i>These uses should still be employment in nature and consistent with the objectives of the Employment designation, and not introduce uses and scales of uses that are inconsistent with the intent of the land use. Residential uses are not intended. The zoning bylaws should restrict uses accordingly.</i></p>
iv)	<p>support higher density forms of commercial and light industrial development where Employment lands are located within Urban Centres or Frequent Transit Development Areas, and permit employment and service activities consistent with the intent of Urban Centres or Frequent Transit Development Areas, while low employment density and low transit generating uses, possibly with goods movement needs and impacts, are located elsewhere</p>	<p><i>Urban Centres distributed throughout the region provide opportunities for concentrating transit-oriented commercial activities, services, and employment-generating uses close to where people live, and that enable economic and transportation efficiencies. The design of these centres are intended to support a sense of place, a public realm that promotes a positive civic image, and ensure a high quality of life through the provision of amenities and diversity of housing types. Policies and zoning should discourage the dispersal of major employment and Major Trip-Generating uses outside of Urban Centres and Frequent Transit Development Areas.</i></p> <p><i>Metro 2050 contains employment targets for the region's Urban Centres and Frequent Transit Development Areas as a tool to encourage higher job densities and mixed-uses in transit-oriented locations. (Note: Metro Vancouver will be reviewing and updating employment targets for Urban Centres and Frequent Transit Development Areas.) Regionally designated Employment lands may be located within these areas. In such cases where frequent transit is available, higher density or intensity forms of employment activities are appropriate and encouraged. This may include industrial, office, and retail uses built to higher densities or used at greater intensities.</i></p> <p><i>In areas where there are pre-existing plans and policies for Employment lands which allow for greater development or expansion / intensification, these should be identified. For Employment lands with current or proposed transit service (as identified in TransLink's approved plans), higher development densities may be appropriate if compatible with surrounding land uses and other context specific considerations.</i></p>

		<i>However, it is important to note that these uses are intended to be employment-generating in nature, and consistent with the objectives of the Employment designation, and not uses and scales of uses that are inconsistent or conflict with the intended employment uses. Major Trip Generating uses should be directed to Urban Centres and Frequent Transit Development Areas, where possible. Residential uses are not intended.</i>
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## RESIDENTIAL USES ON EMPLOYMENT LANDS

### Strategy 2.2 Protect the supply and enhance the efficient use of industrial land

Policy 2.2.9	Section	Policy Text	Guidance For Member Jurisdictions Responding to Applicable OCP Policies:
	<b>Adopt Regional Context Statements that:</b>		
d)	include policies for Employment lands that:		
v)	do not permit residential uses, except for: <ul style="list-style-type: none"> <li>• an accessory caretaker unit; or</li> </ul>		<i>Allowing residential land uses within employment and industrial areas can create serious land use conflicts as well as result in impacts on land values which can destabilize employment and industrial operations. Member jurisdiction policies and regulations should not permit residential uses on Employment lands. The exceptions are for limited accessory caretaker units where necessary, and for pre-existing residential uses within Employment lands. The zoning bylaw should control uses accordingly.</i>
v)	do not permit residential uses, except for: <ul style="list-style-type: none"> <li>• limited residential uses (with an emphasis on affordable, rental units) on lands within 200 m of a rapid transit station and located within Urban Centres or Frequent Transit Development Areas, provided that the residential uses are located only on the upper floors of buildings with commercial and light industrial uses, where appropriate and subject to the consideration of</li> </ul>		<i>Residential uses are not intended on Employment lands, with the exception of sites that are located within 200 metres of a rapid transit station and within either an Urban Centre or Frequent Transit Development Area overlay. In those exceptional circumstances, limited residential uses (with an emphasis on affordable, rental housing) are permitted on the upper floors of mid- to high-rise buildings, where appropriate, while commercial and light industrial uses are to be located on the ground or lower floors.</i>  <i>Member jurisdictions may explore mixed-uses including residential on Employment lands immediately proximate to rapid transit stations (within 200 metres) as long as existing industrial space is maintained or expanded, and other Metro 2050 objectives are met (e.g. affordable, rental housing).</i>

		<p>municipal objectives and local context.</p>	<p><i>For the purposes of qualifying for these provisions, ‘within’ means that the majority of the developable portion of the site must be located within the noted distance of the rapid transit station.</i></p>
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## APPENDIX A: DEFINITION OF INDUSTRIAL USES

The Regional Industrial Lands Strategy includes the following criteria to assist in defining industrial uses, and list of applicable uses by land use category:

**Table: Criteria to Assist in Defining Industrial Use and Compatibility**

CRITERIA	DESCRIPTION
Compatibility with adjacent uses	Whether a business is an emitter of noise, vibration, odour or visual nuisances that make occupying areas proximate to other land uses (e.g. residential, commercial institutional) challenging
Access (to site and goods movement network)	Whether the business requires access to particular infrastructure or modes of transportation such as water, rail, airport, and highway
Space requirements and scale of business	Whether the business requires large/unique site or building characteristics
Product produced	Whether the business manufactures, distributes or repairs a physical product
Trip generation	Whether the business generates or handles relatively large amounts of truck or client traffic
Client type	Whether the business is geared towards other business or the public
Ancillary/hybrid use	Percentage of the business that is office if a hybrid uses (e.g. bio-tech)

