

# City in the Country Plan

Enhancing Agriculture  
Preserving Community Sustainability

## FINAL REPORT

CITY OF ABBOTSFORD  
MAY 2004



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## **CHANGES FROM THE DRAFT PLAN**

Subsequent to the release of the Draft *City in the Country Plan* in September 2003, two important reports relating to Lower Mainland population, employment and housing trends were released by the Greater Vancouver Regional District. The *Context for Change Management in the Lower Mainland* (Urban Futures Inc.) and *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region* (Royal LePage) reports support the Greater Vancouver Regional District's review of the current Livable Region Strategic Plan and the Region's Sustainable Region Initiative. The two reports use different assumptions and methodologies, and have different focuses, therefore the results are not identical, but together they provide a range of possible futures in the Lower Mainland.

The Greater Vancouver Regional District's research has implications for potential population and job growth in the Fraser Valley Regional District, and provides a more current analysis than originally used in the Draft Plan. Information in this Plan has been updated accordingly. In addition, land use information has been updated to reflect changes since 2002.

Changes have also been made in response to issues, questions or concerns raised during the consultation process.

## **EXECUTIVE SUMMARY**

Through the development of the *City in the Country Plan*, it has become clear that the City of Abbotsford's economic and employment base will not keep pace with population growth unless further land is identified to accommodate jobs and economic growth. The fundamental principle that communities must generate sufficient jobs to meet future employment requirements is a problem facing Abbotsford and the motive behind the development of the Plan.

The challenge confronting Abbotsford, with 75% of its land base in agriculture and much of its economic advantage dependent on agriculture, is to ensure that community policies and initiatives that support a balanced economy also encourage expansion of agricultural production. Abbotsford's future prosperity demands that both occur.

The *City in the Country Plan* is intended to address the shortage of industrial and business park lands presently facing the City, as well as to preserve, protect, and enhance our most important industry - agriculture. Today there are approximately 29 non-contiguous acres of zoned and vacant industrial lands available for development. Without a strategy to address this shortage, the City is at risk of destabilizing its future tax base, undermining its ability to pay for services necessary to support the local economy, including agriculture, and putting more commuting pressure on regional road systems.

*The City in the Country Plan: Enhancing Agriculture - Preserving Community Sustainability*, reflects the inter-relationship between the economic health of agriculture and issues of community sustainability. In Abbotsford, you cannot have one without the other.

### **Building a Sustainable Community**

Sustainable communities require a balance between the social, environmental and economic needs of its citizens. Essential to sustainability is access to a safe and affordable food supply.

Sustainability is eroded when population growth occurs without corresponding growth in the economic and social base required to support it. Arts and cultural programs, leisure, healthcare, education, social services, protective services and jobs to support families, are dependent on a healthy and diverse economic base. Complete and sustainable communities need opportunities for local residents to live and work in the same community. Community prosperity and quality of life is negatively impacted when citizens are forced to leave their communities to find work. Addressing these and other growth issues must not undermine the food supply of our citizens.

### **Residential Capacity**

It must be clearly stated and understood that the *City in the Country Plan* does not contemplate the expansion of Abbotsford's urban area into the agricultural areas for residential or major retail commercial uses. The conversion of agricultural land for residential development ultimately generates further demand for institutional, major retail

commercial and industrial development, and draws the justifiable ire of critics of urban sprawl. The Plan's conclusions and recommendations are derived from the population capacity of Abbotsford's existing urban area. Future residential development will be accommodated through hillside development, innovative comprehensive developments, mixed-use, and residential densification in the urban core. It will not be accommodated by expansion into the Agricultural Land Reserve.

In Abbotsford, the residential build-out of the existing urban area is projected to occur as the population approaches 195,000. Based on the residential build-out of the existing urban area, and the current inventory of industrial and business park land, the City will fall significantly short of meeting the basic economic needs of the community.

The *City in the Country Plan* projects a need for approximately 1,300 acres of employment-generating industrial and business park lands over the next 20 years. These lands are needed to meet the anticipated employment requirements for the community, and to maintain a stable tax base. In order to meet the need for 1,300 acres, the City will:

- increase the density of the existing industrial and commercial land base;
- make strategic investments to remove impediments to the development of land currently identified in the Official Community Plan (OCP) for industrial purposes; and
- access some lands within the Agricultural Land Reserve, which is unavoidable.

The land requirements will be met as follows:

- approximately 29 acres of non-contiguous land currently zoned for industrial uses and vacant;
- approximately 200 acres currently identified in the Official Community Plan as Industrial but has not yet been rezoned largely due to non-Agricultural Land Reserve impediments to development; and
- approximately 856 acres of land currently within the Agricultural Land Reserve, of which 178 acres have, for over twenty years, been identified in the City's Official Community Plan as an Industrial Reserve.
- A gap remains between the community need and lands that have been identified to meet this need. This gap must be reconciled by the City at a future date.

### **Economic Importance of Agriculture**

The Plan recognizes the importance of agriculture to the local economy. The interdependence of a healthy agriculture sector with all other economic sectors in the City is critical to maintaining the local economy. The *City in the Country Plan* seeks to achieve a balance between addressing growth pressures facing the City and enhancing agriculture. It is important to recognize that industry is a critical link between the farm-gate and consumers, both locally and abroad.

One clear trend in Abbotsford's agricultural sector is the intensification of farming operations. The reason for this intensification is clear; it is the way that farmers can remain economically viable. As explained by one greenhouse operator, it would take more than 100 acres under conventional farming practices to equal the pepper production in ten acres of greenhouses. Farming in Abbotsford is big business,

conducted in a highly sophisticated manner and requiring a substantial capital investment.

The role of ensuring the sustainability and viability of a safe and affordable food supply includes accommodating changing trends in farming practices. The City must ensure that these more intensive farming operations can grow and expand in the community. The City's urban-agricultural boundaries must reflect a more comprehensive view of community sustainability issues. Community sustainability must include the provision of civic, industrial and commercial infrastructure in support of these highly productive and intensive farming operations.

A critical element of the Plan is the development of a Net Benefit to Agriculture. Specific initiatives to enhance agriculture are outlined in a position paper prepared by the Abbotsford Agriculture Advisory Committee, outlining the need for a strategy to enhance this \$454 million per year industry. The Net Benefit strategy identifies a funding mechanism to ensure a capital pool is available to make investments into the local agricultural economy.

This Plan was developed out an interest in responsible stewardship of the City's land, and a desire to manage growth in a balanced manner that considers all factors contributing to community sustainability. That includes economic, environmental and social sustainability and the need to provide a safe and sufficient food supply.

## **CITY IN THE COUNTRY PLAN HIGHLIGHTS**

- The City of Abbotsford's residential build-out population capacity of the existing urban area is estimated to be 195,000.
- Up to 41,000 new jobs will be required to support this population growth.
- Approximately 14,000 of these new jobs will be accommodated through densification of the existing urban area, airport, and agricultural employment in the farm areas.
- Approximately 28,000 new jobs will be accommodated in the City's industrial areas
- It is anticipated that more than 14 million square feet of industrial floor space will be required.
- The City has a strong agricultural economy. Between 1991 and 2001, employment in the agricultural sector increased by 2,200 jobs, a 60% increase. In 2000, total gross farm receipts totaled more than \$452 million, almost 20% of the Province's gross farm receipts.
- Approximately 7,585 people in Abbotsford work in agriculture or in agriculture related businesses. This accounts for 13% of the City's labour force.
- The number of jobs indirectly dependent upon agriculture is unknown, but the stability of Abbotsford's economy over the past 30 years can be partially attributed to the depth and diversity of Abbotsford's agriculture sector.
- More than 20% of the agriculture sector's jobs are located within the City's industrial areas.
- The *City in the Country Plan* is focused on ensuring a land supply and tax base that will support the long-term viability of the agricultural sector and, in turn, the broader local economy.

- The development of a Net Benefit for Agriculture that sets the standard for local government and reflects the sense of responsibility that comes with being the largest farm gate producing community in the Province.
- The Net Benefits program consists of three elements:
  - **an Agricultural Enhancement Strategy**, developed by the City's Agricultural Advisory Committee, which provides a framework for directing investment decisions and policy development;
  - **long term funding for agricultural enhancements**. This funding program provides a community-based approach to the net benefits obligations that must be met in order for any land to be excluded from the Agricultural Land Reserve. A community-based model, with priorities established by the farming community, will provide the best opportunity to maximize agricultural enhancements. The funding program requires the City of Abbotsford to invest at least \$20,000 for each acre of land excluded from the Agricultural Land Reserve. More than \$20 million in agricultural enhancements will be generated over the horizon of the *City in the Country Plan*;
  - **establishing an Agricultural Trust** to direct the agricultural investment decisions of the Net Benefit program. The Trust Board will include members of the local farming community.
- Analysis of anticipated population growth, employment growth, and supporting land-base requirements show a need for 1,300 acres of land to meet Abbotsford's 20-year requirements. These land requirements will be met as follows:
  - approximately 29 acres of non-contiguous land currently zoned for industrial uses and vacant;
  - approximately 200 acres currently identified in the Official Community Plan as Industrial but has not yet been rezoned largely due to non-Agricultural Land Reserve impediments to development;
  - approximately 856 acres of land currently within the Agricultural Land Reserve and subject of this ALR exclusion application;
  - additional lands at locations to be determined at a future date.
- A set of eight clearly established criteria were used to evaluate potential lands necessary to meet anticipated community needs;
- The City of Abbotsford will forward to the Agricultural Land Commission an application for the Conditional Exclusion of identified lands. The conditional exclusion will establish the City's vision for the community and will be finalized upon meeting terms established in the Net Benefit to Agriculture Program;
- No residential, major retail commercial or institutional lands are part of this Plan, thereby minimizing the need for further exclusion applications beyond 2021.



February 26, 2004

City of Abbotsford  
32315 South Fraser Way  
Abbotsford, B.C.  
V2T 1W7

**Attention: Mr. Jay W. Teichroeb**  
**Economic Development Manager**

Dear Mr. Teichroeb:

**RE: INDUSTRIAL LAND DEMAND STUDY**

As per our discussion, the following letter outlines my comments on the document "Abbotsford 2021 – City in the County Plan" dated September 5, 2003. As I have done land demand studies across the GVRD you have asked me to review the subject document in terms of industrial demand methodology and conclusions.

I have reviewed the report and find the demand analysis reasonable. The conclusions are consistent with my recent study titled: Commercial and Industrial Real Estate Development Trends and Forecast for the Greater Vancouver Region 1991 to 2021 (Greater Vancouver Report). The study was prepared by Royal LePage Advisors Inc. on behalf of the GVRD and was presented to the Board on September 26, 2003.

Although Abbotsford is outside of the GVRD, I understand that it is an integrated sub-region of the Lower Mainland economy and is influenced by the same regional economic trends as other GVRD communities. As a result the Greater Vancouver Report is a useful tool to review the Abbotsford Plan within the regional context.

The City in the Country Plan uses reasonable methods of analysis, which only require basic assumptions. In general it would appear that these assumptions can be readily assessed and supported.

Some comments on the report are:

- The GVRD Report found that the majority of new industrial development in Greater Vancouver is expected to locate in the Fraser Valley. This is consistent with the Abbotsford Plan analysis.
- Within the Greater Vancouver Region, industrial demand will start to exceed the evident land supply, if the zoned and vacant land base is not expanded significantly.
- Abbotsford demand is based on traditional statistical methodology correlating floor space with population and/or employment by industry, modified by development issues relating to known future economic drivers, such as development at Abbotsford International Airport. A similar methodology was used for the Greater Vancouver Report.
- The employee density methodology can be summarized as follows:
  - Define the demand parameter (square footage per employee)
  - Multiply the demand parameter by the forecasted employment to obtain a demand estimate for floor space square footage.
- The Abbotsford Plan assumes an employee density of 500 square feet per employee. This is below the national average range of 600 to 900 square feet per employee. It is also below the present Greater Vancouver average of 532 square feet per employee, however this represents only a 6% difference from the Greater Vancouver average. It should be noted that the Greater Vancouver average is expected to rise to 635 square feet per industrial worker as of 2021.
- The current population is 125,000 and it will grow to 195,000 in 2021, which means 70,000 new persons, or 3,880 persons per year. This represents a growth rate of 2.4% annually, which is consistent with Abbotsford's annual growth rate of 3.8% over the past 20 years. This is a reasonable growth rate given the increasing shortage and high costs of single family detached home development land in the GVRD. The increase is also consistent with the GVRD's regional GMS 4.0 growth estimates for the Fraser Valley Regional District.
- The employment forecast is based on a ratio of 0.4 jobs per person. This is supportable given the participation rate in Abbotsford, as determined by Statistics Canada, is 67% and has been steadily rising from a level of 62.3% in 1981. This is also consistent with the BC Stats Age Distribution Projections that anticipate Abbotsford's population between the ages of 15 to 64 rising from 64.41% in 2001 to 66.14% by 2021.

- The 2001 Census indicates that 41,520 residents of Abbotsford have a usual place of work and that Abbotsford has a net loss of 5,554 jobs due to migration to employment located in other urban communities. The 0.4 jobs per person projection is therefore consistent with the City's desire to generate jobs within the local economy, sufficient to meet the job demands of its citizens.
- Based on a population of 195,000, the City of Abbotsford will have demand for as many as 78,000 jobs. The result is an anticipated demand for approximately 36,480 new jobs over the study period, plus the potential for some portion of the current 5,554 commuter jobs to be repatriated.
- The Study assumes 14,000 new jobs will be absorbed into the existing urban area, home-based businesses, agriculture and at the airport. 27,000 new jobs will be absorbed in the proposed expansion areas. This is consistent with Lower Mainland trends showing industrial employment increasing in its share of overall employment gains in the eastern GVRD sub-markets. For example, the Greater Vancouver report indicates that 66% of the Langley's employment growth will be within the industrial sector.
- Based on 65% of all new jobs being industrial, this means approximately 27,000 new industrial jobs are expected out of the 41,000 job total, minus those jobs which are not repatriated.
- Industrial buildings in major markets typically have a Floor Space Ratio of 0.40. This is above the current FSR in Abbotsford of 0.17 and the projected FSR of 0.25 in the Abbotsford study. The FSR of 0.25 used in the Abbotsford study is applied to the gross land area. The amount of developable land can be as much as 20% less than the gross land area due to the impact of power lines, roads, ALR buffers and environmental constraints.
- The Abbotsford Plan assumes an employee density of 500 square feet per employee. Using the Royal LePage method as a check, a floorspace per worker ratio of approximately 635 square feet is reasonable. This means new 2021 demand for 17.8 million square feet, assuming the number of industrial employees is correct. Using a building to land ratio of 0.35 FSR implies a land requirement of 1,164 acres, which is within 6% of the reported estimates. A building to land ratio of 0.25 FSR implies a land requirement for 1,616 acres, higher than the amount currently under consideration.
- In general, the assumptions and finding are reasonable, particularly if the city can repatriate most of its commuter jobs. The GVRD, as a whole, is expected to absorb as much as 250 net industrial acres per year, with Surrey and the Langleys seeing the highest absorptions, ranging from over 100 net acres per year in Surrey, to more than 60 net acres per year in the Langleys, assuming a 0.35 FSR . Abbotsford's average consumption, therefore, is consistent with Langley estimates, although the greatest absorption will likely occur later in the projection period as lands in Richmond and Delta reach build-out.

- Section 5 discusses existing infrastructure and historical trends in Abbotsford and the GVRD. The current level of industrial floorspace of only 52.4 sq.ft. per capita is likely set to rise. The supply of vacant industrial land, at only 266 acres, is not a large supply and in general will not prove to be adequate, certainly not for 20 years of growing demand.
- Under any economic assumptions the City will need a significant number of additional acres of industrial zoned land over the next 20 years. There is a critical industrial land shortage looming in the GVRD, and the implications for an increase in demand in Abbotsford are clear.

I trust this summary review of the land demand projection within the report is what you required. The methods and results of the analysis are reasonable, if perhaps a little ambitious in that the report reflects the City's target to have no net migration of employment. The general analysis has been cross-checked with more traditional approaches. It cannot be warranted that the population growth or employment projections will be reached, though they are consistent with the GVRD's regional GMS 4.0 growth estimates. However, if these levels are reached, the implications for industrial land demand are reasonable, as indicated in the report.

Yours truly,

***Royal LePage Advisors Inc.***

Per:

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RW/hr

## ACKNOWLEDGEMENTS

This study was prepared under the guidance of the City of Abbotsford Economic Development Commission, representing a broad cross section of community stakeholders. Plan development also involved significant staff contributions from the Development Services, Corporate Finance, Engineering, and Economic Development departments. Gary Runka, Land Sense Ltd was retained as a consultant for the project.

### 2004 Economic Development Commission

Barry Marsden	Chairman	President, Cascade Aerospace
Mary Reeves	Council Appointment	Mayor, City of Abbotsford
Bruce Beck	Council Alternate	Councillor
Lynne Harris	Council Alternate	Councillor
Dr. Skip Bassford	UCFV Appointee	President, UCFV
Kim Ross	Agriculture Advisory Committee Appointee	Farm Credit Canada
David Avery	Agriculture Advisory Committee Alternate	Lotusland Winery
Karen Matty	Abbotsford Airport Authority Appointee	President, Matsqui Development Corporation
Bob Bos	Abbotsford Downtown Business Association Appointee	President, Bos Contracting
Sat Gill	Abbotsford Chamber of Commerce Appointee	CIBC Wood Gundy
Daryl Horton	City Industry Advisory Committee Appointee	President, Abbotsford Development Corporation
Henry Braun		President, Braun Investment Group
Dr. Stewart Ritchie		Canadian Poultry Consultants
Kieth Puiiu		President, Prospera Credit Union
Dave Batten		Vedder Transportation
Gord Holloway		Managing Partner, KPMG

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Dan Bottrill	Director	Corporate Services
Judy Lewis	Manager of Financial Services	Corporate Services
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Gary Guthrie	City Manager	
Gary Runka	Land Sense Ltd	Consultant



**MILESTONES AND PLAN DEVELOPMENT PROCESS**

<b>DATE</b>	<b>ACTION</b>
September 2002	Initial scoping and concept work commenced in consultation with consultant. Abbotsford Economic Development Commission was the Steering Committee for the project.
September - December 2002	Agriculture Advisory Committee review of Economic Strategy for Agriculture in the Lower Mainland
September – December 2002	Agriculture Advisory Committee development of the Position Paper on Enhancing the Agricultural Economy
November 2002 – May 2003	Briefings, meetings and focus groups conducted with community groups such as agricultural processors, Chamber of Commerce Agriculture Committee, First Nations, FVRD, Ministry of Agriculture, BC Assessment, Investment Agriculture Foundation
January 2003	Joint meeting of the Economic Development Commission and the Agricultural Advisory Committee to review plan concepts
January 2003	Joint briefing of Council and Agricultural Land Commission of work completed to date
January 2003 – June 2003	Briefings conducted with MLAs
April 2003	Agriculture tour for members of Council, Economic Development Commission, Agricultural Advisory Committee
April 2003	Position Paper on Enhancing the Agricultural Economy adopted by the Agricultural Advisory Committee
May 2003	Engineering and geotechnical review completed
May 2003	Secondary Airports Benchmarking Study completed
May 2003	Briefing of Ministry of Agriculture Food and Fisheries Resource staff
June 2003	Background research, data collection and analysis completed
July 2003	Abbotsford Charter of Sustainability adopted by Council
July 2003	Joint briefing of Agricultural Land Commission and Council on Draft Plan
July 2003	Report to Executive Committee of Council, Plan released to the public and Position Paper on Enhancing the Agricultural Economy adopted by Council
July 2003	Industrial employment survey completed
August 2003	FVRD Regional Growth Strategy Draft completed – Subject to ongoing consultation with the PALC
September 2003	Draft Plan posted to the City's website and Open Houses advertised on City Page
September 10, 2003	First facilitated Open House at MCA Auditorium
September 30, 2003	Second facilitated Open House at MCA Auditorium
September 2003 – January 2004	Opportunity for community comment on the plan
September 2003	GVRD Commercial and Industrial Floor Space Trends and Forecasts released (Royal LePage Advisors)
October 2003	Community feedback forms completed
November 2003	First focus group meeting
December 2003	Second focus group meeting
January - February 2004	Briefing for new members of expanded Agricultural Advisory Committee and distribution of Draft Plan
February 2004	Royal LePage Advisors' review of Abbotsford land demand analysis completed
February 2004	Context for Change Management in the Lower Mainland study released by GVRD (Urban Futures Inc.)
March 2004	AAC comments on plan received
April 2004	Final Report presented to Council
May 17, 2004	Public Hearing

## 1.0 INTRODUCTION

As part of the City of Abbotsford's economic planning initiative, an assessment of the City's current state and future needs of its major economic sectors was conducted. This included identifying lands available for future employment generating activities, with a particular focus on industrial lands, and assessing the role of agriculture in the local economy. The conclusion drawn from the assessment is that the City does not have an adequate industrial land base required to support expected population and employment growth over the next twenty years. The City must identify additional lands for future industrial development and, at the same time, develop a strategy to enhance the agricultural sector, if it is to meet its regional commitments to building a "complete" and "sustainable" community.

### 1.1 GOALS AND OBJECTIVES OF THE PLAN

The Goals of the City in the Country Plan are to:

- develop a long-term strategy that meets the need for stable, long-term Agricultural Land Reserve boundaries;
- address Agriculture industry concerns as expressed in the *Enhancing the Agricultural Economy* position paper prepared by Abbotsford's Agricultural Advisory Committee in April 2003.
- ensure the long-term viability of infrastructure and other public and private investments in the farming community;
- encourage the development of new employment opportunities in agriculture and agriculture related industries;
- ensure that home-grown enterprises, especially those related to agriculture or food processing, have space to grow without leaving the community;
- provide an opportunity to reclaim, for agricultural purposes, hundreds of acres of Agricultural Land Reserve land currently sitting idle or underutilized due to past gravel extraction activities;
- address under-utilization of the City's land resource due to poor lot configuration and fragmented ownership in both agricultural and industrial areas;
- minimize municipal taxation on all tax classes, including agriculture (Class 9 farm land), in light of already significant municipal service and utility costs and a growing need to upgrade some of these services in farming areas.
- meet Fraser Valley Regional District (FVRD) and Lower Mainland commitments to sustainable development;

The Objectives of the Plan are to:

- identify community need for future industrial lands;
- identify long-term "fixed" urban area boundaries so that future adjustments to the urban area are minimized, if not entirely eliminated;
- identify lands suitable for industrial and business park uses, including lands within the Agricultural Land Reserve, that will meet the long-term employment needs of a diverse and growing population; and
- identify a net benefit strategy for agriculture.

## **1.2 RELATIONSHIP OF THE PLAN TO THE FVRD REGIONAL GROWTH STRATEGY**

The *City in the Country Plan* is consistent with the FVRD's draft Regional Growth Strategy. Under Growth Management GOAL 2: "Support and Enhance the Agricultural Sector", two policies directly address the issues identified in this Plan:

- "2.4 Foster economic growth in the agriculture sector by supporting initiatives identified in the "Economic Strategy for Agriculture in the Lower Mainland" report."
- "2.5 Encourage the development of a long-term strategy that will balance the need for stable, long-term Agricultural Land Reserve boundaries with the need for additional land to support employment growth in all sectors, including agriculture, and the need for contiguous urban development."

Under Growth Management GOAL 7: "Achieve Sustainable Economic Growth" the draft Growth Management Strategy states that:

"A healthy agricultural sector, including the agri-industrial sector, is critical to the long-term economic health of the FVRD. Consequently, it is equally important to have lands available for the food processing sector and other support industries to ensure continued success of the primary agriculture sector."

"...if valley communities are to become sustainable, additional employment lands, including lands needed to support the agri-industrial sector, must be identified at strategic locations. For this reason, the FVRD and member municipalities will work with the Agricultural Land Commission and other stakeholders to develop innovative approaches to address urban land requirements without compromising the Agricultural Land Reserve."

- "7.3 Support strategies that capitalize on the FVRD's competitive advantages, including agricultural expertise.
- 7.4 Foster economic growth in the agriculture sector by supporting initiatives identified in the "Economic Strategy for Agriculture in the Lower Mainland" report."

## **1.3 RELATIONSHIP OF THE PLAN TO THE CITY OF ABBOTSFORD OCP**

The City of Abbotsford Official Community Plan (OCP) was adopted in July 29, 1996, soon after the amalgamation of the Districts of Matsqui and Abbotsford on January 1, 1995. The OCP highlights strategies for growth management and provides policy guidance on a variety of land-use and development related issues.

The *City in the Country Plan* is an important part of the visioning exercise required for the economic component of the upcoming OCP review. The *City in the Country Plan* will be incorporated into the OCP upon the completion of related policies and associated regulations that will serve to implement the initiatives set out in the *City in the Country*

*Plan.* The *City in the Country Plan* addresses several existing strategies and policies identified in the current OCP. These include:

### **Section 7 – Circulation Systems**

- 7.2.1 Promote the development of local employment opportunities in order to achieve a better balance between jobs in the community and the resident labour force, and to reduce commuting. To this end, the City will promote and encourage the development of aviation and aerospace enterprises in conjunction with the Abbotsford Airport.

### **Section 11 - Natural Environment**

- 11.5.8 Reduce commuting by encouraging local employment, especially home based businesses, and by using other transportation demand management techniques.

### **Section 12 – Agricultural and Rural Land Use**

- 12.2.3 Create a healthy environment for farm investment and encourage increased farm production and productivity.
- 12.2.4 Encourage local industries which support the City’s agricultural sector, and encourage the development of new employment opportunities.
- 12.3.6 Encourage agricultural activities which do not require agricultural land, or agricultural activities which conflict with urban uses, to use industrial land.
- 12.4.3 Encourage economic entrepreneurship in the agricultural sector, including development of value-added agri-business in appropriate locations.
- 12.5.2 Develop an Area Plan for Abbotsford’s agricultural and rural communities, lands and land uses.

### **Section 13 – Resource Management and Processing**

- 13.3.2 Require the reclamation of agricultural lands affected by sand and gravel extraction operations, returning the lands to agricultural use or to uses compatible with agriculture once the extraction of resources is finished.

### **Section 14 – Industry**

- 14.3.1 Provide a variety of serviced land to accommodate industry and to guide the location of industry in each of the industrial areas in accordance with local characteristics and different needs of different industries.

- 14.4.1 Review the advanced street plan and lotting plan for the Clearbrook Industrial Area.
- 14.4.3 (a) The lands north of the airport that are currently in the Agricultural Land Reserve would have to be released from the Reserve before they can be used for industry. These lands comprise an industrial reserve for anticipated long-term development.

It should be noted that the 178 acres of land north of the Abbotsford Airport, identified in section 14.4.3, have been designated in successive OCP's for industrial use since at least 1981.

## 1.4 RELATIONSHIP TO THE AGRICULTURAL LAND COMMISSION ACT

The City of Abbotsford has historically taken a conservative and responsible approach to stewardship of agricultural land. The *City in the Country Plan* is consistent with this approach. The Plan was reviewed within the context of the Agricultural Land Commission Act.

The purpose of the Agricultural Land Commission is to:

- to preserve agricultural land;
- to encourage farming on agricultural land in collaboration with other communities of interest; and
- to encourage local governments, First Nations, and the Provincial Government and its agents to enable and accommodate farm use of agricultural land and uses compatible with agriculture in their plans, bylaws and policies.

The City of Abbotsford's City in the Country Plan will help the Commission meet these goals by:

- developing a long-term strategy that will balance the need for stable, long-term Agricultural Land Reserve boundaries that ensure the viability of infrastructure and other investments in the farming community;
- providing opportunities to bring back into agricultural production hundreds of acres of ALR land currently sitting idle or underutilized underused because of previous gravel extraction activities;
- developing policies that will support the City of Abbotsford's Agricultural Advisory Committee's *Enhancing the Agricultural Economy* position paper and initiatives identified in the *Economic Strategy for Agriculture in the Lower Mainland*;
- ensuring that home-grown enterprises, especially those related to agriculture or food processing, have space to grow without leaving the community;
- minimizing municipal taxation on agriculture in light of already significant municipal service and utility costs and a growing need to upgrade some of these municipal services in the farming areas;
- encouraging local industries that support the agricultural sector
- support development of new employment opportunities in agriculture and agriculture related industries; and
- supporting the expansion of the agri-industrial sector in the City.



## 2.0 SUSTAINABLE DEVELOPMENT

Sustainable communities are characterized by:

- a strong, diversified, local economy with accessible, well serviced commercial, industrial and business park lands for business and job creation;
- the majority of residents having the opportunity to live and work in the same community;
- availability of recreational facilities, parks, open spaces, and community services;
- compact settlement with a range of services located close to each other, and where transportation choices are available;
- availability of a wide range of affordable and accessible housing types;
- responsible development of land to maximize the protection of natural areas and open space;
- having the ability to provide a realistic proportion of its food resources within or adjacent to the urban community;
- strong support for energy efficiency in terms of buildings, transportation, and infrastructure;
- implementation of measures to prevent or reduce environmental pollution and degradation;
- broad access to a range of social programs, cultural activities and recreational opportunities;
- equal consideration of the long-term economic, environmental and social consequences and benefits in all decision-making; and
- a consensus to achieve a high quality of life that is enhanced by a safe and attractive built environment.

The City is committed to the principles of sustainable development as defined in the City's *Charter of Sustainability* (See Appendix Q) and the Fraser Valley Regional District's draft *Regional Growth Strategy*. The City of Abbotsford's *Charter of Sustainability* defines sustainable development as that which strives to balance the Economic, Environmental and Social needs of the City in order to provide the highest possible quality of life for all its residents today, without compromising the ability of future generations to meet their needs. The Charter focuses on four key principles: Responsible Growth; Pollution Prevention and Resource Conservation; Social Well-being; and Shared Responsibility. These principles provide a high-level framework that will guide City actions in the future.

The *City in the Country Plan* represents a key element in ensuring that the City of Abbotsford will remain an independent, self-sufficient and sustainable community. Given the extraordinary growth pressures over the past thirty years, growing from 30,000 in 1972 to 128,000 in 2003, the City has maintained a high degree of economic independence from the high-growth Greater Vancouver Regional District (GVRD) immediately to the west.

The Lower Mainland is facing extreme pressures on the regional transportation network. Consequently, one of the more important components of sustainability is the ability to provide residents with the opportunity to live and work in their communities. To this point, the City of Abbotsford has been able to provide the majority of residents with local job opportunities. Most City residents currently live and work in Abbotsford, with 61% of residents, with a regular place of work, working in Abbotsford. In the Lower Mainland,

only the City of Vancouver and the City of Chilliwack have a higher proportion of residents, with a regular place of work, working within their community.

By accommodating its growing labour force, the City is limiting its impact on an already congested transportation network in the Greater Vancouver Regional District. Reduced commuting will limit the amount of pollution that commuting generates and will reduce the need for land consuming transportation improvements in the future. In addition, more dense employment nodes in commercial and industrial areas in the City will facilitate future transit improvements, therefore reducing the need for City residents to take their cars to work locally.

### 3.0 A CITY DEFINED BY AGRICULTURE

Agriculture has deep roots in what is now the City of Abbotsford. Although logging was the initial economic driver in the area, by the early 1900's agriculture was dominant. This transition was further enhanced by the construction of the BC Electric Inter-Urban rail line between Chilliwack and Vancouver in 1910, which allowed easy movement of farm produce to urban markets in Vancouver and New Westminster.

Increased demand for farmland and flooding problems related to the constantly shifting levels of Sumas Lake led the farming community to petition the government to reclaim the lake bottom lands for agriculture. The Sumas Lake reclamation project was undertaken between 1919 and 1924, making 22,000 acres (8,900 ha) of land available for long-term agricultural development. Today, over 61% of the City's land area is being actively farmed.

Agriculture today provides a strong foundation under the City's economy, helping the City avoid the boom and bust cycles so prevalent in less diversified economies. Annual gross farm receipts continue to grow. In the past fifteen years, annual gross farm receipts grew from \$180,751,837<sup>1</sup> in 1986 to \$452,259,139 in 2001, a 150% increase<sup>2</sup>. A stable agricultural sector provides support to other sectors of the economy that, in turn, provide goods and services to the farming community.



Sumas Lake prior to reclamation (MSA Museum)

Beyond economic considerations, the farming community also enhances the social environment of Abbotsford in a variety of ways. It adds a measure of social stability in an otherwise highly transient or mobile society, while promoting strong family values within the community. Farming generates a constant supply of both community leaders and volunteers, with their traditionally strong work ethic that benefits business, enterprise, as well as the community. It is in the City's long term best interest, economically and socially, to give strong support to the agricultural community.

#### 3.1 RURAL-URBAN ECONOMY

Abbotsford's economy has been identified as being the most diverse in British Columbia. Even though Abbotsford has experienced significant residential, commercial, and industrial development over the past thirty years, the agricultural sector remains strong.

- The agriculture and related services sector is the third largest employer in the City's labour market. Between 1991 and 2001, employment in the agricultural sector increased by 2,200 jobs a 60% increase.

<sup>1</sup> 1995 dollars

<sup>2</sup> Ministry of Agriculture, Food and Fisheries, Selected Agricultural Statistics – City of Abbotsford, 1999 and 2002

- Total gross farm receipts increased to more than \$452 million, almost 20% of the Province's gross farm receipts, in 2000<sup>3</sup> (See Appendix N).
- Abbotsford's economic dependence on agriculture increased from 7% in 1991 to 11% in 2001.<sup>4</sup>

The City's commercial sector provides services to a broad market area extending into Langley, Mission, and east to Chilliwack and beyond. The total trading area population exceeds 250,000 persons. Retail sales in Abbotsford during 2002 were projected to exceed \$1 billion.<sup>5</sup>

The City's industrial sector reflects strong agricultural roots. Food processing, food manufacturing, seed, feed, and fertilizer production and cold storage industries are major employers in the City. The industrial areas also house businesses that provide critical support to the agriculture sector in the form of services, repairs, farm equipment supply and related industries. The City also has a diverse non-agriculture related industrial sector ranging from cabinet manufacturing to aerospace-related businesses.



### 3.2 AGRICULTURAL EMPLOYMENT

According to the 2001 Census, 5,985 people in Abbotsford work in the agriculture industry, accounting for more than 10% of the City's labour force. This total does not include people working in the food processing, manufacturing, or service industries that support agriculture. A higher percentage of Abbotsford's labour force works in agriculture than in any other City in the Lower Mainland.

As there is no accurate measure of seasonal workers in the City, the Census estimate of agricultural employment may be low. According to the B.C. Raspberry Industry Development Council, there are approximately 6,500 workers involved in seasonal agricultural operations in Abbotsford. These workers move from crop to crop, depending on demand and season, and are employed by bonded labour suppliers.

In addition to on-farm employment, the City's industrial areas support a significant level of agri-industrial employment. A survey of the Abbotsford's Industrial Areas determined that there are at least 1,700 agriculture-related jobs in the City's industrial zoned and designated areas. This total represents only those businesses clearly identified as agri-business. The number of agriculturally related jobs is likely higher if one includes businesses that serve a number of different sectors, including agriculture.



<sup>3</sup> British Columbia Ministry of Agriculture, Food and Fisheries, *City of Abbotsford Agriculture in Brief*, 2002

<sup>4</sup> British Columbia Ministry of Management Services, *British Columbia's Heartlands at the Dawn of the 21<sup>st</sup> Century: 2001 Economic Dependencies and Impact Ratios for 63 Local Areas*, January 2004, pg. 41

<sup>5</sup> Financial Post, *Canadian Markets*, 2002

When added to the Census estimate of 5,985 farm workers, at least 7,685 persons, or 13% of the City’s labour force, depend on agriculture for employment. Of that total, at least 22% of the jobs are located in the City’s industrial areas. The industrial areas will continue to provide locations for agriculture oriented companies and jobs, but only if adequate land supply is available in the future. A partial list of agricultural oriented companies in the industrial areas is shown in Appendix B.

**Figure 1 City of Abbotsford 2001 Employment by SIC Industry Codes**

<i>1997 Industrial SIC Codes - not compatible with earlier years</i>	2001	% of Industries
All industries	58,140	
Manufacturing	7,185	12.4%
Retail trade	6,670	11.5%
Agriculture, forestry, fishing and hunting	5,985	10.3%
Health care and social assistance	5,550	9.5%
Construction	4,385	7.5%
Accommodation and food services	3,885	6.7%
Educational services	3,675	6.3%
Other services (except public administration)	3,370	5.8%
Transportation and warehousing	3,345	5.8%
Public administration	2,580	4.4%
Professional, scientific and technical services	2,515	4.3%
Wholesale trade	2,420	4.2%
Admin. and support, waste management and remediation services	1,975	3.4%
Finance and insurance	1,695	2.9%
Information and cultural industries	945	1.6%
Real estate and rental and leasing	885	1.5%
Arts, entertainment and recreation	685	1.2%
Utilities	255	0.4%
Mining and oil and gas extraction	105	0.2%
Management of companies and enterprises	20	0.0%

*Source: 2001 Census, Statistics Canada*

### 3.3 CITY SUPPORT OF AGRICULTURE

The Agriculture section of the City’s Official Community Plan (Appendix C) contains goals and strategies that focus on:

- preserving, protecting, and enhancing lands within the Agricultural Land Reserve for agricultural uses;
- establishing buffers between Agricultural Land Reserve lands and urban areas;
- creating a healthy climate for farm investment and encouraging increased farm production and productivity; and
- encouraging local industries that support the City’s agricultural sector.





**Figure 2 Agriculture Land Use Statistics (Acres)**

	1986	1991	1996	2001	86-01 change	86-01 Change per year
Number of Farms	1,297	1,406	1,447	1,284	(13)	
Farm Area (Acres)	52,596	51,127	51,502	55,612	3,016	201.06
	1986	1991	1996	2001	91-01 change	91-01 Change per year
Land in Crops	na	34,671	35,625	37,751	3,080	308
Summerfallow	na	588	385	314	(274)	(27)
Improved Land for pasture and grazing	na	4,740	3,036	3,325	(1,415)	(142)
Unimproved Land for pasture and grazing	na	4,288	5,231	5,968	1,680	168
All other land*	na	6,763	7,227	8,257	1,494	149

Source: Statistics Canada, Census of Agriculture Profile Data - British Columbia (1986 to 2001)

\* unimproved land, other improved land and woodland

Note: According to BC Assessment Authority data, used for taxation purposes, 52,546 acres (21,265 ha) in the City as a whole, were identified as having some sort of agricultural use in 2000. In the ALR, 51,757 acres (20,946 ha) had some sort of agricultural use in 2000. The BCAA numbers are consistent with the long-term historical Census of Agriculture trend between 1986 and 1996.

**Figure 3 Lower Mainland Agriculture Statistics**

Municipalities	Total Number of Farms	Total Area of Farms (Acres)	Total Farm Capital \$	Total Farm Receipts \$	Gross Farm Receipts per Acre \$	Avg. Gross Farm Receipts per Farm \$
Burnaby	51	1,784	32,904,358	14,949,181	8,380	293,121
Abbotsford	1,284	55,632	1,687,236,499	452,259,139	8,129	352,227
FVRD Total	2,661	120,267	3,005,136,751	735,859,984	6,119	276,535
Rest of FVRD	1,377	64,635	1,317,900,252	283,600,845	4,388	205,956
Surrey	557	43,253	655,035,591	181,371,891	4,193	325,623
Maple Ridge	237	9,859	170,969,501	39,180,041	3,974	165,317
Delta	196	47,866	551,565,667	160,841,471	3,360	820,620
GVRD Total	2,854	242,610	3,315,031,596	698,053,467	2,877	244,588
Pitt Meadows	132	18,161	233,372,454	50,592,345	2,786	383,275
Langley	1,417	86,620	1,244,825,447	203,399,307	2,348	143,542
Richmond	182	20,546	344,468,146	37,646,150	1,832	206,847

2001 Census of Agriculture, Statistics Canada.

(Please see Appendix N for additional agricultural statistics)

Abbotsford generates almost 20% of the Province's annual gross farm receipts, reflecting the nature of agriculture in the City. Such high productivity levels are indicative of the high intensity agriculture that characterizes Abbotsford's farm operations. High intensity agriculture also generates increasing environmental issues that, without additional resources, may be difficult to address. Many farm operations are, and must be recognized as being, multi-million dollar businesses.

The City and its predecessor Districts have developed a significant number of initiatives that serve to support and protect agriculture. Initiatives include:

- Official Community Plan policies that support agriculture;
- Zoning Bylaws that support agriculture;
- Agricultural Advisory/Select Committee – a Committee of Council that advises staff and Council on matters affecting agriculture, in place for more than 20 years.
- Abbotsford-Sumas Aquifer Stakeholder Group – a Committee of Council that addresses issues relating to this important aquifer;
- development of a series of urban-rural fringe conflict mitigation techniques by the District of Matsqui in 1990; This work provided the basis for the ALC's Landscape Buffer Specifications;
- choosing not to impose municipal Development Cost Charges on agricultural development.
- providing 66% of the agricultural area with access to the City's water infrastructure sourced at Norrish Creek;
- supporting and maintaining extensive dyking and drainage systems on Sumas and Matsqui Prairies;
- upgrading and maintaining 506 km (314 miles) of roads in the agricultural area; and
- actively participating in the review of energy infrastructure and other major projects that may impact agriculture, directly or indirectly (e.g. Sumas Energy 2, IPC Pipeline environmental impact assessment, etc.).

### 3.4 INFRASTRUCTURE

#### 3.4.1 Drainage and Dyking Infrastructure

Some of the most fertile land in Abbotsford is located on Matsqui and Sumas Prairies, lying within the Fraser River floodplain. With the invested value of agriculture on the floodplains well over \$600 million, and with critical transportation and energy infrastructure passing through both prairies, the drainage and dyking infrastructure is vital to the continued viability of all areas of commerce. The cost of operating this system exceeds \$1.65 million per year, with almost \$1 million of that total coming from general taxation sources, non-farm property classes, and other sources (Appendix D). The dyking and drainage system consists of:



- City of Abbotsford/Matsqui Dyking and Drainage District - covers 10,040 acres (4,063 ha) of land, and operates 22.4 miles (36 km) of major watercourses, 51.6 miles (83 km) of ditches for drainage, and four drainage pump stations. The District is also responsible for seven irrigation pumps and nine level gates;
- Sumas Prairie - covers the southeast corner of Abbotsford and contains a 22,000 acre (8,900 hectare) lake-bottom polder completely surrounded by dykes; the City operates and maintains the irrigation and drainage system, consisting of 14 miles (22.5 km) of dykes, 143 miles (230 km) of ditches, four irrigation lift stations, three river inlet gates, and one pump station;
- the Barrowtown Pump Station, dam, and flood box protects Sumas Prairie from flooding during the Fraser River flood period; the drainage facility, valued at approximately \$40 million, is the largest in British Columbia, with a capacity of 1,400 cubic feet per second (40 cubic metres).

### **3.4.2 Water Infrastructure**

City residents receive water from several sources, including: private wells; the Clearbrook Waterworks utility (groundwater); and the municipal water system sourced at Norrish Creek, north of the Fraser River. Excluding 11,000 residents served by Clearbrook Waterworks, the municipal system provides water to most of the City's urban area and services 55% of the properties outside the Urban Development Boundary. More than 90% of Sumas Prairie receives City water. An additional 1,945 rural properties, fronted by existing watermains, could be connected to City water at some point in the future. Up to 66% of the agricultural area has the potential to access City water.

The rural water system was designed to provide domestic water to rural residents. The system is increasingly being used to support more intensive agricultural operations. As a result of this unanticipated demand, and the potential for more intensive agricultural uses, the water infrastructure will soon reach capacity unless there are upgrades.

### **3.4.3 Road Infrastructure**

The City of Abbotsford has an extensive road network. Excluding provincial roads, there are approximately 920 km of roadways in the City. Agricultural areas are served by 506 km (314 miles) of roads, or 55% of the City's total. The City's capital program regularly includes road maintenance and upgrade projects in the rural area to improve transportation in these areas. Up to 62% of the annual road budget is spent on rural roads.

In addition, the City takes on significant additional costs related to priority snow clearing on roads essential for dairy operations. It should be noted that agricultural developments are not required to pay municipal road Development Cost Charges.

## 4.0 REGIONAL CONTEXT

### 4.1 LOWER MAINLAND

The Lower Mainland has experienced rapid growth since the end of World War II. The implications of this growth on agriculture were recognized by the 1960's, and in 1972 the Agricultural Land Reserve Commission Act was enacted. The Agricultural Land Reserve has done much to control the wholesale sprawl so prevalent in other high growth regions in North America.

In addition to the Agricultural Land Reserve, regional growth management strategies, such as the GVRD's Livable Region Strategic Plan (LRSP) and the FVRD's draft Regional Growth Strategy (RGS), were created to address the complex dynamics of regional growth. The City of Abbotsford is located in the FVRD.

The GVRD has recently released extensive population and employment projections in support of the Lower Mainland's regional planning initiatives. The result of this work shows that the GVRD and FVRD, together, are projected to be home to as many as 3.5 million residents by 2031<sup>6</sup>. The FVRD's share of this population could be as much as 511,000, an increase from the 2003 estimate of 256,500. The 2021 projected FVRD population is estimated to reach 408,500<sup>7</sup>, a 60% increase from 2001.

#### 4.1.1 Population and Employment Trends in the Lower Mainland

Over 59 percent of the Lower Mainland's growth between 1971 and 2001 occurred in cities south of the Fraser River. Of the cities that experienced the greatest absolute growth since the establishment of the ALR, Surrey, Richmond and Abbotsford make up three of the top four. The City of Vancouver rounds out the total.

The most recent population and employment forecasts for the GVRD indicate that this trend will continue<sup>8</sup>. A significant portion of that growth will occur in communities south of the Fraser, with Surrey expecting to increase to more than 560,000 residents by 2021. Employment demand in the GVRD will result in the creation of over 400,000 jobs, with the greatest growth occurring in the three high growth areas: Surrey/White Rock, the Langleys and Delta. Approximately 85,700 new industrial jobs will be created in the three high growth areas, while Burnaby/New Westminster, the North Shore and City of Vancouver will see a decline of industrial jobs as industrial uses are replaced by residential and commercial uses in these areas.

This pattern reflects the continuing relocation of existing firms to outlying industrial areas and business parks as industrial land values and rents in the central GVRD jurisdictions increase and the inventory of available industrial space tightens. It also reflects the fact that many traditional industrial firms, requiring large plots of land for their operations, and can now only find affordable large sites in jurisdictions south or east of the Fraser River. Many older industrial areas in the central core GVRD cities are being redeveloped for new uses including: hi-tech offices; retail and major commercial spaces; mixed-use, and

<sup>6</sup> Urban Futures Inc., *A Context for Change in the Lower Mainland, Part 1*, 2003. pg 89.

<sup>7</sup> Ibid

<sup>8</sup> Royal LePage Advisors, *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, September, 2003.

multi-family residential complexes. False Creek and Coal Harbour in the City of Vancouver and the Versatile Shipyard project in North Vancouver are examples of industrial areas shifting to residential and commercial uses.