**Table: Applicable Uses by Land Use Category**

INDUSTRIAL
<ul style="list-style-type: none"><li>• Light and heavy industrial production</li><li>• Distribution</li><li>• Repair</li><li>• Construction materials and equipment</li><li>• Infrastructure</li><li>• Outdoor storage</li><li>• Wholesale</li></ul>
EMPLOYMENT
<ul style="list-style-type: none"><li>• Indoor Storage (e.g. self-storage)</li><li>• Stand-alone office (e.g. law and financial offices)</li><li>• Stand-alone recreation (e.g. karate studios, theatres, crossfit and climbing gyms, badminton/tennis facilities)</li><li>• Retail/wholesale (e.g. big box, car dealerships, furniture, automobile parts)</li><li>• High tech software development</li><li>• Consulting services (e.g. engineering, architecture, environmental)</li></ul>
NON-INDUSTRIAL
<ul style="list-style-type: none"><li>• Residential and supportive housing</li><li>• Artist studios and live/work space</li><li>• Agriculture (soil based growing)</li><li>• Places of worship</li><li>• Institutional uses (e.g. schools, day cares, hospitals)</li></ul>
CONTEXT SPECIFIC
<ul style="list-style-type: none"><li>• Restaurants (i.e. serving adjacent industrial activities versus being a draw for the public)</li><li>• Retail (i.e. micro-breweries depends on scale and percent retail)</li><li>• Services (i.e. commercial laundry, bakery, catering depends on scale)</li><li>• Research and development (i.e. high-tech, bio-tech that require ‘industrial’ space)</li><li>• Media production studios (i.e. movie, recording, television and radio)</li></ul>

## APPENDIX B: FACTORS INFLUENCING INDUSTRIAL LAND INTENSIFICATION / DENSIFICATION POTENTIAL

There are many factors that influence industrial intensification / densification potential and form / utilization. Broadly, intensification / densification can be advanced through improvements in the following areas:

- **Business Processes** - modifying processes to improve efficiency (e.g. equipment improvements or automation that improve output/throughput)
- **Building Designs** - modifying building design to intensify production (e.g. higher site coverage, higher bay ceilings, or underground parking)
- **Land Uses** - modifying uses to increase efficiency (e.g. co-locating related industrial uses or multi-level buildings, or additional related accessory uses)

Not all industrial lands are of equal value or capacity. The following figure conceptually identifies the potential form(s) or type(s) of intensification / densification, applicable intensity measure(s), applicable sectors, and possible locations.

**Figure: Factors Influencing Industrial Intensification Potential**

	Forms of Intensification	Intensity Measure	Applicable Sectors	Most Viable Locations
Business Processes Modifying processes to improve efficiency 	Equipment / automation / technology	Throughput / Value of production	<ul style="list-style-type: none"> <li>• Production/Distribution/Repair (PDR)</li> <li>• Warehousing/Logistics</li> <li>• Manufacturing</li> <li>• Port</li> </ul>	Anywhere
	More shift workers	Throughput / Value of production	<ul style="list-style-type: none"> <li>• PDR</li> <li>• Manufacturing</li> <li>• Warehousing/Logistics</li> <li>• Port</li> </ul>	Anywhere
	Other efficiencies: Custom or purpose built for specific business	Dependent on sector and form of intensification	<ul style="list-style-type: none"> <li>• PDR</li> <li>• Warehousing/Logistics</li> <li>• Port</li> </ul>	Anywhere
Building Design Modifying design to intensify production 	Larger buildings	Building size / Site coverage	<ul style="list-style-type: none"> <li>• Warehousing/Logistics</li> </ul>	Highway / port / intermodal yard access
	Higher bay ceilings	Building height	<ul style="list-style-type: none"> <li>• Warehousing/Logistics</li> </ul>	Highway / port / intermodal yard access
	Parking above or below grade	Floor Area Ratio	<ul style="list-style-type: none"> <li>• PDR</li> <li>• Warehousing/Logistics</li> </ul>	High value land with frequent transit
	Multi-level industrial buildings	Floor Area Ratio	<ul style="list-style-type: none"> <li>• PDR</li> </ul>	High value land with frequent transit

<b>Land Uses</b> Modifying uses to increase efficiency 	Co-locating related industrial uses	Throughput / Value of production	<ul style="list-style-type: none"> <li>• PDR</li> <li>• Manufacturing</li> <li>• Warehousing/Logistics</li> </ul>	Anywhere
	Multi-level industrial buildings with additional related accessory uses (i.e. same business)	Throughput / Value added / Jobs per area	<ul style="list-style-type: none"> <li>• PDR</li> <li>• Manufacturing</li> <li>• Warehousing/Logistics</li> </ul>	Within 400 m of frequent transit
	Multi-level industrial buildings with additional unrelated accessory uses (i.e. other businesses)	Throughput / Value added / Jobs per area	<ul style="list-style-type: none"> <li>• PDR</li> </ul>	Within 400 m of frequent transit

There are many factors that can influence industrial intensification / densification potential. These include industry sub-sector and business needs, site features, location characteristics, building forms, planning policies, and market forces. Transportation access is also a key consideration in support of industrial functions. This often includes proximity to major roads and highways, as well as port and rail facilities, and frequent transit network for commuting employees.

Redevelopment and intensification may be both in the form of conventional buildings and higher intensify / density buildings. As examples, business processes such as equipment / automation or more shift work for some sectors can increase production, while building designs such as higher ceilings for logistics warehouses can increase through-put. Higher density buildings or parking above or below grade tend to be found only in select higher land value urban areas, often close to frequent transit services and amenities, and mostly lighter industrial sectors.

Intensification can occur in stages over time, with some ongoing incremental densification already occurring in different industries. As available vacant land diminishes and land prices increase, one response will be to utilize land and space more intensely which may mean new and different forms not yet in common practice in the Metro Vancouver region. However, it is recognized that not all industrial activities can intensify, nor are all forms of intensification the same. Accordingly, utilization should be measured in different ways, as prioritizing a singular measure of intensity may lead to unintended results and preclude creative solutions that may not be readily apparent.