#### 4.1.2 Industrial Location

Industrial development is shifting from Vancouver and its older suburbs to the cities south and east of the Fraser River. The 1999 *Lower Mainland Employment Study*<sup>9</sup> found that about 30% of existing firms in industrial areas and business parks in the inner areas anticipate relocating to another industrial area, or business park, in the Lower Mainland in the near future. The study also found that almost all of the firms relocating within the Lower Mainland are thinking of moving further east.<sup>10</sup> These findings are supported by data from the BC Assessment Authority, which show that between 1981 and 1996, the share of Lower Mainland industrial floor space increased markedly in GVRD and FVRD cities located south of the Fraser River.<sup>11</sup>

This trend is confirmed by more recent analysis of floor space demand in the GVRD, where the greatest increase of industrial floor space is projected to occur in Surrey/White Rock, the Langleys and Delta. Between these three sub-areas, more than 63 million square feet of industrial floor space will be required, accounting for 78% of the GVRD's requirements by 2021.<sup>12</sup>

#### 4.1.3 Changing Nature of Industrial Development

The nature of industry is changing. Traditional heavy manufacturing industries are declining, while value-added manufacturing, including niche-level advanced-technology production, are experiencing significant growth. The traditional blue-collar aspect of industry, which is represented by such activities such as heavy industry, manufacturing and distribution, is changing to one that includes knowledge-based services, research and development, and more complex production activities. This does not mean that the more traditional industrial activities will disappear, but there will be a greater mix of activities in "industrial" areas across the Lower Mainland.

The greatest shift to knowledge based services, research and development is occurring in areas such as the City of Vancouver, Burnaby and Richmond. Land uses in these communities are more intensive, and benefit from proximity to the University of British Columbia, Simon Fraser University and the British Columbia Institute of Technology. The labour force in this sector tends to be somewhat younger; consequently, high-density living provides the lifestyle that young knowledge workers prefer. As this segment of the population ages and as interests shift to raising families, however, housing preferences will likely shift.

The more land intensive industries, associated with manufacturing and distribution are being forced out of the high-cost GVRD urban core and into areas at the periphery. This

<sup>9</sup> Coriolis Consulting Group and Dr. T.A. Hutton, *Lower Mainland Employment Study*, June 1999.

<sup>10</sup> Coriolis Consulting Group and Dr. T.A. Hutton, *Lower Mainland Employment Study*, Volume 2, June 1999, pg. 11

<sup>11</sup> Coriolis Consulting Group and Dr. T.A. Hutton, *Lower Mainland Employment Study*, Volume 1, June 1999, Exhibit 15c: Industrial Floor Space in the Lower Mainland.

<sup>12</sup> Royal LePage Advisors, *Commercial and Industrial Floor Space Trends*, Appendix 2

more traditional industrial labour force is likely to be more diverse with respect to age, family status and education levels.

#### 4.1.4 Industrial Floor Space

Future employment growth will occur in commercial, office, business park and industrial sectors, but floor space forecasts indicate that employment growth in the industrial sector will be higher in Surrey/White Rock, the Langleys, Delta and Ridge-Meadows than elsewhere in the GVRD. The floor space per capita ratio is quite variable across the Lower Mainland, with the highest floor space per capita occurring in Burnaby/New Westminster, Delta and the City of Richmond. The eventual build-out or redevelopment of industrial lands in Vancouver and its “inner suburbs”, such as Burnaby and Richmond, will place increasing pressure on outer ring communities, especially those areas south of the Fraser River, including Abbotsford. Industrial floor space per capita and its relation to land requirements will be discussed in more detail later in the Plan.

**Figure 4 Industrial Floor Space Per Capita Estimates – 2001**

	2001 population	Floor space	
		Sq. ft.	fs/capita
Burnaby/New Westminster	259,300	28,212,000	109
Delta	101,600	18,470,000	182
Langleys	115,800	11,344,000	98
North Shore	186,000	4,681,000	25
Northeast Sector	196,000	10,909,000	56
Richmond	171,400	27,066,000	158
Ridge-Meadows	81,400	1,650,000	20
Surrey White Rock	382,100	22,486,000	59
Vancouver	578,600	21,597,000	37
GVRD	2,072,200	146,415,000	71
Abbotsford*	121,300	6,045,504	50

\*City of Abbotsford estimates.  
Population based on BCStats 2002 mid-year municipal estimates.  
GVRD data from: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Appendix 2, Royal LePage Advisors, September 2003.

#### 4.1.5 Industrial Density

Industrial density, as defined by floor space ratio (FSR), can vary considerably between communities. Density assumptions based on a regional average, therefore, are not valid when considering future densities and land consumption at the individual community level. This does not, however, imply that individual communities should not be striving to maximize or optimize available land resources through higher FSR's. The differences between the inner core communities and communities in the periphery of the GVRD are becoming more significant. Industrial lands in the inner core are being converted to non-industrial uses or to more office oriented, knowledge based industries, which use a more dense built form. These uses are replacing older, more land intensive industries. Floor space ratios and their relation to land requirements will be discussed in more detail later in the Plan.

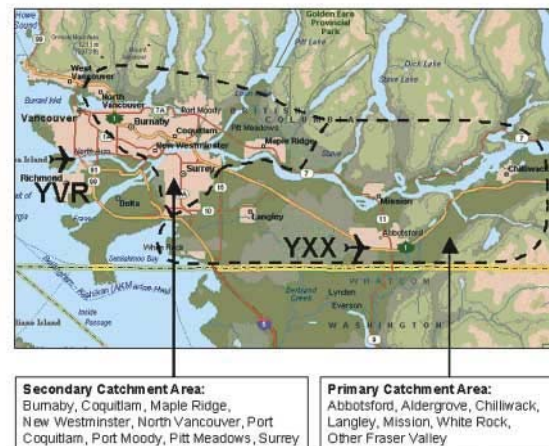
#### 4.1.6 Abbotsford International Airport

A key factor to understanding Abbotsford's economic landscape is that growth, to this point, has occurred without the economic influence of a commercialized airport. Abbotsford International Airport must be discussed within the Lower Mainland context. The Airport's market area extends into the City of Surrey and communities north of the Fraser River and by 2021 could serve a market area in excess of 1.20 million. The *City in the Country Plan* attempts to anticipate the impact of a secondary airport on the regional economy.

Abbotsford International Airport was transferred to the City in 1997 as part of the Federal government's transfer of the operation, management, and development of airports to local control. Abbotsford International Airport (YXX) will play a complimentary role to Vancouver International Airport (YVR). Accordingly, Abbotsford International Airport will support the long-term growth of the Lower Mainland and Provincial economy.

While YXX will not directly compete with YVR, overflow will occur in the future as available land supply adjacent to YVR decreases and as facilities reach capacity. Abbotsford is the only Lower Mainland airport facility where such overflow can be accommodated.

The *City in the Country Plan* does not include lands within the perimeter of the Abbotsford International Airport. Industrial development on the airport lands will be highly specialized and will cater to businesses requiring direct access to airport runways and other facilities. Of greater relevance to the Plan is the broader impact of the Abbotsford Airport on the local and regional economy, and the resulting increased demand for industrial and business parks adjacent to the airport.



With airport commercialization a fairly recent phenomenon in Canada, there are few Canadian examples to draw from with respect to anticipated economic impacts. In the last decade, secondary airports in the United States have created significant employment opportunities on adjacent lands. Employment within 5 kilometres of benchmark airports<sup>13</sup>, as identified in the *Hamilton Airport Gateway Opportunities Study*,<sup>14</sup> is double and, in one case, more than six times the employment opportunities on airport lands. The absorption rate of lands surrounding the benchmark airports has averaged 200 to 300 acres per year.

Land uses that benefit from close proximity to airports include:<sup>15</sup>

- business parks;
- industrial parks;

<sup>13</sup> Rickenbacker, Columbus Ohio; Alliance-Fort Worth, Texas; and Piedmont-Greensboro, North Carolina.

<sup>14</sup> PriceWaterhouseCoopers, *Hamilton Airport Gateways Opportunities Study*, October 2002

<sup>15</sup> TyPlan Consulting, *City of Abbotsford: Airport Gateway Opportunities Study*, May, 2003

- research and science parks;
- information and technology corridors ;
- e-commerce fulfillment and distribution centres;
- bonded warehouse areas; and
- logistic parks and free trade zones.

Experiences in the United States suggest that secondary airports generate significant economic benefits to surrounding regions, not just to local communities. For instance, the Fort-Worth Alliance Airport in Texas contributed almost \$20 billion to the region’s economy since opening in 1991.

In Canada, the types of businesses attracted to communities with airports are consistent with industry sectors being targeted by many communities, provincial governments, and the federal government. According to the Hamilton Gateway study, secondary airports:

“...can play an important role within their economic regions by serving a relief function for major airports; providing a low-cost niche for discount, charter and regional passenger traffic; and by maintaining a non-congested environment for air cargo and integrated courier movements”<sup>16</sup>

As illustrated in Appendix L, large primary airports, such as Vancouver International and Calgary International, contribute billions of dollars to local and provincial economies. With control shifting to local authorities, secondary airports can make significant contributions to regional economic growth.

## 4.2 FRASER VALLEY REGIONAL DISTRICT

The City of Abbotsford is located in the Fraser Valley Regional District. As with the rest of the Lower Mainland, the FVRD has experienced considerable growth over the past twenty years growing from approximately 135,598 in 1981 to 247,900 in 2001. Sixty percent of this growth occurred in Abbotsford.

The FVRD will see continued population and employment growth. According to the Urban Futures’ analysis, population growth could result in an FVRD population of 408,500 by 2021. Employment between 2001 and 2021 could increase by as much as 103% from 2001 levels to reach an FVRD total of 179,249 jobs. By 2031 there could be as many as 215,618 jobs in the FVRD by 2031, a 122% increase from 2001 levels.

**Figure 5 2001 and 2031 Regional Projections and Estimates**

	FVRD		GVRD		Lower Mainland	
	Population	Employment	Population	Employment	Population	Employment
2001	247,963	97,191	2,078,824	1,061,889	2,326,787	1,159,080
2021	408,563	179,249	2,680,896	1,420,621	3,089,459	1,599,870
2031	511,399	215,600	2,987,824	1,541,200	3,499,223	1,756,800

*A Context for Change Management in the Lower Mainland, Urban Futures Inc., 2003.*

<sup>16</sup> PriceWaterhouseCoopers, *Hamilton Airport Gateways Study*, p. 54



As discussed earlier in this Plan, the FVRD is in the process of completing the “Choices for our Future, Regional Growth Strategy for the Fraser Valley Regional District” (RGS). The RGS offers a regional framework for managing growth in order to ensure that the Fraser Valley continues to be a desirable place to live, work, and play. The future Vision of the FVRD, as envisioned by local leaders and citizens is:

“The Fraser Valley Regional District will be a network of vibrant, distinct, and sustainable communities that accept responsibly managed growth while being committed to protecting the land resource and the natural environment to ensure that a high quality of life is accessible to all”<sup>17</sup>

Meeting the objectives of the RGS will be a challenge, but the Region is committed to developing innovative approaches in order to protect and preserve the Quality of Life in the Region.

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<sup>17</sup> Fraser Valley Regional District, *Choices for our Future, Regional Growth Strategy for the Fraser Valley Regional District*, Schedule 0569 A, September, 2003.

## 5.0 LOCAL CONTEXT

With a population of more than 128,000,<sup>18</sup> Abbotsford is the fifth largest City in British Columbia. Most of its residents live in the urban core, surrounded by farmland and rural communities such as Mount Lehman, Bradner, Matsqui Village, Clayburn Village, Barrowtown, Arnold, and Huntingdon.

Abbotsford is the largest community in the upper Fraser Valley due, in large measure, to the numerous transportation improvements in the Lower Mainland during the 1960s and 1970s. Growth will continue, with the population expected to reach levels as high as 195,500 by 2021. It should be noted that the high growth scenario of 67,500 additional persons by 2021 is equivalent to the population increase experienced between 1987 and 2003.

**Figure 6 City of Abbotsford Growth Estimates and Projections - 1991 to 2021**

	Population Estimates and Projections
1991	89,299
1996	109,140
2001	121,302
2006	137,615
2011	157,192
2016	177,156
2021	195,594

*Note: City of Abbotsford projections are based on BC Stats population estimates, taking into account the estimated 1991, 1996, and 2001 Census undercount.*

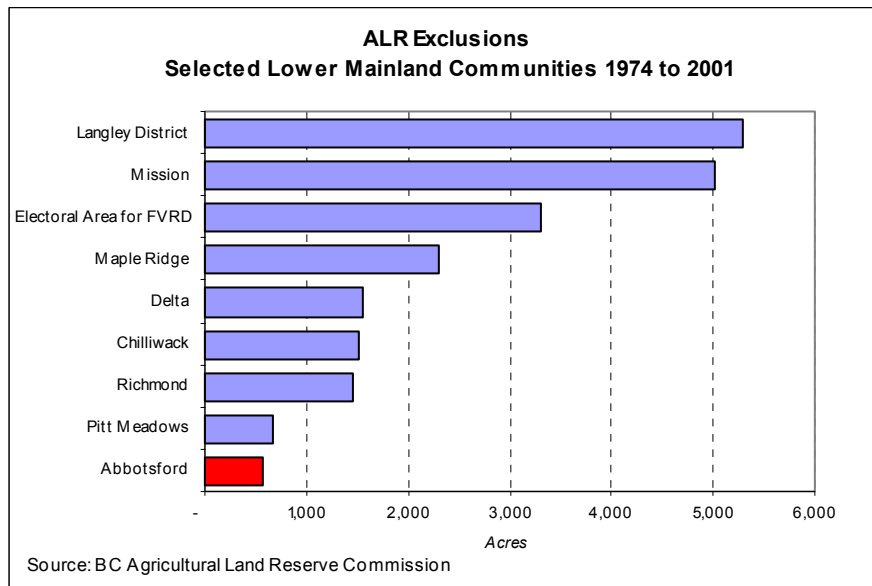
## 5.1 LAND USE

The City's Future Land Use Plan (Figure 9) represents the overall physical shape of the community as envisioned in the OCP. Unlike other cities in the Fraser Valley, the City of Abbotsford can be characterized as having a dense urban core surrounded by farmland and green space. More than 45% of the City's housing stock is multi-family, a distribution that is comparable to communities in the GVRD's core. Additionally, the City's supportive secondary suite policy has considerably increased densities in certain single-family neighbourhoods.

The City has taken a responsible approach to planning for new development and has effectively steered urban development, especially residential development, away from Agricultural Land Reserve lands. The City's conservative approach to development is borne out by past exclusion requests that have been relatively small in comparison to other communities in the Lower Mainland. Of the 579 net acres excluded since 1974, more than 443 acres were excluded and used for industrial purposes. Without these lands, the City would today have an industrial deficit of more than 215 acres.

<sup>18</sup> Population Section, BC Stats, Ministry of Management Services, Government of British Columbia, *British Columbia Municipal Population Estimates, 1996-2002*.

**Figure 7 Historical ALR Exclusions**



**5.1.1 Residential**

Residential land use designations, including lands that have not yet been developed, make up 12.2% of the city’s gross land area. As noted in the City’s Official Community Plan, the majority of new low-density residential development will occur on Townline Hill and Sumas Mountain (Appendix A). The urban core contains a significant inventory of multi-family residential units. The City is committed to further densification in the urban core through the implementation of the Central Area Plan. The Central Area, which includes the commercial and high-density neighbourhoods adjacent to South Fraser Way, will be the focus of densification and redevelopment efforts.



By directing residential development to the hillsides and into higher density housing forms, the pressure to develop Agricultural Land Reserve lands will be reduced. The City’s urban perimeter will extend up the hillside, rather than into the agricultural areas, thus reducing the potential for urban-rural conflict. Lands within the current Urban Development Boundaries will provide a residential land supply adequate to support a population of 195,000.

**5.1.2 Commercial**

Commercial designations make up 1.4% of the City’s gross land area. Commercial development is primarily focused on South Fraser Way and Sumas Way. The South Fraser Way locations offered large development sites that could support large enclosed shopping centres that were the trend of the 1970s and 1980s. The Sumas Way area, the most recent focus of commercial development, reflects the trend to big box retailers

servicing both the local and regional markets. The area also supports farm implement dealers, cold storage facilities, and stockyards.

In addition to large-scale retail, there are many small-scale shopping areas and specialty shops in the City, providing a broad range of shopping experiences for area residents.

### 5.1.3 Industrial

Industrial designations make up 1.8% of the City's gross land area. Most industrial land uses are located in three major locations: Clearbrook; McCallum; and Riverside Industrial Areas. The Clearbrook Industrial Area represents the City's best opportunity for new industrial development; however, as will be discussed later, there are significant challenges. The McCallum and Riverside industrial lands are older and have rail access. Problems in these two areas include flooding, awkward access, and poor lot configuration. In addition, both the McCallum and Riverside areas are reaching development capacity.



The City recently completed a replot in the Riverside area in an effort to address lot configuration problems. Through a combination of road closures, lot consolidations, and land exchanges, the city and property owners were able to create parcels of more appropriate size for industrial purposes. The replot made available lands that would not have been developed in a timely manner in their previous configuration. The Clearbrook Industrial Area is a candidate for using a similar strategy, either voluntarily or through a formal replotting process as set out in the Local Government Act.

### 5.1.4 Abbotsford International Airport

The Abbotsford Airport makes up 1.3% of the City's gross land area, though a significant portion lies within the Agricultural Land Reserve. The Abbotsford International Airport is no longer a purely industrial concern. While industrial operations currently provide the majority of employment, passenger services will increase as carriers and the general public recognizes the advantages of flying out of this location. The Abbotsford Airport is fast becoming a major economic driver in the region, with a potential future regional market of over 1.20 million residents.

### 5.1.5 Agriculture

Agriculture makes up 74% of designated lands in the City and is by far the largest land use in Abbotsford. The City's Official Community Plan contains policies (Appendix B) recognizing the importance of agriculture to the City, and supporting the continued growth of this sector. Many of the City's industrial and commercial businesses rely on agriculture directly and indirectly.



**Figure 8      Abbotsford Agriculture Industry Growth**

	1986	1991	1996	2001
Farm Capital	\$ 616,115,386	\$865,616,225	\$1,370,136,583	\$1,687,236,499
Annual Farm Expenses	\$153,347,135	\$196,719,915	\$276,148,599	na
Annual Gross Farm Receipts	\$180,751,837	\$237,100,802	\$314,627,323	\$452,259,139

*1986 - 2001 Census of Agriculture, Statistics Canada.*

*1986 to 1996 = 1995 dollars*

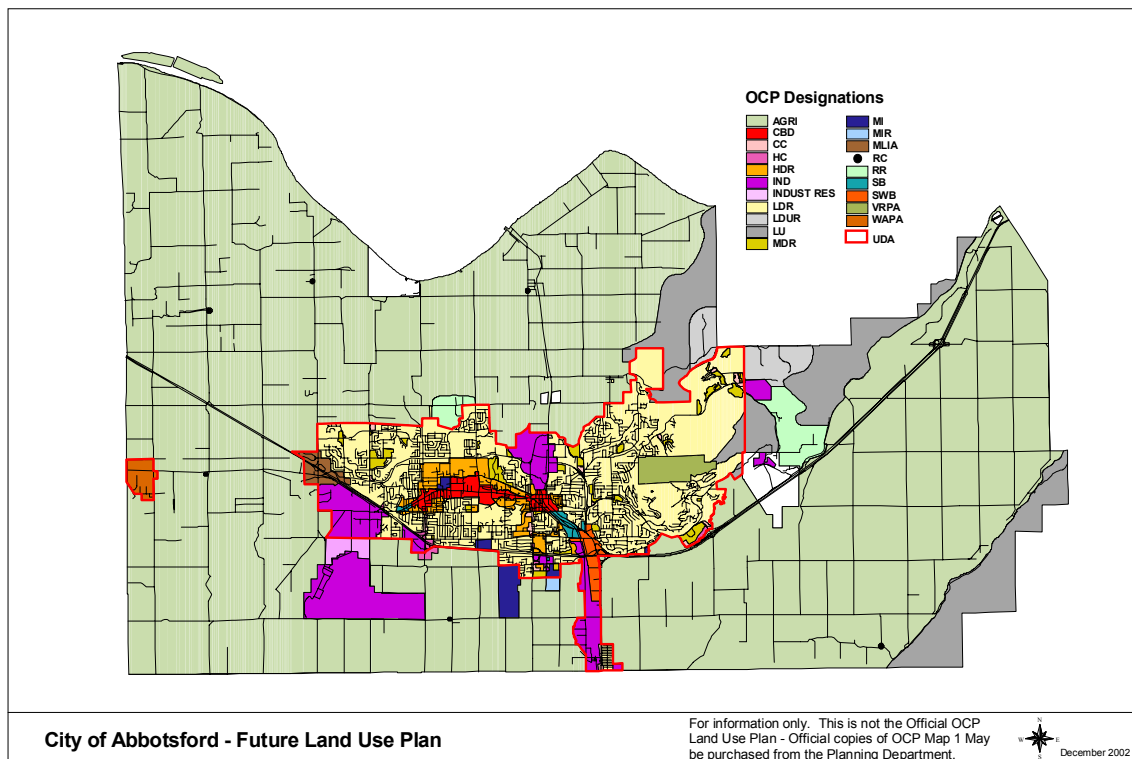
### 5.1.6 Hillside Development

The City of Abbotsford recognizes the importance of steering development, whenever possible, away from Agricultural Land Reserve lands and onto the hillsides. While industrial uses require relatively level land, residential development can occur on slopes up to 35%, albeit at considerable expense. Once Townline Hill neighbourhood achieves build-out, 95% of future single family development will occur on Sumas Mountain, with infill development in other parts of the urban area accounting for the rest. The challenges will be significant, but the City is committed to meeting its obligation to direct residential development away from the Agricultural Land Reserve and up the hillsides.



In an effort to accommodate development on Sumas Mountain, the City has developed lot grading and other development standards specific to hillside development. The City has also developed innovative approaches to address storm water runoff in order to prevent drainage problems from occurring on the agricultural lowlands. Abbotsford has one of the most stringent storm water management requirements in the province, in order to protect agricultural lands.

Figure 9 City of Abbotsford OCP



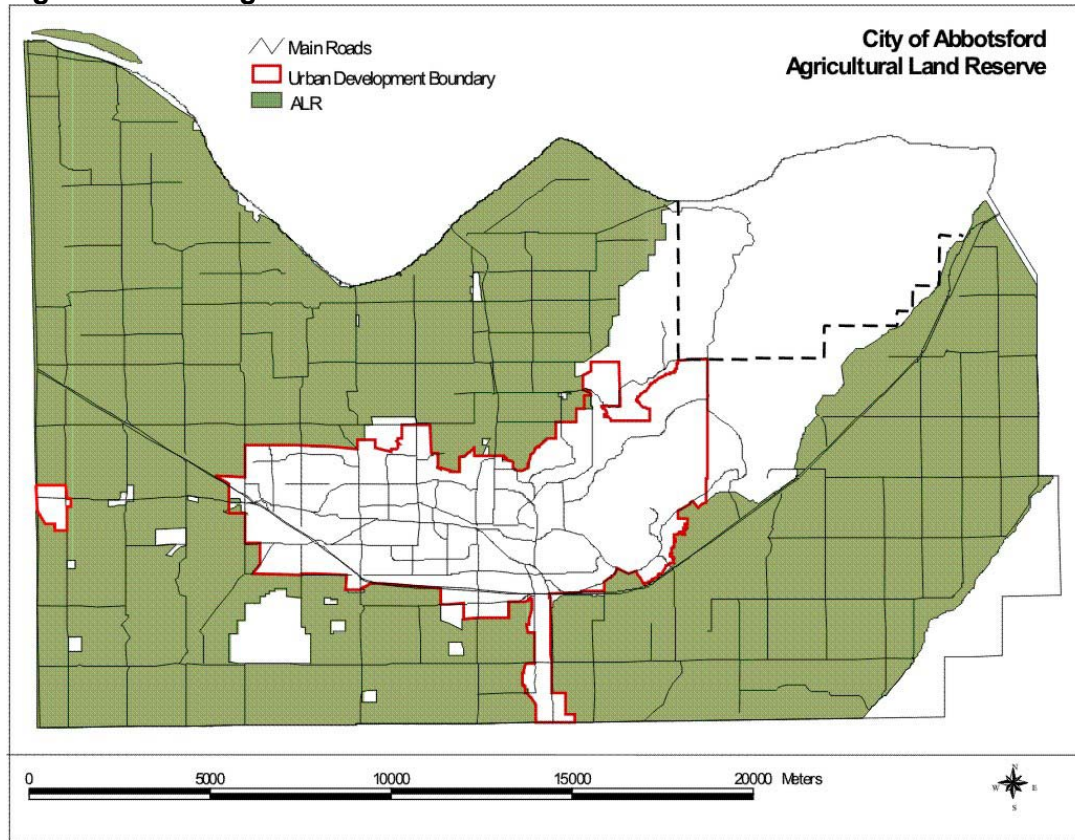
## 5.2 AGRICULTURAL LAND RESERVE

The Agricultural Land Reserve was established between 1974 and 1976, with the purpose of protecting British Columbia's agricultural land base. Of Abbotsford's 92,700 acres (37,520 hectares), 68,000 acres (27,700 hectares), or 74%, are within the Reserve. Approximately 7,200 acres (2,914 hectares), or almost 30%, of the remaining land outside of the Reserve are in the topographically challenging area of Sumas Mountain.

According to the 2001 Census of Agriculture, 55,600 acres (22,500 hectares) in Abbotsford are being farmed out of a total 68,000 acres (27,520 hectares) in the Agricultural Land Reserve. Almost 13,000 acres in the Reserve are not being farmed; representing a significant opportunity as far as increasing agricultural production in the City is concerned. For context, 13,000 acres are equivalent to *all* of the developed *and* undeveloped land within Abbotsford's existing Urban Development Boundary.

Some of the land is not capable of supporting agriculture due to topographic constraints, such as slopes and ravines. Other lands were, or are, in the process of being mined for gravel. Almost 3,500 acres of land in the Agricultural Land Reserve are subject to soil removal permits for gravel extraction; a permitted use in the Reserve. While some of these lands are rehabilitated and being farmed, many are not.



**Figure 10 Agricultural Land Reserve Areas**

In November of 2000, the City received approval for the exclusion of 173 acres (70 hectares) of land at the Abbotsford Airport. Prior to 1997, and the transfer of the Abbotsford Airport to the City, these lands were used for airport purposes, but because of federal ownership, were not subject to provincial or municipal regulation. The exclusion was granted on the understanding that the excluded lands will be used exclusively for aviation, aerospace and supporting ancillary uses.

### 5.3 SAND AND GRAVEL EXTRACTION

Most sand and gravel deposits in Abbotsford are located on land within the Agricultural Land Reserve. More than 3,702 acres in the City's agricultural area have been subject to Soil Removal Permits. Removal of these resources requires prior approval from the Provincial Agricultural Land Commission, as set out in the Agricultural Land Commission Act, and the City's soil removal regulations. It is recognized that the majority of sand and gravel extracted locally is not destined for the Abbotsford market, but for the Lower Mainland, especially those areas west of Abbotsford.



Construction of the GVRD’s transportation system and dense urban development does not occur without cost to agriculture. Sand and gravel pits in the Fraser Valley are artifacts of the great surge of development in the Lower Mainland over the last half century. Thousands of acres of active and abandoned gravel pits are located in Surrey, Langley, and Abbotsford. Because of its strategic importance, gravel extraction is a permitted use within the Agricultural Land Reserve. With population in the Lower Mainland expected to exceed 3.5 million over the next thirty years, sand and gravel extraction will continue to occur in the City’s agriculture areas.

Rehabilitation of gravel pits within the Agricultural Land Reserve represents a significant opportunity to reintroduce viable agricultural production to the Fraser Valley, in the form of soil-based or non-soiled based agriculture. The *City in the Country Plan* provides an opportunity to address this issue. The City of Abbotsford is committed to current standards that require, upon extraction completion, that gravel pits be reclaimed to an improved agricultural standard.

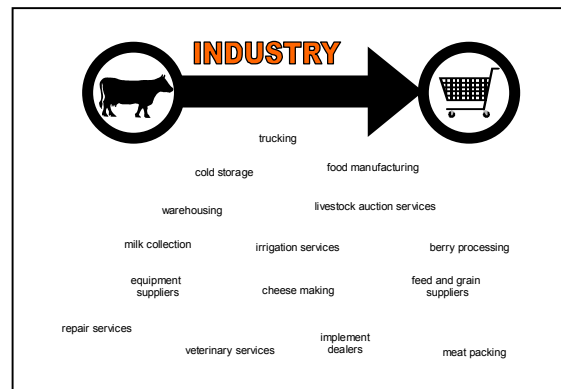
#### 5.4 INDUSTRIAL DEVELOPMENT IN ABBOTSFORD

Abbotsford experienced phenomenal growth during the 1990s, as reflected in building permit statistics. Over the past 11 years, permits totaling \$1.7 billion were issued. In comparison to other communities in British Columbia with a similar population, Abbotsford continues to experience high levels of development activity. The City’s industrial floor space inventory has grown by an average 6.1 percent per year over the past fifteen years.

Figure 11 illustrates the shift of industrial building activity in Abbotsford between 1995 and 2001, as compared to other Lower Mainland cities. Cumulative industrial activity in Abbotsford accelerated in 1998 and, by 2001, surpassed Surrey and Burnaby. Development activity in Delta, Langley, and Abbotsford appears to support the contention that industrial development in the Lower Mainland is shifting in a south and eastward direction.

Some of this growth can be attributed to industries moving east from locations closer to the core. Abbotsford’s entrepreneurial culture, however, is also a key part of the picture. Some of the City’s largest employers are “home grown” businesses. The City wants to ensure that local start-up companies, many with agricultural roots, have the opportunity to grow and expand without leaving the community.

As in other parts of the Lower Mainland, the nature of industrial development is changing in Abbotsford. While there are many traditional manufacturing, fabrication, and distribution businesses, a number of newer businesses fall under the more contemporary definition of industry, including software development, biotechnology, and telecommunications.

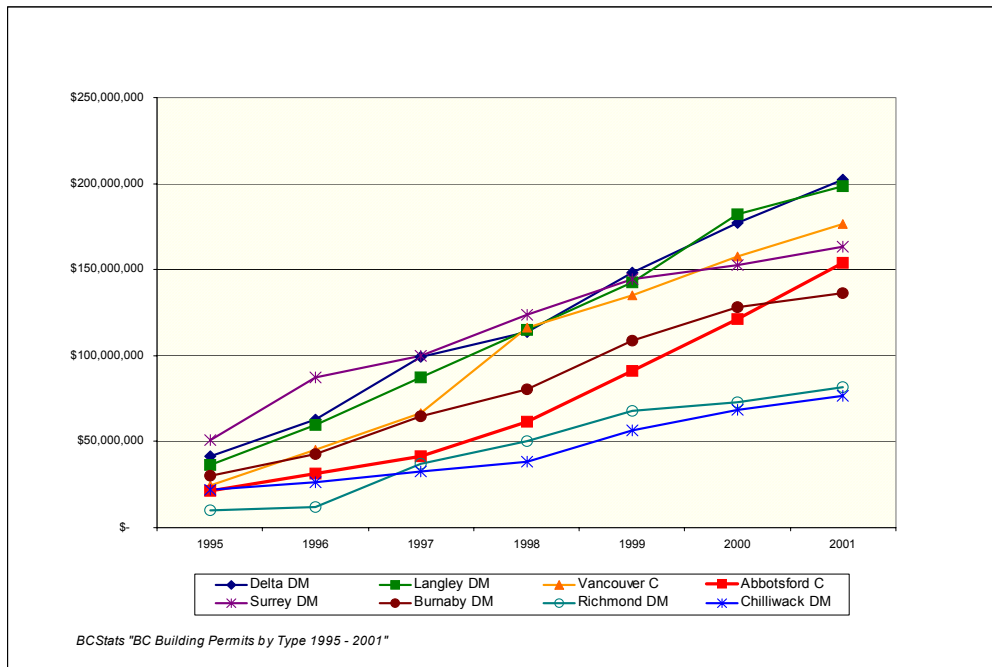




Agriculture related businesses are found throughout the City's industrial areas. Many smaller businesses, such as metal fabricators, building contractors, machinists and others, provide services to a wide range of customers inside and outside the agriculture community. The agriculture sector is inseparable from the City's broader economy.

Based on a review of City Business License and BC Assessment Authority data, over 16% of all industrially-zoned lands in designated areas are agriculturally based. An additional 42 acres outside established industrial are also used for agri-industrial purposes. A survey of businesses in the City's industrial areas revealed that agriculture-related businesses are generating in excess of \$240 million per year in sales. The lack of room for plant expansion was cited by several businesses as limiting their growth potential. With food processors generating the greatest sales, it is in the City's and the agriculture sector's interest to ensure that such businesses can continue to operate and expand.

**Figure 11 Cumulative Industrial Building Permit Values - 1995 to 2001**



## 6.0 FACING THE CHALLENGE

Both the City of Abbotsford and the City's agriculture industry are facing considerable challenges. The *City in the Country Plan* attempts to address the complex relationship between urbanization in the Lower Mainland and the continued importance of a strong and healthy agricultural sector. With population in the Lower Mainland expected to reach 3.5 million over the next thirty years, the pressures are only going to get worse.

### 6.1 THE CHALLENGE FOR AGRICULTURE

The City's Agriculture Advisory Committee prepared the *Enhancing the Agricultural Economy* discussion paper in response to these challenges (See Appendix E). The Agricultural Advisory Committee recommended to City Council that:

- the agricultural resource base must be protected.
- exclusion of certain lands from the ALR is essential for the long-term economic health of the community. However, the Committee also believes that such exclusions should be limited and that city decisions should be based on a "net benefit to agriculture", rather than a "no net loss to agriculture" approach;
- protection of the resource base can be accomplished through the designation of Development Permit Areas adjacent to agricultural lands to protect the farming community against land use conflicts;
- conflicts between non-farm and farm traffic on agricultural roads must be addressed;
- the City must continue to maintain current municipal programs that support agriculture;
- proactive measures must be taken to address long-standing issues that include:
  - the need to consolidate small agricultural lots in order to create more economically viable lot configurations;
  - addressing issues relating to agricultural waste, including composting operations;
  - addressing the prospect of losing food processors to other jurisdictions; and
  - the need for an agricultural advocate in City Hall.
- where the City has authority, the City must support agriculture industry initiatives aimed at strengthening the sector.

### 6.2 CHALLENGES FOR THE CITY

Over the next twenty to thirty years, the City of Abbotsford will continue to experience considerable growth. As discussed earlier in this Plan, the Urban Development Boundary will accommodate a population of 195,000.

In order to meet the goals of building a sustainable community and supporting regional self-sufficiency, Abbotsford must have an adequate supply of land to accommodate employment growth. The City has adequate lands to support anticipated residential and commercial land uses, but lands capable of supporting industrial and business park uses are in short supply. For the City to become sustainable, additional lands capable of supporting industrial and business park employment must be identified at strategic locations. The City must also be able to support the intensification of agricultural uses and the employment (inside and outside designated industrial areas) that such intensification will generate.

### 6.3 INDUSTRIAL LAND SUPPLY

As in any functional market place, a choice of industrial land supply must be available to meet a wide variety of demands. This includes available supply in different locations and sizes, with various site characteristics and services, and having access to suppliers or raw materials. In Abbotsford, some of the locational considerations include:

- accessibility to controlled access highway interchanges;
- railway spurs;
- access to raw materials
- convenient access to Lower Mainland and I-5 Corridor (U.S. west coast) markets;
- access to post-secondary institutions;
- Abbotsford International Airport; and
- 24-hour Customs border crossings.



Site considerations may be as simple as leased multi-bay space, or as complex as aesthetically controlled campus-like or business park settings. These multiple requirements dictate that a wide variety of land supply exist at any point in time, in order to facilitate a healthy industrial land market.

Abbotsford International Airport will see a significant amount of development. Uses will be limited to those that require immediate access to runways, taxiways, and other airport facilities. Nevertheless, it is anticipated that many businesses will choose to locate in Abbotsford and nearby communities, because of the presence the airport.

#### 6.3.1 Existing Land Supply

The City currently has only 229 acres available to satisfy twenty 20 years of growth of non-aviation oriented industrial or business park development. As of 2003, only 29 acres of vacant lands are zoned as industrial and not under active development. Furthermore, only 200 acres of land designated in the OCP Official Community Plan for industrial purposes are available for industrial development, but are not yet rezoned.

**Figure 12 2003 Industrial Land Estimates**

	Hectares	Acres
Potential (not Zoned)	81	200
Zoned Potential	12	29
<b>Total Available</b>	<b>94</b>	<b>229</b>
<i>Excludes lands subject to active development applications or building permits</i>		

*City of Abbotsford, Development Services*

Of the City’s three major industrial areas, the Clearbrook Industrial Area has the largest inventory of land available for future industrial or business park development. The other industrial areas have relatively small amounts of land available for development and are largely built-out. Poor lot configuration and fragmented ownership are significant barriers to development in the Clearbrook Industrial area.

**Figure 13 Remaining Designated Lands – Parcel Size and Ownership**

	<5 ac (< 2 ha)	5-10 ac (2-4 ha)	>10 ac (> 4 ha)	Total
Parcels	127	11	2	140
Owners	103	11	2	110
Total land area (ha)	54.7	28.5	9.6	92.7
Total area (ac)	135.2	70.4	23.7	229.3
Avg. parcel size (ha)	0.43	2.59	4.79	0.66
Avg. parcel size (ac)	1.06	6.40	11.83	1.64

*City of Abbotsford Development, 2004*

**Figure 14 Parcels Smaller than < 5 acres (2 ha)**

Parcel size	Separate Parcels	Number of Owners
< 0.7 ac (< 0.3 ha)	68 parcels	46
0.7 – 2.2 ac (0.3 – 0.9 ha)	42 parcels	40
2.2 – 3.4 ac (0.9 – 1.4 ha)	10 parcels	10
3.4 – 4.9 ac (1.4 – 2.0 ha)	7 parcels	7

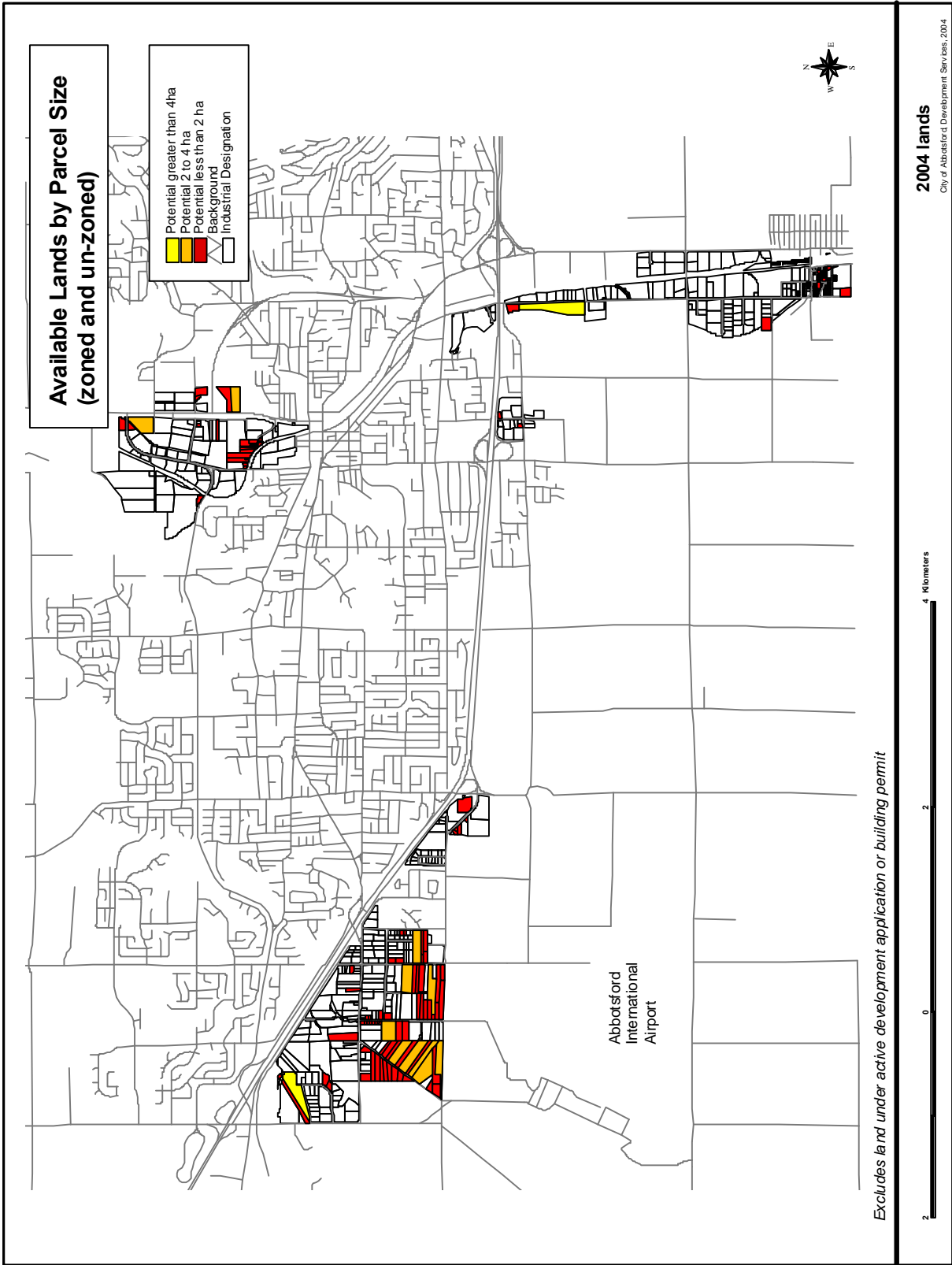
Agri-industrial operations are an important component of the City's industrial areas. It is estimated that at least 129 acres (52.2 hectares) are being used for agri-industrial purposes, accounting for 16.5% of all industrially zoned lands in designated areas. An additional 42 acres outside the established industrial areas are zoned industrial and are used for agri-industrial purposes. The City is concerned that the low inventory of industrially designated lands will negatively affect agri-industrial businesses that require additional lands for future plant expansion. This is also a concern expressed by the Abbotsford Agriculture Advisory Committee.

### 6.3.2 Lot Configuration

As shown in Figures 13 and 14, gross acreage totals do not provide an accurate picture of Abbotsford's industrial land market. The Clearbrook Industrial Area, where most future industrial development is designated to occur, has serious lot configuration problems. Lot configuration in this area typically consists of long narrow lots that were subdivided in the 1940's or earlier. This type of configuration does not lend itself easily to industrial development (Figure 15).

The average lot size in the area between Peardonville Road and the Urban Development Boundary is 2.2 acres (0.9 hectares). The discrepancy between lot width and lot depth can be substantial. Typical examples include a lot frontage of 98 feet (30 metres) and a depth of 961 feet (293 metres), while another has a frontage of 131 feet (40 metres) and a depth of 1,269 feet (387 metres). In both cases, consolidation with adjacent parcels will be required to make development feasible.

Figure 15 Designated Areas, Zoned and Un-zoned



### 6.3.3. Land Ownership

Land ownership patterns do not support consolidation. In the Clearbrook Industrial area, only seven landowners control multiple adjacent parcels for a total of 36 acres (14 parcels). Of these seven landowners, none control more than two parcels and few are contiguous. Of the 81 parcels designated, but not zoned as industrial, 67 are owned by separate individuals or corporations. This makes it extremely difficult to assemble significant numbers of parcels to make development viable. According to the City of Richmond's *Industrial Strategy*,<sup>19</sup> a typical business park requires 45 to 60 contiguous acres.

On a City-wide basis, out of a total 140 parcels remaining, there are 110 individual property owners. With 78% of the parcels owned by separate individuals, and with an average lot size of less than 1.64 acres, the already complex process of land assembly is exacerbated.

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<sup>19</sup> City of Richmond, *Industrial Strategy*, 1999.

## 7.0 COMMUNITY LAND REQUIREMENTS

The fundamental questions this Plan has attempted to address with respect to land requirements are:

- What is the population capacity of the City of Abbotsford?
- How many jobs will Abbotsford require to meet the employment needs of its citizens at capacity?
- How much land will be required to accommodate the community's employment needs?

It must be emphasized that the capacity of the existing Urban Development Boundary (UDB) is 195,000 and that urban residential development will occur within the existing Boundary. All future urban residential development will be accommodated by directing residential development to the hillsides and into higher density housing forms in the urban core. Retail commercial and institutional development will also be accommodated within the existing UDB.

As the City's population increases, the need for additional employment opportunities will continue to grow. In order to meet the goals of building a sustainable community and regional self-sufficiency, Abbotsford must have an adequate supply of land to accommodate employment growth in all sectors. Additional industrial and business park lands must be identified in strategic locations.

### 7.1 INFLUENCING FACTORS

The City is facing a number of factors influencing long-range planning considerations:

- The impact of the airport as a transportation hub, continued economic growth in the Fraser Valley, and a scarcity of land in other jurisdictions, will increase demand for industrial land in Abbotsford.
- Abbotsford International Airport will more fully develop as a secondary airport as land supplies adjacent to Vancouver International Airport reach build-out;
- Economic drivers of the community will remain: agriculture, aerospace, health care, precision manufacturing, general manufacturing, services and government.
- Continued agricultural intensification will result in additional demand for agriculture support industries;
- Without adequate land supply, agriculture support industries and food processors may relocate to more distant communities, possibly increasing costs and inconvenience for local farmers;
- Rural water infrastructure will reach capacity, limiting the City's ability to provide adequate services in these areas, unless there are significant infrastructure upgrades;
- In order for the City to remain economically sustainable in the provision of civic services, business growth must keep pace with residential growth.
- The City's population capacity within the current Urban Development Boundary is 195,500;
- The Lower Mainland population will grow to as much as 3.1 million by 2021 and 3.5 million by 2031;

- The City's labour force will grow from 78,000 in 2001, to as much as 129,300 by 2021;
- The City will require as many as 89,600 jobs, if high estimates are met;
- The City will maintain a youthful demographic profile and continue to experience high birth rates, unlike other communities in the Lower Mainland;
- Redevelopment of industrial lands in the inner portions of the GVRD will continue;
- Industrial floor space ratios will increase over time as land is used more efficiently;
- Gravel extraction will continue on Agricultural Land Reserve lands as the Lower Mainland population increases;
- The City will implement policies and strategies that will remove barriers currently restricting development on non Agricultural Land Reserve Lands.
- The City will work with the private sector to develop land use studies, infrastructure plans, community servicing plans and incremental pre-servicing agreements to encourage development of un-serviced and difficult to assemble lands outside the ALR.

## **7.2 CONSISTENCY WITH GVRD ESTIMATES**

The City is part of a much larger economic region and, consequently, cannot estimate future requirements in isolation from the rest of the Lower Mainland. The most responsible approach to determining future requirements is to analyze:

- expected activity in other parts of the lower mainland;
- historical and projected development patterns in communities sharing similar growth, economic, and demographic profiles; and
- regional population, housing, employment, labour force and floor space projections prepared for the Greater Vancouver Regional District in 2003.

In determining future land and employment requirements, the City has looked at a range of possible futures based on:

- floor space demand based on estimated industrial floor space per capita;
- land requirements based on estimated floor space per capita and development density;
- employment demand based on anticipated floor space;
- employment demand based on future population and labour force growth;
- industrial job estimates based on future floor space per employee;

## **7.3 COMMUNITY REQUIREMENTS BASED ON EMPLOYMENT DEMAND**

The methodology to forecast land demand based on employment projections follows a set of growth assumptions consistent with other lower mainland jurisdictions FVRD, GVRD and based on Statistics Canada and BC Stats data.



The key growth assumptions are:

- population upon residential build-out within current UDB 195,000
- projected job/population ratio 0.40
- 2001 net labour force with a fixed place of work in Abbotsford 35,965
- square foot/job 500
- average gross Floor Space Ratio for new industrial development 0.25

Based on the above assumptions, Abbotsford can anticipate community requirement for approximately 1,300 acres of land to meet the employment demand of the City upon build-out of the existing Urban Development Boundary

### 7.3.1 Population Growth

The key factor driving demand for institutional, commercial, and industrial services and land requirements is population growth. The growth estimates used in this plan are based on BC Stats mid-year municipal estimates that take into account the estimated Census undercount.

The population of the Abbotsford area was approximately 31,033 in 1971. By 2001, the population had reached 120,501, an increase of 89,468 persons over a thirty year period. According to BC Stats mid-year estimates, Abbotsford's average annual growth rate over the past 20 years was 4.0%. A population of 195,000 by 2021 will require an average yearly growth rate of 2.3%. The most recent estimated growth rate between 2002 and 2003 was 2.3%.

The controlling factor impacting population growth in Abbotsford is the existing Urban Development Boundary (UDB). The City of Abbotsford remains committed to not expanding the UDB to accommodate residential development before the 195,500 population threshold is approached. As the City's population approaches 195,000 the residential lands identified within the UDB will be effectively built out. This population build-out represents a fundamental factor in projecting the community's future land needs for other institutional, commercial and industrial services. It must be noted, however, that there are Urban Reserve areas within the City that will accommodate additional population growth beyond the capacity of the existing UDB.

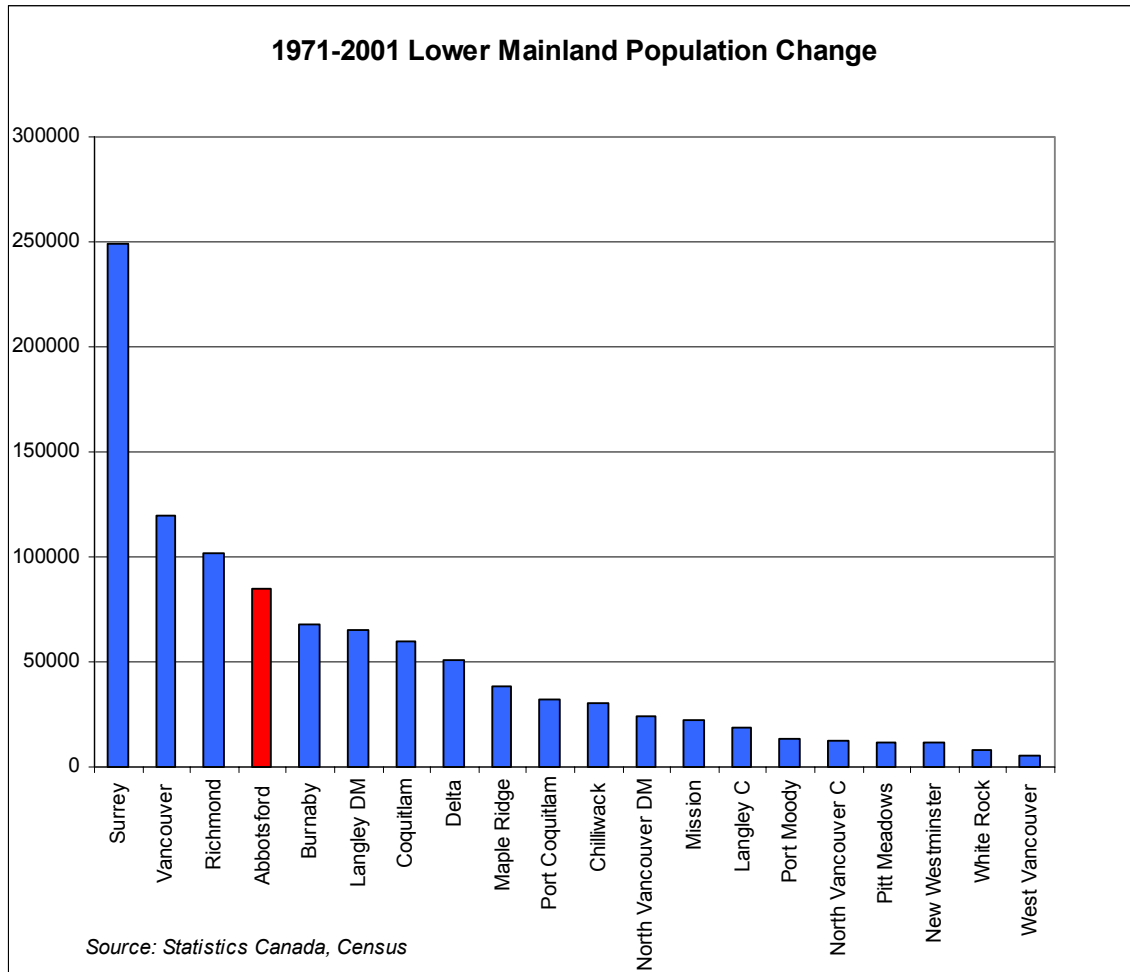
**Figure 16 Abbotsford Population Growth, 1921 to 2001**

Year	Population	Year	Population
1921	6,062	1971	31,033
1931	6,157	1976	41,757
1941	8,636	1981	56,246
1951	15,108	1986	68,386
1956	16,856	1991	89,262
1961	20,326	1996	109,538
1966	22,398	2001	120,501

*Statistics Canada Census – 1921 to 1971*

*BC Stats Mid-year estimates – 1976 to 2001*

**Figure 17 Lower Mainland Population Growth**



### 7.3.2 Employment Forecast

The *City in the Country Plan* uses a ratio of 0.40 jobs per person to forecast employment demand. The projected labour force with a fixed place of work is estimated to be 78,000 over the planning horizon of this study. This ratio is consistent with, or below other key planning documents that will be guiding development in the Lower Mainland (See Figure 20).

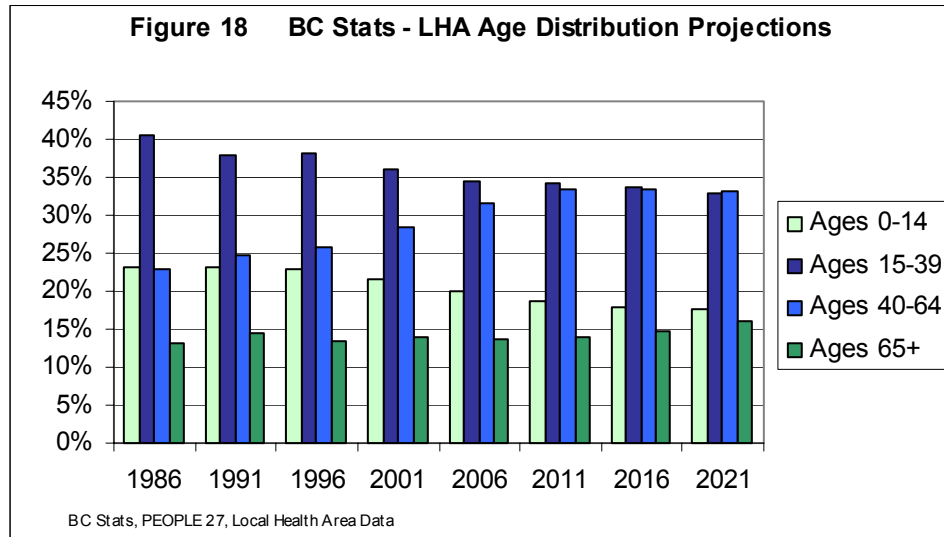
The high expectations for employment growth are consistent with projections indicating that more than 66% of the population will be between the ages of 15 and 65 well into 2020's.<sup>20</sup> Unlike other parts of the Lower Mainland, the FVRD and its constituent communities are expected to remain relatively young, resulting in continued employment demands. Participation rates are expected to remain high.

Recent analysis from the GVRD projects job growth for the FVRD of up to 82,000

<sup>20</sup> BC Stats, P.E.O.P.L.E. 27, Local Health Area Data

additional jobs between 2001 and 2021.<sup>21</sup> The job per capita ratio for the FVRD is projected to increase to 0.42 resulting in a total of 179,250 jobs in the FVRD. The number of jobs in Abbotsford could exceed 89,600 if one assumes that 50% of the region's jobs will locate in Abbotsford, resulting in a ratio of 0.45 jobs per capita. This scenario assumes that the current regional job share will remain constant.

A second scenario based on the Urban Futures FVRD average of 0.42 jobs per capita, estimates that the total number of jobs in Abbotsford could reach 82,149.



**Figure 19 Labour Force Participation Rates – Abbotsford 1981 to 2001**

	Participation Rate
2001 Census	67.0
1996 Census	66.2
1991 Census	65.9
1986 Census	62.5
1981 Census	62.3

Source: Statistics Canada, 1981 to 2001 Census

<sup>21</sup> Urban Futures Inc., *Context For Change*, 2003

**Figure 20 Lower Mainland Population and Employment Projections Over Time**

	Abbotsford		FVRD		GVRD		Lower Mainland	
	2021	2031	2021	2031	2021	2031	2021	2031
Change and Growth in the Fraser Valley Regional District: Projections and Targets for Population Growth (Urban Futures Institute for FVRD 1996) (PEOPLE - BC Stats projections)								
PEOPLE 18	n/a	n/a	347,000	n/a	2,676,000	n/a	3,023,000	n/a
2021 trends	n/a	n/a	459,000	n/a	2,564,000	n/a	3,023,000	n/a
PEOPLE 21	n/a	n/a	377,000	n/a	2,923,000	n/a	3,300,000	n/a
2021 LRS	n/a	n/a	624,000	n/a	2,676,000	n/a	3,300,000	n/a
GVRD Targets	n/a	n/a	736,000	n/a	2,564,000	n/a	3,300,000	n/a
2021 trends	n/a	n/a	736,000	n/a	2,564,000	n/a	3,300,000	n/a
2021 LRSP	n/a	n/a	347,000	n/a	2,953,000	n/a	3,300,000	n/a
FVRD Target	n/a	n/a						
Context for Change and Growth in the Fraser Valley Region District, (Urban Futures Institute) for FVRD January 1997)								
2021 LRS	n/a	n/a	635,000	n/a	2,676,000	n/a	3,311,000	n/a
GVRD Targets	n/a	n/a	747,000	n/a	2,564,000	n/a	3,311,000	n/a
2021 trends	n/a	n/a						
021 LRSP GMS	n/a	n/a	391,000	n/a	2,920,000	n/a	3,311,000	n/a
% shares	n/a	n/a						
2021 LRSP	n/a	n/a	359,000	n/a	2,953,000	n/a	3,311,000	n/a
FVRD Target	n/a	n/a	401,717	n/a	n/a	n/a	n/a	n/a
Pop (Table 3)	198,385	n/a						
Pop	210,000	n/a	450,000	n/a	2,770,895	n/a	3,220,895	n/a
Jobs L	72,416	n/a	163,000	n/a	1,404,000	n/a	1,567,000	n/a
Jobs H	84,000	n/a	188,000	n/a	1,476,000	n/a	1,664,000	n/a
Jobs/capita	0.35 to 0.40	n/a	0.36 to 0.42	n/a	0.5 to 0.53	n/a	0.48 to 0.51	n/a
Commercial and Industrial Real Estate Development Trends and Forecasts for the Greater Vancouver Region - 1991 to 2021. (Royal LePage for GVRD, August 2003)								
Pop	n/a	n/a	n/a	n/a	2,072,200	n/a	n/a	n/a
Jobs	n/a	n/a	n/a	n/a	1,006,200	n/a	n/a	n/a
Population Growth Component GVRD and FVRD. (BC Stats 26 Feb, 2004)								
Context for Change Management: Changing People in a Changing Region. Projections of People, Housing, Labour Force Participation, Employment in the Lower Mainland, 2001 to 2031. (Urban Futures for GVRD, 2003)								
Pop	n/a	n/a	348,300	399,600	2,702,100	2,975,700	3,050,400	3,375,300
Context for Change Management: Changing People in a Changing Region. Projections of People, Housing, Labour Force Participation, Employment in the Lower Mainland, 2001 to 2031. (Urban Futures for GVRD, 2003)								
Pop	n/a	n/a	408,564	511,399	2,680,896	2,987,824	3,089,459	3,499,223
Jobs	n/a	n/a	179,200	215,600	1,420,800	1,541,200	1,599,800	1,756,800
Jobs/capita	n/a	n/a	0.44	0.42	0.53	0.52	0.52	0.50
Dwell	n/a	n/a	163,500	201,700	1,117,800	1,267,200	1,281,300	1,468,900
FVRD Draft Regional Growth Strategy (FVRD 2004)								
Pop	210,000	n/a	450,000	n/a	n/a	n/a	n/a	n/a
Jobs L	73,000	n/a	163,000	n/a	n/a	n/a	n/a	n/a
Jobs H	84,000	n/a	188,300	n/a	n/a	n/a	n/a	n/a
GVRD Regional Growth Strategy Model 4.0								
Pop	n/a	n/a	386,500	455,200	2,763,400	3,106,700	3,149,900	3,561,900
Jobs	n/a	n/a	160,200	191,700	1,432,400	1,617,700	1,592,600	1,809,400
City of Abbotsford (2004)								
Pop	195,594	218,000	n/a	n/a	n/a	n/a	n/a	n/a
Jobs L	68,458	76,300	n/a	n/a	n/a	n/a	n/a	n/a
Jobs H	88,017	98,100	n/a	n/a	n/a	n/a	n/a	n/a
Dwell	69,855	77,857	n/a	n/a	n/a	n/a	n/a	n/a

LRS = Livable Region Strategy, Greater Vancouver Regional District  
 LRSP = Livable Region Strategic Plan, Greater Vancouver Regional District  
 RGS = Regional Growth Strategy, Fraser Valley Regional District  
 PEOPLE projections = population projections and estimates, revised yearly, BC Stats  
 Jobs H = High estimate of jobs, Jobs L = Low estimates of jobs

**Figure 21 2001 Labour Force Participation Rates - Lower Mainland**

Geography	Participation rate M + F	Participation Rate Male	Participation Rate Female
Fraser Valley H	75.0	82.9	65.5
Port Moody C	73.5	77.8	69.4
Port Coquitlam C	72.6	78.3	67.2
Langley DM	71.8	76.7	67.1
Pitt Meadows DM	71.5	77.5	65.9
North Vancouver C	71.2	75.7	67.2
North Vancouver DM	69.9	75.5	64.6
Maple Ridge DM	69.2	75.6	63.0
Delta DM	69.1	74.9	63.6
Coquitlam C	67.2	73.0	61.6
Abbotsford C	67.0	74.1	60.3
Surrey C	67.0	73.6	60.6
New Westminster C	67.0	72.4	61.8
Mission DM	66.2	72.2	60.2
Greater Vancouver Regional District	66.2	71.6	61.1
Langley C	65.9	73.1	59.6
British Columbia	65.2	70.7	59.9
Vancouver C	65.1	69.2	61.1
Fraser Valley Regional District	65.0	71.8	58.4
Greater Vancouver A	64.1	70.6	57.7
Richmond C	63.3	68.7	58.4
Burnaby C	62.5	67.8	57.5
White Rock C	58.9	66.3	52.8
West Vancouver DM	57.8	66.1	50.7

Source: Statistics Canada, 2001 Census

**Figure 22 GVRD 2001 TO 2021 Industrial Floor Space Change**

2001 TO 2021 CHANGE	Industrial inventory (sq ft) Change	Employment in Industrial Change	Total Employment Change	% Industrial Employment of Total New Employment	Population Change
Surrey/White Rock	32,624,000	45,300	91,500	50%	175,400
the Langleys	19,563,000	27,800	42,400	66%	70,000
Delta	11,074,000	12,600	7,500	168%	7,400
Ridge-Meadows	7,213,000	11,000	14,700	75%	31,700
Northeast Sector	5,954,000	6,500	56,400	12%	124,900
Richmond	4,750,000	200	39,800	1%	35,700
Burnaby/New West	195,000	-7,200	60,300	-12%	107,500
North Shore	91,000	-1,100	18,500	-6%	17,700
Vancouver	-575,000	-6,700	74,200	-9%	99,100
<b>GVRD Net Change</b>	<b>80,889,000</b>	<b>88,400</b>	<b>405,300</b>	<b>22%</b>	<b>669,400</b>

Sorted by Industrial Floor Space Inventory

Based on: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Royal LePage (for the GVRD), September 2003.

**Figure 23 2001 and 2021 Regional Employment Projections and Estimates**

	<b>FVRD</b>	<b>GVRD</b>	<b>Lower Mainland</b>
2001 Employment	97,191	1,061,889	1,159,080
2021 Employment	179,249	1,420,621	1,599,870

*A Context for Change Management in the Lower Mainland, Urban Futures Inc., 2003.  
City of Abbotsford Development Services*

Forecasts of Lower Mainland economic and employment growth suggest that Employment demand in the GVRD will result in the creation of between 360,000 and 400,000 jobs by 2021, with the greatest growth occurring in the three high growth areas: Surrey/White Rock, the Langleys and Delta.

According to the 2001 Census, the City of Abbotsford labour force with a regular place of work is 41,520. The Census also determined an inflow of 10,595 jobs and an outflow of 16,150 jobs resulting in a net export of 5,555 jobs. Based on the 2001 Census data, the Abbotsford economy supports 35,965 jobs with a fixed place of work.

In order to meet the job needs of Abbotsford's projected population, a further 42,035 jobs must be supported within the local economy. The existing commercial, institutional and industrial land base is expected to absorb up to 14,000 of these new jobs, representing a 40% increase of jobs on the current land base. Furthermore, City policies and bylaws that support a broader range of uses and higher densities in industrial and business parks will be necessary in order to meet the city targets for projected land requirements.

**Figure 24 2001 Commuter Flow In and Out of Abbotsford**

<b>2001 In-Commuters</b>		<b>2001 Out-Commuters</b>	
Place of residence	Total	Place of work	Total
Chilliwack (C))	2,820	Langley (DM)	3,980
Mission (DM)	2,330	Surrey (C)	3,075
Langley (DM)	1,680	Mission (DM)	1,810
Surrey (C)	1,345	Burnaby (C)	1,030
Maple Ridge (DM)	305	Chilliwack (C)	1,020
Vancouver (C)	270	Langley (C)	1,005
Langley (C)	240	Vancouver (C)	895
Burnaby (C)	215	Delta (DM)	635
Coquitlam (C)	210	Richmond (C)	605
Fraser Valley E (RDA)	155	Maple Ridge (DM)	465
Fraser Valley H (RDA)	135	New Westminster (C)	385
Delta (DM)	130	Coquitlam (C)	355
Fraser Valley G (RDA)	105	Pitt Meadows (DM)	140
Richmond (C)	95	Port Coquitlam (C)	135
New Westminster (C)	80	White Rock (C)	115
Kent (DM)	70	North Vancouver (DM)	105
Port Coquitlam (C)	70	Whonnock 1 (R)	75
Fraser Valley F (RDA)	65	North Vancouver (C)	60
White Rock (C)	65	Kent (DM)	45
Port Moody (C)	55	Fraser Valley F (RDA)	45
Hope (DM)	40	Fraser Valley E (RDA)	30
North Vancouver (DM)	40	Greater Vancouver A (RDA)	30
Tzeachten 13 (R)	30	Toronto (C)	25
Pitt Meadows (DM)	25	Port Moody (C)	25
West Vancouver (DM)	20	Lacombe (T)	20
		West Vancouver (DM)	20
		Victoria (C)	20
	10,595		16,150

*Profile of Labour Force Activity, Class of Worker, Occupation, Industry, Place of Work, Mode of Transportation, Language of Work and Unpaid Work, for Canada, Provinces, Territories, Census Divisions and Census Subdivisions, 2001 Census. File Name: SSA133 comp 5.IVT Author: 2001 Census - Statistics Canada 95F0490XCB01001*

**Figure 25 City of Abbotsford 2001 Labour Force**

<b>Regular Place of Work (RPW)</b> not including people working from home or without a regular work place	
Employed RPW	
Labour Force (RPW)	41,520
Population (2001 Census)	115,463
<b>Live and Work in Abbotsford</b> not including people working from home or without a regular work place	
Place of residence / Place of work	
Abbotsford (C) / Abbotsford (C)	25,370
Job Inflow / Abbotsford (C)	10,595
<b>2001 Abbotsford Jobs (Census)</b>	<b>35,965</b>
Population (Census)	115,463
<b>2001 Job Export</b>	
Employed RPW	
Inflow	10,595
Outflow	16,150
Job Export	(5,555)

RPW= Regular Place of Work  
Statistics Canada, 2001 Census

### 7.3.3 Employment's Relationship to Floor Space

Employment estimates derived from floor space will ultimately depend on the types of industrial activities expected to occur. Nationally, the square feet required per job ranges between 600 and 900 square feet per employee. The City's current ratio is approximately 850 square feet per employee. Food processing plants, pallet plants, sawmills, warehouses and other industrial businesses on lands outside the designated areas, zoned many years ago, are included in the current industrial floor space inventory. The recent trend to more flexible uses within the City's industrial areas will result in higher densities and higher number of square employees per square foot of floor space.

The employee to floor space ratio will decrease as more intensive industrial uses are established in the City. The target is to reduce the ratio to 500 sq ft per employee in order to ensure that the 27,000 to 34,000 employment demand is met in Abbotsford.

**Figure 26 Potential New Industrial Jobs - Based on Square Feet per Job**

New jobs not absorbed into the current land base	500 sq. ft. per employee	(Royal LePage – 2021 est GVRD) 635 sq. ft. per employee
28,000	14,000,000 sq. ft.	17,780,000 sq. ft.



To achieve these employment targets, a density of between 19 and 22 jobs per acre will be required in the additional 1,300 acres identified by this Plan. The resulting density is consistent with employment estimates in adjacent industrial areas in the GVRD, such as Gloucester Estates. The actual amount of land required will depend on the mix of business-park and light industrial uses.

The City's commercial areas, agricultural operations, institutions (such as schools and hospitals), home-based businesses, and the airport will absorb a further 14,000, or more, jobs.

The projection of 14 million square feet of new industrial floor space is in line with historical industrial floor space trends. Since 1987, industrial floor space in Abbotsford has almost tripled. This represents a 15 year average of 6.1% annually even though growth in recent years has been significantly impacted by a constrained supply of land available for industrial development. Applying the 15 year historical growth rate over the next twenty years results in an increase of over 15 million square feet by 2023.

**Figure 27 Historical Industrial Floor Space Estimates**

	Inventory		%
	Sq. m.	Sq. ft	Increase
1987	221,958	2,389,485	--
1988	230,760	2,484,230	3.97%
1989	251,339	2,705,743	8.92%
1990	267,116	2,875,567	6.28%
1991	292,079	3,144,269	9.34%
1992	315,948	3,401,195	8.17%
1993	337,919	3,637,691	6.95%
1994	354,536	3,816,556	4.92%
1995	363,849	3,916,801	2.63%
1996	399,585	4,301,243	9.82%
1997	419,506	4,515,678	4.99%
1998	441,736	4,754,967	5.30%
1999	476,914	5,133,636	7.96%
2000	531,921	5,725,732	11.53%
2001	561,628	6,045,504	5.58%
2002	590,039	6,351,330	5.06%
2003	616,693	6,638,242	4.52%

*Based on 1996 BC Assessment Authority data and building permit statistics*

*Figures prior to 1995 may not include all former District of Abbotsford Industrial Areas or Data*

**Figure 28 Projected Floor Space Increase 2003 to 2023 – based on 15 yr historical average**

	Sq. m.	Sq. ft
2003	616,693	6,638,242
2008	829,175	8,925,452
2013	1,114,866	12,000,716
2018	1,498,994	16,135,561
2023	2,015,472	21,695,066

6%	15 year average % increase
15,056,824	Additional Floorspace – 2003 to 2023

### 7.3.4 Floor Space ratio

The current city-wide average industrial floor space ratio in Abbotsford is 0.17. The City in the Country Plan target is to increase the industrial FSR to an average 0.25. This will represent approximately a 50% increase in industrial floor space densities. The economic impact of rising land and development costs will require industrial developers to consider more dense building forms of development. An average 0.25 FSR is consistent with the FSR's in communities immediately to the west of Abbotsford.

**Figure 29 Average Industrial Floor Space Ratio - 1997**

City	Average FSR
Abbotsford (est. gross density)	0.17
Burnaby	0.39
Coquitlam	0.29
Delta	0.30
Langleys	0.22
New Westminster	0.46
Port Coquitlam	0.33
Port Moody	0.54
Richmond	0.43
Surrey	0.23
Vancouver	0.65

*Lower Mainland Employment Study, GVRD et al and City of Abbotsford Development Services*

## 7.4 REQUIREMENTS BASED ON FLOOR SPACE DEMAND

Abbotsford currently has approximately 50 square feet of industrial floor space per capita. It is expected to increase to between 100 and 110 sq ft per capita, bringing the City closer to the Langleys current ratio of almost 98 sq feet per capita. The Royal LePage study estimates that floor space per capita in the Langleys will increase to 166 by 2021.

Part of Abbotsford's additional growth will come as a result of increased economic activity generated by the Abbotsford Airport. The Abbotsford Airport Authority estimates that passenger traffic will grow from the current 375,000 passengers per year to a million

passengers per year within a decade. Expansion of aerospace facilities and other non-passenger aviation uses will also occur.

There is a high degree of variability at the sub-area level. Surrey/White Rock, the Langleys and Ridge-Meadows are projected to see between 50% and 75% of their job growth in industrial areas. Burnaby/New Westminster, the North Shore and the City of Vancouver will see a decline in industrial employment.

There is no reason to believe that Abbotsford’s employment distribution will be markedly different from that in Surrey, Langley or Ridge-Meadows, given the similar growth, economic and demographic profiles of the four areas.

A 2021 inventory of 21.5 million square feet of industrial floor space represents an increase of approximately 15.4 million square feet. This total is consistent with projected increases in Surrey, the Langleys, and Delta.

**Figure 30 Industrial Floor Space Per Capita Estimates – 2001 and 2021**

	2001 pop	2001 fs Sq. ft.	fs/capita	2021 pop	2021 fs Sq. ft.	fs/capita
Burnaby/New Westminster	259,300	28,212,000	109	366,800	28,407,000	77
Delta	101,600	18,470,000	182	109,000	29,544,000	271
Langleys	115,800	11,344,000	98	185,800	30,907,000	166
North Shore	186,000	4,681,000	25	203,700	4,772,000	23
Northeast Sector	196,000	10,909,000	56	320,900	16,863,000	53
Richmond	171,400	27,066,000	158	207,100	31,816,000	154
Ridge-Meadows	81,400	1,650,000	20	113,100	8,863,000	78
Surrey White Rock	382,100	22,486,000	59	557,500	55,110,000	99
Vancouver	578,600	21,597,000	37	677,700	21,022,000	31
GVRD	2,072,200	146,415,000	71	2,741,500	227,305,000	83
Abbotsford*	121,300	6,045,504	50	195,500	21,505,000	110

\*City of Abbotsford estimates. 2021 target of 110 fs/capita.  
 Population based on BCStats 2002 mid-year municipal estimates.  
 GVRD data from: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Royal LePage, September 2003.

The implication of projected floor space on land requirements is dependent upon the average density assumed for the new industrial floor space. Densities of industrial development will vary by location and type of development. Industrial densities typically range between 0.20 FSR and 0.30 FSR based on gross land area.

**Figure 31 Projected Industrial Employment Land Requirement (based on Industrial Floor Space per Capita)**

195,000 Population IFS/Capita	Projected New Industrial Space (sq ft)	Net Land Requirement by Floor Space Ratio (FSR) ACRES			
		0.15	0.25	0.35	0.45
100	13,729,869	2,101	1,261	901	700
105	14,704,869	2,251	1,350	965	750
110	15,679,869	2,400	1,440	1,028	800
115	16,654,869	2,549	1,529	1,092	850

It is important to note that land area calculations derived from Floor Space Ratios represent NET land requirements as opposed to GROSS land requirements. This means that the actual gross land required may be significantly higher than net requirement. It is anticipated that Abbotsford's average FSR will move from present levels of 0.17 and approach 0.25 over the next 20 years, as more land efficient development occurs. The net developed densities, after environmental constraints, road rights of ways, ALR buffers, and other constraints are taken into account, will ultimately be higher.

The amount of developable area lost to environmental and other constraints can be significant. For example, of the 55 gross acres subject to the Progressive Way development, twenty-five acres (almost 50%) were lost to fisheries non-disturbance area dedication, as required by the federal Department of Fisheries and Oceans. Similarly, another site currently under application will see only 7 acres out of the original 24 acre site being developed due to fisheries constraints.

## **7.5 INDEPENDENT REVIEW OF CITY IN THE COUNTRY PLAN DEMAND ANALYSIS**

Royal LePage Advisors conducted an independent review of the methodology and conclusions in the *City in the Country Plan*. Royal LePage was responsible for the *Commercial and Industrial Trends and Forecasts for the Greater Vancouver Region* report, released by the GVRD in September 2003. Based on this recently completed work, Royal LePage is best positioned to provide an informed opinion of potential industrial and employment demand in the Abbotsford sub-region (See page ix).

Highlights of the Royal LePage review included:

- The City in the Country Plan uses reasonable methods of analysis
- Conclusions are consistent with the GVRD Study
- Majority of new industrial development in Greater Vancouver is expected to locate in the Fraser Valley
- The City in the Country Plan projection of 500 square feet per employee is below the national average of 600 to 900 square feet per employee
- The employment forecast of 0.40 jobs per person is supportable based on projected population age distribution and participation rates over the planning horizon of the study
- The target FSR of 0.25 is applied to the gross land area. This is below the FSR of 0.40 typically applied in major markets. However 0.40 is typically applied to a buildable lot and not the gross land area of a large undeveloped block of land.
- The floor space projections are influenced by City's target of not being a net exporter of jobs. This is an ambitious target and the success of achieving this objective will impact floor space and land demand.
- Under any economic assumptions Abbotsford will need a significant number of additional acres of industrial zoned land over the next 20 years.

## 7.6 TWENTY YEAR LAND REQUIREMENT

Based on analysis of existing land supply, anticipated floor space requirements, floor space ratios, and long-term population and employment growth, the City will require 1,300 acres to accommodate anticipated industrial and business park demand.

## 7.7 REQUIREMENTS BASED ON ECONOMIC SUSTAINABILITY

Sustainability for Abbotsford, as for any other community, means attaining a state of economic well being that includes remaining financially solvent at the municipal governance level. This implies an adequate tax base to service the needs of all sectors, including agriculture. An overburdened residential or agricultural tax base, without significant contributions from business and industrial assessment, will not allow the full range of servicing and governance needs to be either fully met, or met in a timely manner.

In order for the City to remain economically sustainable in the provision of civic services, business growth must keep pace with residential growth. Otherwise, local government is at risk of destabilizing its tax base and putting unreasonable pressure on residential and farm class properties in order to fund basic services such as police, fire, and recreation and civic infrastructure such as dyking, drainage, water, and roads.

**Figure 32 City's Tax Assessment and Revenue Ratios**

2002 ASSESSED VALUE					
	Abbotsford Assessed Value		OCP Land Area (Gross)		
	Value	% total	hectares	acres	% total
Residential	5,992,459,807	81%	4,396	10,858	12%
Business	1,191,298,386	16%	1,633	4,034	5%
Farm	134,604,082	2%	27,075	66,875	75%
Other	64,478,264	1%	2,928	7,232	8%
Total	7,382,840,539	100%	36,032	88,999	100%
2002 TAX REVENUE					
	Abbotsford Tax Revenue		OCP Land Area (Gross)		
	Revenue	% total	hectares	acres	% total
Residential	35,690,433	63%	4,396	10,858	12%
Business	17,424,279	31%	1,633	4,034	5%
Farm	1,586,160	3%	27,075	66,875	75%
Other	2,182,892	4%	2,298	7,232	8%
Total	56,883,764	100%	36,032	88,999	100%

Sources: Ministry of Community, Aboriginal and Women's Services, 2002; City of Abbotsford Official Community Plan  
 Residential includes areas not yet developed  
 Other includes rural residential, limited use, urban reserve and institutional

As shown in Figure 33, current general taxation revenues from the 157 properties identified by this study are \$387,000 per year. The same parcels, at full industrial and business park build-out, will generate between \$10.3 million and \$11.6 million in tax revenue per year (based on assessed values and tax rates existing in 2003 and 2004). Such additional tax revenues could ensure that infrastructure in rural areas will be maintained and improved on an on-going basis.

**Figure 33 General Taxation Impact – Candidate Properties**

City of Abbotsford Analysis of Proposed Agricultural Land Reserve Property Withdrawal of 157 Properties 3-Jul-03, March 2004 update					
<b>Current Contribution to General Taxation Land and Improvements, 157 properties affected</b>					
O.I.C. Tax Class	Assessed Value Land and Improvements		General Tax Rates	General Tax Revenue	
1	39,064,000		5.782332	225,881	
6	9,297,800		14.66833	136,383	
9	2,064,200		12.23783	25,261	
<b>Land Improvements</b>	<b>50,426,000</b>			<b>\$ 387,525</b>	
<b>Estimated Future Contribution to General Taxation 157 Properties affected</b>					
Land No. of Acres	Approximate Assessed Value Per Acre	Estimated Assessed Value	General Tax Rate (O.I.C. Class 6)	Range General Tax Revenue	
				Low	High
1,314	190,000	249,660,000	14.66833	3,662,095	--
	230,000	302,220,000	14.66833	--	4,433,063
Improvements Square feet	Approximate Value per Sq. Ft.	Estimated Assessed Value	General Tax Rate (O.I.C. Class 6)	General Tax Revenue	
				Low	High
13,000,000	35	455,000,000	14.66833	6,674,090	--
14,000,000	35	490,000,000	14.66833	--	7,187,482
<b>Land and Improvements</b>				<b>10,336,185</b>	<b>11,620,545</b>

Source: City of Abbotsford, Corporate Services Department

\*all calculations are based on assessed values and tax rates existing in 2003

## 7.8 LOOKING BEYOND THE TWENTY-YEAR HORIZON

The twenty year planning horizon used the *City in the Country Plan* is consistent with other planning initiatives in the Lower Mainland. The question as to what happens beyond the twenty year horizon is legitimate. It can be partially answered by looking at the more mature cities of the Lower Mainland's urban core. In Burnaby and Vancouver, where development has, for the most part, reached capacity, the nature of industrial/business development is quite different from the outer suburbs, with significantly higher densities. Burnaby is transitioning to more intensive development, with older industrial areas, developed in the 1960s and 1970s, redeveloping. Lake City, at the base of Burnaby Mountain, is an example of this shift from warehousing to more dense business-oriented development.

Between 2021 and 2031, growth pressures experienced during the first two decades of the 21st Century will begin to wane as an aging population, increasing land costs, and technological change influences forms of development. Knowledge and service based industries will continue to grow in importance. It is anticipated that lands developed in the 1980s, 1990s will, by the 2020's, be ready to redevelop at higher densities than before, thus reducing pressures on surrounding lands.

The Agricultural Land Reserve will not be a land bank for Abbotsford. The Current Urban Development Boundaries provide an adequate supply of residential and retail commercial land to support a population of 195,000. The City has long advocated densification in its urban core, as demonstrated by the significant number of multi-family developments in the City, and this approach will continue. Population growth beyond this level, and the accompanying residential and commercial development, will be accommodated in additional lands as designated as "Low Density Urban Reserve" in the City's Official Community Plan and in the Regional Growth Strategy's "Urban Growth Boundaries". No residential or major retail commercial development will occur in lands identified in the City in the Country Plan.

## 8.0 MEETING THE COMMUNITY NEED

The City must generate more than 42,000 jobs in order to meet the needs of its citizens. This requires a land base that will meet these job requirements. All reasonable options have been examined and several initiatives are being pursued, taking into consideration the importance of supporting the agricultural sector. These options include:

- higher density development within the Urban Development Boundary;
- developing the existing inventory of undeveloped industrial and business-park land; and
- Agricultural Land Reserve exclusion as a last resort.

### 8.1 INTENSIFICATION OF EXISTING DESIGNATED LANDS

The community must do more with the land it presently has. More than 14,000 new jobs must be absorbed within the existing Urban Development Boundary and in agricultural operations, in order to meet the targets established in the *City in the Country Plan*. This number of jobs represents 40% of the city's current labor force with a fixed place of work. In order to achieve such levels, the city's jobs per acre density for business-oriented lands will have to increase significantly from the current City-wide 8.7 jobs per acre (gross) to 14.8 jobs per acre.

An important component of building community sustainability is the broad intensification of land uses in all sectors.

- ***The average density of new development will increase***

Abbotsford's overall industrial development density has historically averaged 0.17. The average density in some of Abbotsford's newest industrial developments has already increased substantially. On Progressive Way, in the northwest corner of the Clearbrook Industrial Area, the floor space ratio of facilities built over the past five years averaged 0.49, significantly higher than other developments. It is important to consider, however, that the resulting floor space ratio in this specific area is based on net developed area. In this particular case, only half of the original parcel was developable due to fisheries non-disturbance area requirements.

While business park and light industrial uses will be more land efficient, other industries, such as those associated with transportation, warehousing, food and resource processing and manufacturing, will still require larger areas for outdoor storage of supplies, products, or machinery. The City expects that the future average FSR will approach 0.25.

Lands that are currently underutilized will be intensified over time. This will be achieved either through redevelopment or through additional development on undeveloped portions of the site.



- ***All land uses within the urban area will be intensified***

In order to meet anticipated employment within the existing Urban Development Area, intensification of all land uses is required. The Central Area Plan, currently in draft form, will be incorporated into the City's Official Community Plan. The objective of the Central Area Plan is to create a livable urban environment in which businesses will choose to locate in the Central Area, as opposed to seeking locations in the industrial areas.

Residential intensification has long been supported by the City's Official Community Plan, with almost one half of the housing inventory in multi-family form. This focus on increasing densities, and encouraging innovation, such as the Auguston community, will continue.

- ***On-farm employment will be encouraged***

With the intensification of agriculture, employment opportunities will also be generated in the agricultural portions of the City. The City will work with the agricultural community and Ministry of Agriculture, Food and Fisheries to gain a better understanding of the employment potential in this sector and the implications for future City services and infrastructure requirements.

Without a clear understanding of future infrastructure costs and the mechanisms to pay for such infrastructure, future intensification in the agricultural areas may be limited.

- ***Abbotsford International Airport***

Development at the Abbotsford International Airport will be highly specialized and will cater to businesses requiring direct access to airport runways and other airport facilities.

## **8.2 EXISTING INDUSTRIAL LAND SUPPLY**

The City's inventory of industrial zoned land is approximately 29 acres (12 ha). A further 200 acres (81 ac) are designated for industrial development in the Official Community Plan, but have not converted to an industrial use. While 229 acres (93 ha) may appear, on the surface, to be a reasonable amount of land, a more detailed analysis of parcel size and land ownership tells a much different story. There are significant barriers preventing these lands from converting to industrial uses.

The 229 acre total is a significant overstatement of the actual usable industrial land supply in Abbotsford. As shown in Figure 34, lot configuration and ownership problems in Abbotsford's Industrial areas are considerable. The average lot size of all the remaining parcels in Abbotsford's Industrial Areas is 1.64 acres (0.66 ha). Of the 229 acres (93 ha) remaining, almost sixty percent of the parcels are under 5 acres (2 ha) in size. Of the 127 parcels smaller than 5 acres, more 57% are less than 1 acre (0.4 ha) in

size. The problem is further compounded by a lack of consolidation opportunities, with more than 78 percent of the remaining parcels owned by separate individuals or companies. Where land owners do hold multiple parcels, most are not contiguous.

**Figure 34 Remaining Designated Lands – Parcel Size and Ownership**

	< 2 ha (<5 ac)	2-4 ha (5-10 ac)	> 4 ha (>10 ac)	Total
Parcels	127	11	2	140
Owners	103	11	2	110
Total land area (ha)	54.7	28.5	9.6	92.7
Total area (ac)	135.2	70.4	23.7	229.3
Avg. parcel size (ha)	0.43	2.59	4.79	0.66
Avg. parcel size (ac)	1.06	6.40	11.83	1.64

*City of Abbotsford Development, 2004*

**Figure 35 Parcels Smaller than 2 ha (< 5 acres)**

Parcel size	Separate Parcels	Number of Owners
< 0.3 ha (< 0.7 ac)	68 parcels	46
0.3 – 0.9 ha (0.7 – 2.2 ac)	42 parcels	40
0.9 – 1.4 ha (2.2 – 3.4 ac)	10 parcels	10
1.4 – 2.0 ha (3.4 – 4.9 ac)	7 parcels	7

These parcels represent the remnants of the City's historical industrial land supply. Although there may be some opportunity for consolidation, the real supply of land to meet the City's industrial and business park needs is substantially less than the 228 acres that exist on paper.

To the extent that is possible, rendering these lands productive is important to meeting the City's land requirements. The City must therefore become an active participant by removing, where possible, barriers to development.

- **Strategic Investments by the City**

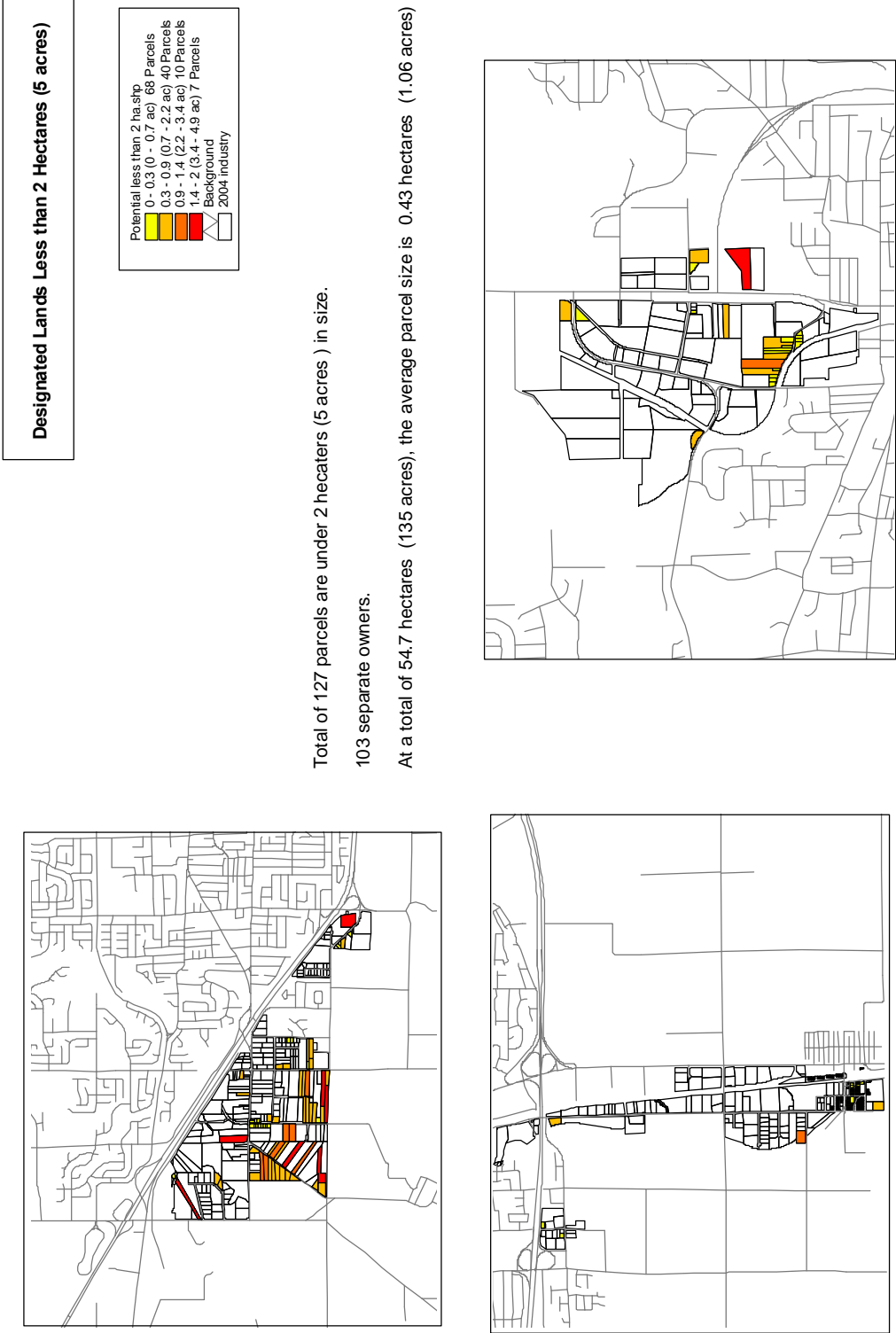
The City of Abbotsford will make strategic investments from reserves to finance land use planning studies, infrastructure design, community servicing plans, and incremental pre-servicing agreements on the affected lands.

Through a call for a "Requests for Expressions of Interest" (RFEOI), the City will identify the nature and magnitude of the investment required to stimulate private sector investment and to address the development barriers. The RFEOI process will identify the terms and conditions that will be applied to this public private partnership.

- **Replotting**

Through a combination of road closures, lot consolidations, and land exchanges, replotting will result in the creation of land parcels more appropriate for industrial purposes and will help meet the need for serviced industrial land in the area.

Figure 36 Parcels Smaller Than 2 Hectares (5 acres), Zoned and Un-zoned



NOTE: Some land may have been developed subsequent to this analysis.

2004 lands  
City of Okotoks Land Development Services, 2005



Poor lot configuration in Abbotsford's designated industrial areas is a significant barrier to development. The City will work with landowners in specific areas to create new parcels that will be more appropriate for industrial use. The City has successfully undertaken a similar action in the Huntingon area without resorting to a formal Replotting Scheme. In the Huntingon Replotting program, more than 15 acres of new industrial land supply were created in an area comprising small historical residential lots. The program involved more than 30 properties and included land exchanges and road closures. This program is a highly successful example of the City partnering with industry to create usable blocks of industrial land.

If necessary, the City will use Replotting Schemes, as described in Part 28 of the *Local Government Act* (Appendix F) to achieve this end. This approach may be used in the southern portion of the Clearbrook Industrial Area where the available lots are not suitable for industrial development without consolidation.

- ***Review Existing Commercial and Industrial Policies***

As part of the City's commitment to the Fraser Valley Regional District's growth management goal to achieve sustainable economic growth, the City must ensure that employment growth keeps pace with population growth. Intensification of existing industrial lands is only part of the solution. The City must also review non-residential development policies and regulations in order to identify barriers to the development of lands within the current Urban Development Boundary.

Current Official Community Plan policies, Zoning Bylaw provisions, and associated regulations, do not recognize the changing nature of business and industrial uses. The successful implementation of the Central Area Plan requires that City policies support opportunities for business uses that may otherwise choose to locate in business park locations. The City will implement mechanisms that will encourage the development of more sustainable industrial and commercial buildings, both in terms of land use intensity and infrastructure requirements. Mechanisms such as Development Cost Charges and expansion of the range of allowable uses in industrial zones will be used to encourage more intensive uses within the Development Area.

Even with the implementation of initiatives to increase densities in the existing Urban Development Area, the City can not meet its sustainability objective of sufficient jobs to meet its future population expectations. The land base must be expanded to support 28,000 additional jobs.

### **8.3 AGRICULTURAL LAND RESERVE EXCLUSION AS A LAST RESORT**

Intensifying uses on existing lands and removing barriers to development of non-Agricultural Land Reserve lands will not significantly improve the land supply limitations facing the City. As previously noted, future residential and major retail commercial development will be accommodated within the existing Urban Development Boundaries. Industrial and business park uses, however, have different land requirements.

As a last resort, the City is making application to the Provincial Agricultural Land Commission for the conditional exclusion of strategic lands to meet long-term needs. The City has identified 856 acres of land that will be subject to this application. A gap remains between the community need and lands that have been identified to meet this need. These lands have not yet been identified, and will be subject to a separate exclusion application at a future date.

## **9.0 AGRICULTURAL LAND RESERVE EXCLUSION PROPOSAL**

As discussed earlier in this Plan, the City of Abbotsford will meet future land and employment requirements through a number of mechanisms, including:

- increasing densities in existing industrial areas where possible;
- better utilizing industrial land, where the City has authority;
- intensifying land uses in other parts of the City by encouraging development that may otherwise locate in an industrial area, to locate in more appropriate, urban locations;
- encouraging on-farm employment; and
- removing barriers to development in non-ALR areas through: strategic City investments; replotting schemes; and, reviewing existing commercial and industrial OCP policies, Zoning Bylaw provisions and associated regulations.

These actions may provide short-term relief, but will not significantly improve the long-term land supply limitations facing the City. In order to meet the demand, approximately 1,100 acres of land currently in the Agricultural Land Reserve will be required. Knowing the importance of Agriculture to the City, Abbotsford understands that there is a cost associated with removing lands from the ALR and, consequently, is tying the removal of lands from the ALR to creating a Net Benefit to Agriculture.

A set of criteria was developed to identify and assess strategic lands. Locations throughout the City capable of potentially supporting business park and industrial development were assessed based on: agricultural capability; intensity of agriculture activity; buffering opportunities; proximity to the Urban Development Area; environment and geotechnical sensitivity; profile of potential uses; development potential; and, servicing costs. The evaluation eliminated lands within the floodplain and lands consisting of slopes greater than 10%, as shown in Appendix G.

A total of fourteen areas, as identified in Appendix M, were originally assessed. Six were dropped from consideration when they did not adequately meet the assessment criteria. In response to concerns raised during the public consultation process, the Clayburn area is no longer under consideration. The City also reconsidered lands immediately adjacent to the Gloucester Industrial Park in the Township of Langley. After the May 17 Public Hearing, Council chose to remove the area from consideration. The selection criteria and candidate sites are discussed in more detail in Appendix H.

It is important to note that two parcels in the Willband Creek floodplain were excluded from the Agricultural Land Reserve in 1991. At the time of the exclusion, fish and wildlife regulations of the day, and Ministry of Transportation and Highway requirements, were considerable and seen as impediments to developing the sites. Fisheries regulations relating to streamside development are now more stringent and it is unlikely that

development on these sites will be approved. The land has never been designated in the Official Community Plan for industrial use and has never been rezoned.

## **9.1 ASSESSMENT CRITERIA**

G. Runka Land Sense Inc. prepared the *Land Capability and Suitability for Agriculture* report and participated in the review of all candidate areas (Appendix I). The Candidate sites were assessed based on the following criteria, which were weighted according to relative value.

### **Land Capability for Agriculture**

Lands identified as having high agricultural land capability rank lower than lands with lower capability.

### **Agriculture Use Intensity**

Lands identified as having a high degree of agricultural use intensity rank lower than lands that have little or no agricultural activity.

### **Environment & and Geotechnical Sensitivity**

Lands considered to have higher risks rank lower than lands with limited environmental or geotechnical sensitivity. Examples of high sensitivity include: ravines, flood plain, the Abbotsford-Sumas aquifer etc.

### **Buffer Opportunities**

Lands with natural and man-made buffers, such as existing municipal roads or non-agricultural uses, rank higher than areas requiring significant buffering or having limited buffering opportunities.

### **Development Potential**

Lands having good development potential generally have good access, are in close proximity to existing bus routes, are in good proximity to urban amenities (i.e. restaurants, small stores, bank machines, dry cleaners etc.), and do not require extensive site preparation. Lands with these features rank higher than lands that do not have easy access to such features.

### **Servicing**

Lands with lower costs associated with providing municipal infrastructure (water, sewer, roads, etc.) rank higher than lands with high servicing costs. Lands that may also increase development pressure on the Agricultural Land Reserve as a result of additional servicing are also ranked lower.

### **Urban Containment**

Lands that minimize expansion of the Urban Development Boundary and that support the objective of a compact urban form rank higher than lands that encourage a more dispersed land use pattern

### **Use Profiles**

Areas capable of supporting the broadest range of uses, or a specialized use, rank higher than those areas capable of support a only a narrow range of uses.

## 9.2 DECISION MATRIX

DECISION MATRIX  
NOT RANKED

Weight	← Low High →								Assessment
	1	2	3	4	5	6	7	8	
	Use Profiles	Urban Containment	Servicing	Development Potential	Buffer Opportunities	Environment & Geotech Sensitivity	Agriculture Use Intensity	Land Capability	
Mount Lehman	2	2	2	1	2	2	1	-2	29
	2	4	6	4	10	12	7	-16	
Airport Reserve A + B	2	2	2	2	2	1	0	-2	20
	2	4	6	8	10	6	0	-16	
Cascade	2	2	2	2	2	1	-1	-2	13
	2	4	6	8	10	6	-7	-16	
Townline	2	2	2	2	2	1	-1	-2	13
	2	4	6	8	10	6	-7	-16	
Clearbrook	2	2	2	2	2	1	0	-2	20
	2	4	6	8	10	6	0	-16	
Neufeld	2	2	2	2	2	1	0	-1	28
	2	4	6	8	10	6	0	-8	
East Gloucester*	2	-1	-1	2	2	2	-1	-1	12
	2	-2	-3	8	10	12	-7	-8	
Mount Lehman South	1	2	2	2	2	-1	0	-2	7
	1	4	6	8	10	-6	0	-16	
Mt. Lehman-Downes	0	2	1	1	2	-1	-2	-2	-15
	0	4	3	4	10	-6	-14	-16	
Gladwin-Downes	0	2	0	0	2	-1	-2	-2	-22
	0	4	0	0	10	-6	-14	-16	
East Sumas Way	2	2	2	2	-1	-2	-2	-2	-27
	2	4	6	8	-5	-12	-14	-16	
Fraser Foreshore	1	-2	-2	0	-1	-2	-2	-2	-56
	1	-4	-6	0	-5	-12	-14	-16	
Fraser Highway East	1	2	-1	1	-1	-2	-1	-1	-26
	1	4	-3	4	-5	-12	-7	-8	
Interchange	1	2	2	2	-1	1	-1	-1	5
	1	4	6	8	-5	6	-7	-8	

\* East Gloucester represents a much smaller area than originally considered last year. The area of interest immediately abuts the Gloucester Industrial area in the Township of Langley.

Weight	Criteria		
8	Land Capability	+2	Low agricultural capability
		-2	High agricultural capability
7	Agricultural Use Intensity	+2	Low agricultural use intensity
		-2	High agricultural use intensity
6	Environment & Geotechnical Sensitivity	+2	Low sensitivity
		-2	High sensitivity
5	Buffer Opportunities	+2	Good existing buffer opportunities
		-2	Extensive additional buffering required
4	Development Potential	+2	High potential
		-2	Low potential
3	Servicing	+2	Lower costs of providing services
		-2	Higher costs of providing services
2	Urban Containment	+2	Abuts UDB
		-2	Distant from UDB
1	Use Profiles	+2	Wide range of uses
		-2	Narrow range of uses

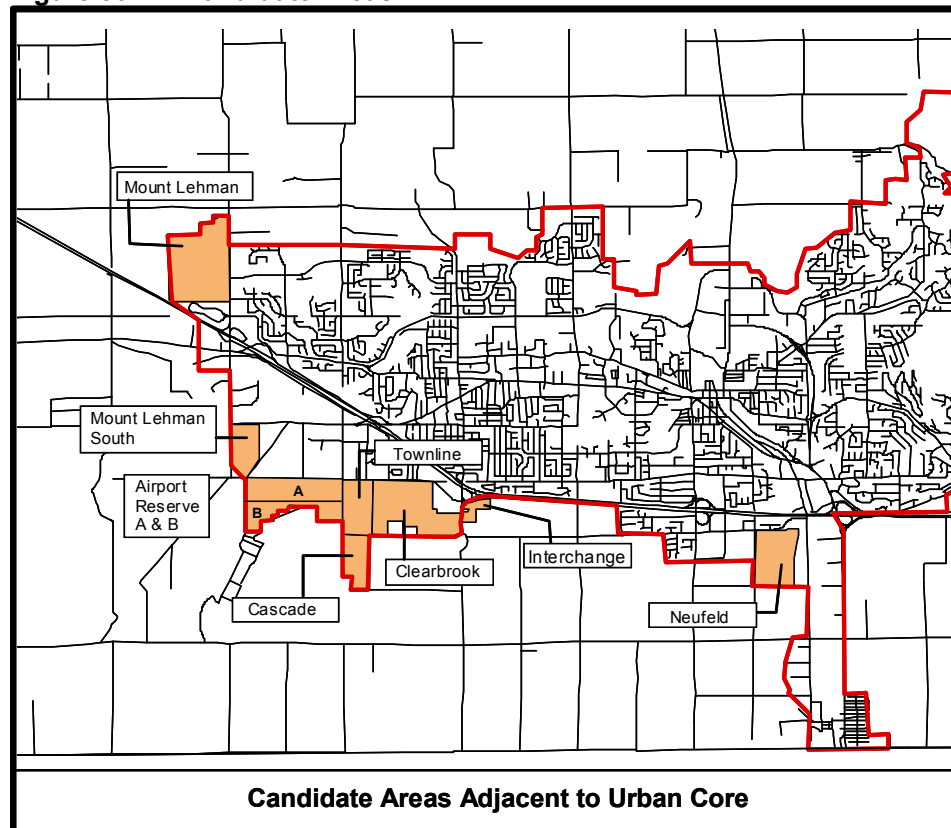
### 9.3 SITES OF INTEREST

#### 9.3.1 Mount Lehman

This 226.5 ac (97.7 ha) site is located immediately north of the Mount Lehman Interchange. Agricultural capability and suitability of this site is discussed in Appendix I. Agriculture development permits will be required to buffer industrial uses from adjacent agricultural uses. Development permits may also be required to address compatibility issues with residential uses immediately to the east of the site.

The site is adjacent to the Townline Hill residential area and is close to commercial/retail developments at the corner of Mount Lehman and Old Yale Road. With upgrades to the Mount Lehman Interchange, bottlenecks caused by the inadequacies of the existing interchange will be resolved. Proximity to the Trans-Canada Highway, the Abbotsford Airport, Clearbrook Industrial Area, and the Urban Development Boundary make this an attractive location for light industrial and office park uses.

**Figure 36 Candidate Areas**





### 9.3.2 Airport Reserve A and B

Located between the Clearbrook Industrial Area and Abbotsford International Airport, the site is designated as Industrial Reserve in the City's Official Community Plan, and has been designated as such for many years. Agricultural capability and suitability of this site is discussed in Appendix I. Approximately 84% of the land is farmed to varying degrees of intensity, with some lands identified as having unimproved or neglected pasture. The linear shaped parcels are the most significant constraint to agricultural use in this area.

The site is divided into two distinct areas, A and B. While the two areas share many attributes, such as small lot sizes and a mix of agricultural and industrial uses, future potential land uses differ.

**Area A** is approximately 134 acres (54 hectares) in size and abuts the Clearbrook Industrial Area and the Urban Development Boundary. Potential uses in this area include: light industry; business park; aviation related; and knowledge-based industries.

**Area B** is approximately 42 acres (17 hectares) in size and abuts the northern boundary of Abbotsford International Airport. This area will be reserved for aviation and ancillary uses because of its proximity to the Airport's runway system.

### 9.3.3 Cascade

The 63 acre (25.6 hectare) site is located immediately east of the Abbotsford International Airport and the Cascade Aerospace maintenance facility. Almost 80% of the site is under cultivation. Agricultural capability and suitability is discussed in Appendix I.

The site will be preserved for airport related uses, as opposed to general industrial uses, subject to review every five years. Given its proximity to agricultural lands to the east, agriculture development permits will be required to buffer industrial uses from adjacent agricultural uses

### 9.3.4 Townline

The 96 acre (38.9 hectare) Townline site is located immediately to the east of the Airport Reserve site and south of the City's Urban Development Boundary. The level of agricultural use intensity is high, with almost 100% of the land being farmed. Agricultural capability and suitability is discussed in Appendix I.

Lands along the eastern boundary form part of this application. The types of industrial uses that are suited to this location include: general industrial, business-park, agri-business, and businesses requiring proximity to the airport.

### **9.3.5 Clearbrook**

The 202 acre (82.9 hectare) Clearbrook site is located immediately to the east of the Townline site, south of the City's Urban Development Boundary and west of Clearbrook Road. The level of agricultural use intensity is moderate. Less than 50% of the site is being actively farmed. Agricultural capability and suitability is discussed in Appendix I.

The site is characterized by a mix of agricultural and non-agricultural uses. Non-agricultural uses include the City of Abbotsford and School District No. 34 maintenance yards, a pallet plant, saw mill, RV sales and rental business, log home construction facility, Shaw Cable facility, and two food processing plants. The topography is highly variable in some areas, with slopes ranging from five to twenty 20 percent.

The types of industrial uses that would be suitable for this location include: general industrial; business park; agri-business and businesses requiring proximity to the airport and the Trans Canada Highway.

### **9.3.6 Neufeld**

The 113 acre (47.5 hectare) Neufeld site is located immediately east of the University College of the Fraser Valley campus. The level of agricultural use intensity is moderate, as lands are not farmed on a regular basis. Agriculture development permits will be required to buffer non-agricultural uses from adjacent agricultural uses where appropriate. The lands are currently available for lease. Agricultural capability and suitability is discussed in Appendix I.

The lands abut the Urban Development Boundary to the north, east and partially to the west. Close proximity to the University College of the Fraser Valley and the proposed Abbotsford hospital and regional cancer treatment centre makes it an ideal location for knowledge-based industries and business park uses.

### **9.3.7 Mount Lehman South**

The 67 acre (27 hectare) Mount Lehman South site is located to the south of Simpson Road at Mount Lehman Road. The site abuts the Urban Development Boundary to the north, east, and south. Agricultural activity is moderate, with Fishtrap Creek limiting activities in the western half of the site. Agricultural capability and suitability is discussed in Appendix I.

The site is in a highly visible location along Mount Lehman Road, which is the primary access to Abbotsford International Airport. The type of uses expected in this area will include light industry or business park uses similar to those present in the industrial area immediately north of the site.

### 9.3.8 Clearbrook Interchange

The 21 acre (8.5 hectare) site is located at the Clearbrook Road and Trans Canada Highway interchange. Agricultural capability and suitability is discussed in Appendix I.

The site is located to the east of the larger Clearbrook site discussed previously and is subject to significant traffic volumes along Clearbrook Road and the Trans-Canada Highway on-ramp. Portions of the site fronting Clearbrook Road have disturbed soils and are not being used for agricultural purposes. Agriculture development permits will be required to buffer non-agricultural uses from adjacent agricultural uses where appropriate, along the eastern and southern perimeter of the site.

The types of industrial uses that would be suitable for this location include: general industrial; business park; and businesses requiring proximity to the airport and the Trans Canada Highway

## 9.4 OTHER CANDIDATE AREAS IDENTIFIED DURING PUBLIC CONSULTATION PROCESS AND ULTIMATELY ELIMINATED

Since the Draft Plan was released, sufficient time was allowed to give members of the public an opportunity to fully understand the issues, develop opinions, and provide comment.

The Economic Development Commission received five delegations. Many follow-up meeting requests with individuals and groups have occurred, 41 letters and emails have been submitted, and 139 feedback forms received. Many of the comments relate to the choice of land blocks included in the Plan.

Appendix R identifies areas in which requests for further review and reconsideration for inclusion in the Plan were received. These additional blocks represent approximately 4,500 acres. The requests were considered against the evaluation criteria established in the Plan.

One reason for the level of public interest for additional areas to be considered is a belief that, once the City completes its needs analysis and community planning exercise, the need for further intrusions into the ALR will be minimized. Therefore, the prospect of additional areas being removed from the ALR is unlikely.

Compelling cases can be made for each of these areas when viewed in isolation; however, when considered in the broader community context, and in terms of the overall community need, they do not rank as high as areas included in the Plan. **The Pros and Cons listed below are considered from the perspective of including them in the City in the Country Plan.**

**9.4.1 GRAVEL PITS LOCATED WITHIN THE ALR**

There are 1,853 acres subject to active extraction permits within the ALR. These lands are primarily in the south west precinct of Abbotsford

<b>PROS</b>	<b>CONS</b>
<ul style="list-style-type: none"> <li>• Lands are not currently farmed; therefore, including them in an industrial proposal would represent no loss of active farm production.</li> <li>• Some land included in the City in the Country Plan is high capability land that is currently being farmed. Replacing this land with gravel pits would keep active farmland in production.</li> </ul>	<ul style="list-style-type: none"> <li>• Bradner gravel pits are surrounded by high capability active farmland. Excluding these lands would be an unacceptable intrusion into the ALR and would erode the agricultural potential of the surrounding farmland.</li> <li>• Today’s standards require that, upon extraction completion, gravel pits be reclaimed to an improved agricultural standard.</li> <li>• Gravel pits have excellent potential for non-soil based intensive agricultural operations, which is a high growth segment of the agriculture industry.</li> <li>• As urbanization and development occurs within the current urban boundary, it will become progressively more difficult for some of the high capability land currently in the Plan to be farmed. Small lot configuration and conflicts with urbanization will negatively impact farm capability of these lands in the long-term.</li> </ul>

<b>CONCLUSION</b>
<ul style="list-style-type: none"> <li>• It is in the long-term interest of agriculture to have urban containment within defensible boundaries.</li> <li>• Although, in the short-term, agricultural capability within some of the blocks proposed in the Plan may be higher, there is far greater long-term agricultural potential for properly reclaimed pits in the southwest precinct of the City.</li> <li>• The City must be vigilant and work with the agriculture community and the ALC to return gravel pits to agricultural production after reclamation.</li> <li>• Once the prospect of the pits not coming out of the ALR is resolved, property owners will conclude the highest and best use of the land is an agricultural use and will make the investment to return the land to production.</li> <li>• No sound community planning principles support satellite industrial development in the centre of an active farming region.</li> </ul>

**9.4.2 FRASER HIGHWAY**

There are 875 acres fronting the Fraser Highway

PROS	CONS
<ul style="list-style-type: none"> <li>• The properties fronting the Fraser Highway presently have a number of non-farm uses.</li> <li>• The Fraser Highway is a major transportation corridor offering attractive commercial/industrial potential.</li> <li>• There is little soil based farming potential for properties fronting the Fraser Highway.</li> </ul>	<ul style="list-style-type: none"> <li>• The land immediately behind the properties fronting the Fraser Highway offer excellent agricultural capacity.</li> <li>• There have been no public comments supporting development beyond properties fronting the Fraser Highway.</li> <li>• Land east of Ross Road has significant environmental constraints.</li> <li>• Strip development along the Fraser Highway will not promote a compact urban form and will promote urban sprawl.</li> </ul>
<b>CONCLUSION</b>	
<ul style="list-style-type: none"> <li>• It is in the best interest of the City’s proposal for the Fraser Highway to remain in the ALR.</li> <li>• A reasonable compromise is to encourage allowable non-farm uses that support agriculture and agricultural uses that benefit from high traffic volumes and good highway access</li> </ul>	

**9.4.3 THE REIMER PROPERTY**

The property consists of approximately 40 acres immediately adjacent to the Mt. Lehman North Block

PROS	CONS
<ul style="list-style-type: none"> <li>• The property has legal access to Mt. Lehman Rd via a long panhandle through the Mt Lehman Candidate Area.</li> <li>• Limited farming activity occurs on the property.</li> </ul>	<ul style="list-style-type: none"> <li>• Windset Farms is immediately north of the property.</li> <li>• Active farming activity is occurring to the west and south of the property.</li> <li>• The natural agriculture edge is along an escarpment on the western boundary of the present Mt Lehman Candidate Area.</li> <li>• Inclusion of the Reimer Property will represent a significant encroachment into the ALR.</li> </ul>
<b>CONCLUSION</b>	
<ul style="list-style-type: none"> <li>• The Panhandle should remain in the Mt. Lehman Candidate Area. Addressing the issue of access to the property is straightforward and must be included in area planning for the Mt. Lehman block.</li> <li>• Inclusion of the 40 acre Reimer property is inconsistent with the City’s goal of limiting the intrusion of non-agricultural uses into the ALR.</li> </ul>	

**9.4.4 DOWNES ROAD**

The area includes lands north and south of Downes Road, the Northern boundary of the Urban Development Area, Mt. Lehman Road, and approximately Clearbrook Road for consideration for residential development. The area comprises approximately 950 acres.

<b>PROS</b>	<b>CONS</b>
<ul style="list-style-type: none"> <li>• Moderate levels of farming activity in the area and lower capability soils.</li> <li>• Traffic volume on Downes Road makes farm traffic difficult.</li> <li>• The Glenmore escarpment provides a good buffer from the agricultural activity in the Matsqui Prairie.</li> <li>• Supportive property owners.</li> <li>• Area would provide non-hillside, less costly land for residential development.</li> </ul>	<ul style="list-style-type: none"> <li>• The City does not have a shortage of land for residential development. Therefore, it is difficult to support the argument that expansion into the ALR should take place to create more residential land supply.</li> <li>• 950 acres may support up to 15,000 more people and require a further 6,000 jobs which would, in turn, require even more land for industrial development that can not be accommodated within the existing UDB.</li> </ul>
<b>CONCLUSION</b>	
<ul style="list-style-type: none"> <li>• Expansion into the ALR for residential purposes will magnify the City's problem of a shortage of job generating land rather than contributing to the solution.</li> <li>• The entire premise of the City in the Country Plan will be undermined and the credibility of the City will be called into question.</li> <li>• Inclusion of this land is inconsistent with City policy with respect to future urban residential development.</li> </ul>	

**9.4.5 MCCALLUM INDUSTRIAL AREA NORTH**

The area is immediately north of the McCallum industrial area and comprises 150 acres

<b>PROS</b>	<b>CONS</b>
<ul style="list-style-type: none"> <li>• The land is immediately adjacent to the McCallum Industrial Area.</li> <li>• The agricultural capability is low.</li> </ul>	<ul style="list-style-type: none"> <li>• Willband Creek runs through the middle of the prospective area.</li> <li>• The area is in the floodplain.</li> <li>• There is limited industrial development potential.</li> </ul>
<b>CONCLUSION</b>	
<ul style="list-style-type: none"> <li>• This area was initially considered as a candidate area, but subsequently eliminated because of environmental factors that significantly impacted its development potential</li> </ul>	

**9.4.6 EAST GLOUCESTER**

The 291 acre (118 ha) East Gloucester site is immediately adjacent to the 696 acre Gloucester Industrial Estate in the Township of Langley. Industrial development is occurring immediately adjacent to the western boundary of this site.

<b>PROS</b>	<b>CONS</b>
<ul style="list-style-type: none"> <li>• Lands are immediately adjacent to the existing Gloucester Industrial Estates development in the Township of Langley.</li> <li>• Close proximity to Highway 13 and Trans-Canada Highway interchange.</li> <li>• Agricultural activity is moderate.</li> <li>• The agricultural capability is low.</li> </ul>	<ul style="list-style-type: none"> <li>• Servicing issues will have to be addressed.</li> <li>• Not adjacent to City of Abbotsford's Urban Development Boundary.</li> </ul>
<b>CONCLUSION</b>	
<ul style="list-style-type: none"> <li>• This area was reconsidered as a candidate area but subsequently eliminated by City Council after the Public Hearing.</li> </ul>	

## 10.0 GENERATING A NET BENEFIT TO AGRICULTURE

A fundamental objective of the City in the Country Plan is to generate a net benefit to agriculture. The *City in the Country Plan* proposes a community based approach to meet the net benefit to agriculture requirement rather than requiring each individual property owner to meet the requirement on their own. The approach used to accomplish this objective was as follows:

- Establish defensible agricultural-urban boundaries that consider a range of community sustainability needs rather than an ad hoc approach to ALR exclusions.
- Develop a strategy that outlines a framework and vision to enhance agricultural productivity
- Develop a strategy to fund initiatives to increase agricultural productivity in the community
- Exclusions are conditional until the net benefit requirement is satisfied

### 10.1 DEFENSIBLE AGRICULTURE-URBAN BOUNDARIES

The primary benefit of engaging in a planning exercise that involves a comprehensive examination of long-term community sustainability needs, is that long-term agricultural-urban boundaries can be established, reflecting a clear vision for the community.

A defensible and comprehensive plan is essential if the City is to successfully minimize speculation within the ALR. It provides the public with clear vision about how and where the community will grow. The absence of a plan leads to speculation about where the community will grow and ultimately leads to the acquisition of agricultural land for non-farming purposes.

An ad-hoc approach to Agricultural Land Reserve exclusions is no longer acceptable. Agricultural Land Reserve exclusion applications cannot be viewed in isolation, with no consideration given to the broader implications such actions may set in motion. The existence of a plan with defensible boundaries will provide decision-makers with the community context required to make the appropriate land-use decisions. In addition, such a plan will bolster confidence in the agriculture community with respect to future agricultural investment considerations and from a community commitment perspective.

### 10.2 STRATEGY FOR ENHANCING THE AGRICULTURAL ECONOMY

The Position Paper on Enhancing the Agricultural Economy was developed by the Agricultural Advisory Committee as an essential element of the *City in the Country Plan*. The Agricultural Advisory Committee of Council was established in the early 1980s to advise the former District of Matsqui Council on matters affecting agriculture. This was among the earliest Agricultural Advisory Committees in the British Columbia.

The Committee's task was to develop a strategy to enhance agriculture in Abbotsford. The *Economic Strategy for Agriculture in the Lower Mainland*, prepared by the Artemis Agri Strategy Group for the Greater Vancouver Regional District, the Fraser Valley



Regional District, and the Provincial Agricultural Land Commission, was used as a base document to develop Abbotsford's strategy.

In addition, focus groups were held, briefing presentations conducted, and advice sought from agricultural processors operating within the community, the Agricultural Committee of the Chamber of Commerce, the Abbotsford Soil Conservation Society, and numerous individuals involved in the sector. The result of this process was a strategy entitled *Enhancing the Agricultural Economy* (See Appendix E).

The *Enhancing the Agricultural Economy* strategy was created by farmers for farmers. The strategy: sets out the priorities of farmers; is action-oriented; sets a direction; is a mandate for change; and reflects a fundamental and aggressive shift in the City's approach to enhancing agriculture.

The Agricultural Advisory Committee recommended to City Council that agriculture issues be addressed through ten initiatives organized by three broad themes:

### **10.2.1 The Agricultural Resource Base Must be Protected**

- ***Net Benefit to Agriculture***  
There is recognition that exclusion of certain lands from the Agricultural Land Reserve is essential for the long-term sustainability of the community. Nevertheless, the Committee also believes that such exclusions should be limited and that City decisions should be based on a "net benefit to agriculture", rather than a "no net loss to agriculture" approach.
- ***Development Permit Areas***  
Protection of the resource base can also be addressed through the designation of Development Permit Areas adjacent to agricultural lands to protect farming interests.
- ***Non Farm Traffic***  
The City must address conflicts between non-farm and farm traffic on agricultural roads.
- ***Continuing Current Municipal Programs***  
The City of Abbotsford must continue with the initiatives that support the viability of agriculture.

### **10.2.2 Be Proactive**

- ***Lot Consolidation***  
Historic subdivision of land in the ALR has eroded the viability of the agricultural land base. Consolidation of small agricultural lots in order to create more economically viable lot configurations represents an opportunity to preserve land for farming.
- ***Agricultural Waste***  
City must assist in addressing issues relating to agricultural waste, including composting operations.

- **Agricultural Processors**  
The risk of losing food processors to other jurisdictions is a threat to the viability of producers. Identifying and resolving the concerns of this group must be addressed.
- **Agricultural Advocacy**  
The profile of agriculture in City plans and initiatives needs to be increased.

### 10.2.3 Support the Efforts of the Industry

- **Become more Market Oriented**  
The City must work with the industry to increase community awareness and reduce/prevent agricultural/non agricultural conflict.
- **Address Labour Shortages**  
Shortages associated with seasonal work are becoming increasingly critical. City policies to accommodate guest worker housing must be pursued.

## 10.3 FUNDING THE NET BENEFIT TO AGRICULTURE

Council formally adopted the *Strategy for Enhancing the Agricultural Economy* when it received the Draft of the *City in the Country Plan* in July 2003. With the adoption of the strategy, Council also adopted a policy requiring a Net Benefit to Agriculture in association with the exclusion of lands from the Agricultural Land Reserve. The following points outline how Net Benefit to Agriculture initiatives will be funded:

### 10.4 CONDITIONAL EXCLUSIONS

All Agricultural Land Reserve exclusions will occur at the time of rezoning and will be conditional until the City's Net Benefit to Agriculture requirements are met. Property owners will be responsible for initiating the rezoning process, consequently, the timing of these applications will be at the discretion of property owners.

### 10.5 ESTABLISHING THE NET BENEFIT TO AGRICULTURE VALUE

The City's Net Benefit requirement must be satisfied before land is rezoned or excluded from the ALR. The Net Benefit to Agriculture contribution should generally reflect the economic value of agricultural land but not be so great that it becomes an impediment to development. In order to establish a reference for agricultural and industrial land values in Abbotsford, the BC Assessment Authority provided following comments:

1. "Indications of land value rates per acre have been drawn from the 2003 Assessment Roll, this reflects a valuation date of July 1, 2002 and the supply, demand, and economic conditions generally that prevailed at or around that valuation date. Therefore the rates provided do in no way account for any impact caused by enhanced Industrial land supply."

2. "Parcel size is a significant factor in values per acre occurring. In other words a large parcel (say 20 acres) presently used residentially and constrained by the ALR would not only experience a significant value increase upon removal from the ALR but would also display significant value increase where it to be subdivided into 4 x 5 acre blocks and a further increase were it to be subdivided into 10 x 2 acre blocks."
3. "In order to provide you with a general indication of industrial compared to ALR (residential) land values it is necessary to provide 2 sets of data. The west side of the City (commonly referred to as Peardonville) represents a separate Industrial and residential land market compared to the east side of the City (Commonly referred to as Riverside and McCallum areas)."
4. "The amounts stated for industrial land, reflect rates for typical "M" zoned industrial land, these would serve as a base indication of market value enhancement. If land were to experience "up-zoning" (for example, service commercial, business park / flex space, or technology park uses) then the difference between underlying residential (ALR) rates and the value of "up zoned" non ALR restricted lands would in all likelihood be further enhanced."
5. "There is insufficient data to comment on any value enhancement due to the availability of Rail spur service. This item is very much site / user specific and in addition the cost of construction of such services often negates any enhancement in the land value on purchase."
6. "In our analysis any considerations regarding "Farm Classification" Assessments or issues within section 19(8) of the Assessment Act (protection from development value increase for 10 year+ owners, maximum parcel size 5 acres), have been excluded."

**Figure 37 Land Value Comparisons**

Area acres	West side		East side	
	Industrial land values	ALR land values	Industrial land rates	ALR land rates
1	\$330,000	\$180,000	\$270,000	\$170,000
2	\$290,000	\$110,000	\$230,000	\$85,000
5	\$230,000	\$55,000	\$190,000	\$40,000
10	\$180,000	\$33,000	\$170,000	\$23,000
15	\$140,000	\$25,000	\$120,000	\$17,000
20	Insufficient data	\$20,000	Insufficient data	\$15,000
30	Insufficient data	\$17,500	Insufficient data	\$12,000

*British Columbia Assessment Authority*

Based on the BC Assessment Authority information, the Steering Committee concluded that Net Benefit contribution of \$20,000 per acre represents a reasonable balance reflecting agricultural values without creating an impediment to development. The Net Benefit for Agriculture funding requirement will increase 5% annually, to be calculated daily, commencing on January 1, 2005.

## 10.6 ESTABLISHING AN AGRICULTURAL TRUST

The Net Benefit funding will be directed to an Agricultural Trust that will be governed as per the requirements of the Local Government Act.

The Abbotsford Community Foundation has been identified as a prospective agency to facilitate the Agricultural Trust and preliminary discussions have begun with the Foundation. The Abbotsford Community Foundation has over twenty years of experience soliciting, holding, administering and investing gifts, bequest and designated funds in trust for present and future projects to meet the diverse needs of the Abbotsford community.

An Advisory Board will be established to make decisions regarding capital distribution for agricultural initiatives on behalf of the Trust. The Advisory Board must be comprised of Abbotsford-based representatives from the farming community. An ex-officio City staff liaison will be assigned as a resource for the Advisory Board and as a liaison to the Abbotsford Foundation. Upon Council adoption of *the City in the Country Plan*, an Advisory Board governance model and constitution will be created by an Interim Board. The Interim Board will address such issues as Advisory Board member terms, appointment procedures and capital distribution criteria. Other aspects of the Agricultural Trust include:

- The Trust will have an endowment component and annual capital distribution component.
- Capital distribution can occur only within Abbotsford.
- Capital distribution must not represent 100% of the funding for any project.
- The *Strategy for Enhancing the Agricultural Economy* will provide a general framework for capital distribution decisions

Over a 20-year period, the Net Benefit for Agriculture will create an endowment in excess of \$22 million. This pool of capital may be used to leverage funding that may be available from other levels of government and institutions, as well as the private sector. Through matching funding and other opportunities, the resulting investments in agricultural enhancements, may exceed the \$22 million endowment envisioned for the Program.

## 11. CONCLUSION

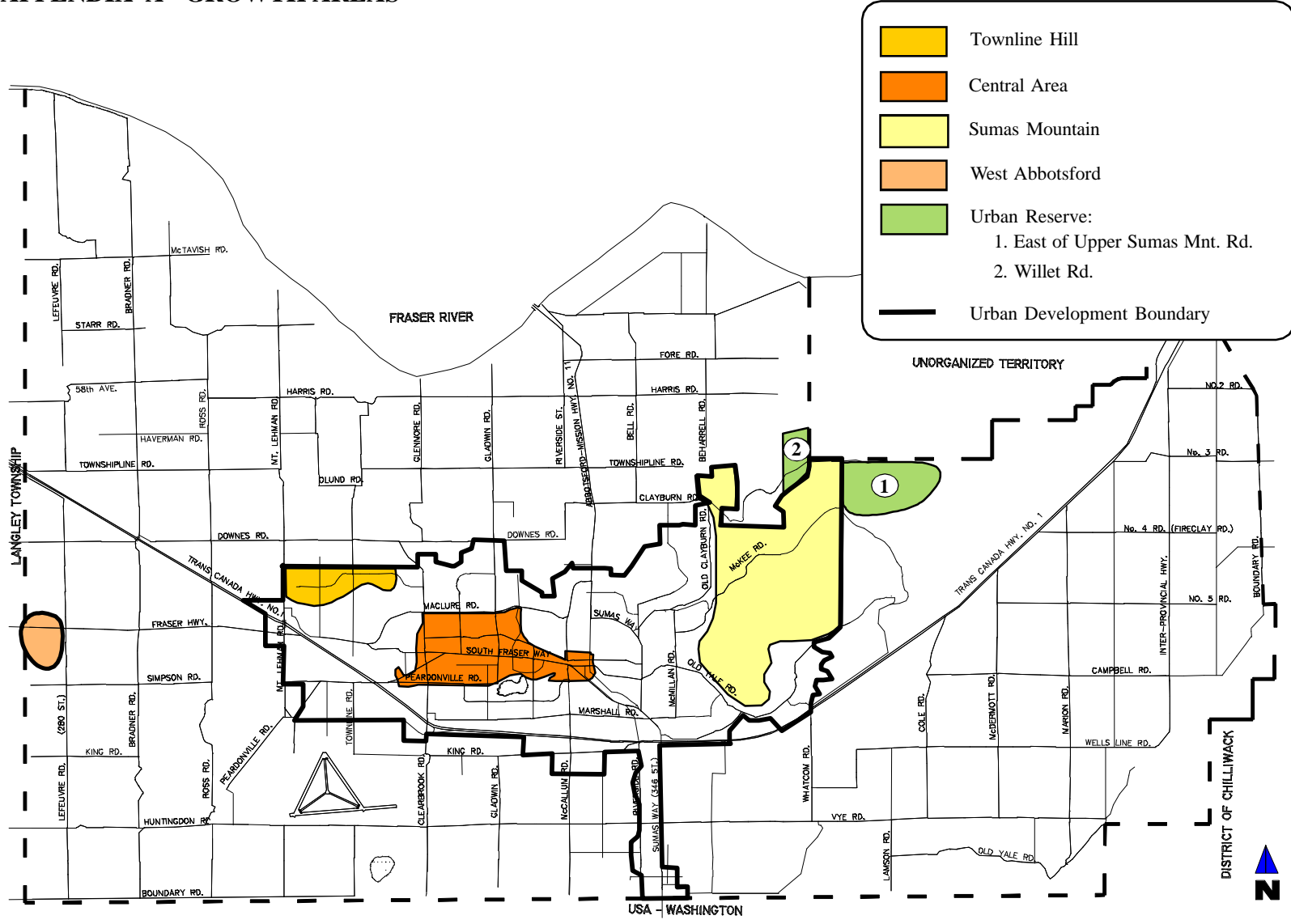
Through the *City in the Country Plan*, the City of Abbotsford proposes an innovative strategy to meet the challenges of a growing community. At the same time, the City recognizes the critical importance of agriculture to the City's economy. The benefits of the Plan include:

- implementing the *Agriculture Enhancement Strategy*;
- generating in excess of \$22 million to be invested into agricultural enhancements;
- supplementing initiatives introduced under the National Agricultural Policy Framework;
- enabling the agri-industrial sector to keep pace with farm gate growth;
- minimizing speculation in other areas of the Agricultural Land Reserve;
- identifying a long-term supply of land for industrial and business park development to satisfy the job requirements for the community at population capacity;
- ensuring a stable tax base in the future;
- reducing tax pressures in all classes, including agriculture;
- enabling the maintenance and expansion of municipal infrastructure in farm areas;
- providing an opportunity to bring back into agricultural production hundreds of acres of Agricultural Land Reserve land currently sitting idle or underused because of gravel extraction activities;
- ensuring that regional employment commitments are met, thus reducing commuting pressures to other parts of the Lower Mainland; and
- creating a complete and sustainable community.

**APPENDICES**

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# APPENDIX A - GROWTH AREAS



## APPENDIX B

### Agriculture Related Businesses - Industrial Areas

City Business Licence Data		
Street	Owner/Company	Description
ABBOTSFORD WAY	UNITED AGRI SYSTEMS (1998) INC	Retail Agr. Products/Equipment
CARPENTER ST	A & I PRODUCTS CANADA INC	Retail Agr. Products/Equipment
CLEARBROOK RD	FRASER VALLEY CHICK SALES LTD. OLDE IRON AUTO WORKS	Poultry Service Repair Agricultural Equip - A Zone
CYRIL ST	HARTCO MACHINING LTD	Retail Agr. Products/Equipment
DEACON ST	UNITED AGRI SYSTEMS CANADA INC	Retail Agr. Products/Equipment
ENTERPRISE AVE	RITCHIE-SMITH FEEDS INC BUCKERFIELDS - FEED MILL GREEN VALLEY FERTILIZER CLEARBROOK GRAIN & MILLING CO. LTD.	Feed Supplier Feed Supplier Feed Supplier Feed Supplier
FRASER HWY	AMYCEL CANADA DISTRIBUTING INC	Retail Agr. Products/Equipment
HAZEL ST	PARISH & HEIMBECKER LTD	Feed Supplier
MANUFACTURERS WAY	PACIFIC G S DAIRY CENTRE LTD	Retail Agr. Products/Equipment
MARSHALL RD	LILYDALE COOPERATIVE LTD.	Poultry Service
MCCALLUM RD	UNIVAR CANADA LTD. BASF CANADA HOLDINGS INC	Feed Supplier Wholesale Agricultural Products
MCCLARY AVE	HANDLERS' USED J K SERVICE AND INSTALLATION	Retail Agr. Products/Equipment Retail Agr. Products/Equipment
PEARDONVILLE RD	K & R POULTRY LTD MAINLAND CATCHING SERVICE	Poultry Service Poultry Service
PROGRESSIVE WAY	PACIFIC VETERINARY SALES LTD.	Feed Supplier
RIVERSIDE RD	J & D FARMERS DAIRY SERVICE LTD. BRABER EQUIPMENT LTD EVERGRO TERRALINK HORTICULTURE INC	Retail Agr. Products/Equipment Retail Agr. Products/Equipment Retail Agr. Products/Equipment Retail Agr. Products/Equipment
SOUTH FRASER WAY	NUTRITECH SOLUTIONS LTD	Specialized Processing
SUMAS WAY	AVENUE MACHINERY CORP FRIESEN EQUIPMENT LTD	Retail Agr. Products/Equipment Retail Agr. Products/Equipment
TOWNLINE RD	THE GROWING SOURCE CLEARBROOK GRAIN & MILLING CO LTD	Retail Agr. Products/Equipment Feed Supplier
TURNER ST	BUCKERFIELDS - FEED MILL MASTERFEEDS	Feed Supplier Feed Supplier
VYE RD	CENTRAL VALLEY FARM EQUIPMENT LTD DEL'S FARM SUPPLY CANADA	Retail Agr. Products/Equipment Feed Supplier
VYE RD	BALLADIER KENNELS A & T MINERALS INC	Commercial/Hobby Kennel Feed Supplier
WHEEL AVE	AMYCEL CANADA DISTRIBUTING INC	Retail Agr. Products/Equipment
WINDSOR ST	CANADIAN AGRIFLOW SYSTEMS VALLEY EQUIPMENT	Specialized Processing Retail Agr. Products/Equipment
<b>BC Assessment Data</b>		
Street	Owner/Company	Description
COUTTS WAY	635070 BC LTD	Fruit and Vegetable
CYRIL ST	LANDMARK FEEDS INC	Feed Manufacturing
DOUGLAS ST	GADSON HOLDINGS LTD	Fruit and Vegetable
ENTERPRISE AVE	JAMES RICHARDSON INTER NATIONAL LTD	Feed Manufacturing
INDUSTRIAL WAY	VALLEY BERRIES INC	Fruit and Vegetable
MARSHALL RD	ABBOTSFORD GROWERS CO- OP UNION	Fruit and Vegetable
MT LEHMAN RD	DAVIS FREEZER MEATS LT D	Meat & Poultry
OLD YALE RD	BERRYHILL HOLDINGS LTD	Fruit and Vegetable
RIVERSIDE RD	OMSTEAD FOODS LTD ARMSTRONG CHEESE COMPA NY LTD	Fruit and Vegetable Dairy Products
SOUTH FRASER WAY	CANADA SAFEWAY LTD	Fruit and Vegetable
TOWNLINE RD	380076 BC LTD	Confectionary Manufacturing & Sugar Processing
TURNER ST	AGP INC	Feed Manufacturing
WHEEL AVE	HIGH NOON INVESTMENT C ORPORATION	Meat & Poultry

Sources: City of Abbotsford, Business Licences 2003

BC Assessment Authority, 2002

Note: partial list of agriculturally related business.



## **APPENDIX C**

### **Agriculture Related OCP Policies**

**1.    BACKGROUND**

Farming has been a major contributor to the local economy for over a century. Over 77% of the City’s land area, some 27,700 hectares, are within the Agricultural Land Reserve (ALR). With an average of 260 growing days annually and significant berry, vegetable, dairy, poultry, and hog operations, Abbotsford is one of the most intensively farmed areas in Canada.

Abbotsford’s rapid urban expansion has not been without consequence for the agricultural sector. Many people are attracted to the quality of life offered by Abbotsford’s rural areas, which also affords ready access to commercial, recreational, and cultural facilities. A steady influx of families into agricultural areas for residential rather than for farm use has resulted in land prices that are higher than they would otherwise be, making it harder for young farmers to become established. The move towards freer trade in agricultural products is creating additional uncertainties as well as opportunities within the farm community.

A small amount of residential development will occur in the ALR and most of this will be related to agricultural operations. However, some land outside the urban area has been developed to form rural centres. Aside from being unique communities, these centres provide services to surrounding farm and non-farm residents. In addition to the rural centres, a small amount of rural development has occurred on the mountain sides above the municipality’s agricultural lands.

**2.    GOALS AND STRATEGIES**

Abbotsford has some of the finest agricultural land in British Columbia. The importance of the agricultural sector as a source of employment and as an economic generator is recognized in the City’s Corporate Strategic Plan, which states that Abbotsford wishes to maintain the well-being of its agricultural and rural communities. Abbotsford’s farmland must be protected and the agricultural sector supported and enhanced.

Critical strategies to achieve these goals are to:

- 2.1    Preserve, protect, and enhance the lands within the ALR for agricultural use, and ensure that farming takes precedence over other land uses in the agricultural area.
- 2.2    Establish an effective buffer between the lands of the Agricultural Land Reserve and those within the urban development area, and prevent further incompatible urban encroachment.
- 2.3    Create a healthy climate for farm investment and encourage increased farm production and productivity.
- 2.4    Encourage local industries which support the City's agricultural sector, and encourage the development of new employment opportunities.

**3.    AGRICULTURAL LAND PROTECTION**

To protect viable agricultural land, it is City policy to:

- 3.1    Maintain the agricultural and environmental setting of agricultural and rural lands and make efficient and orderly use of lands within the urban development area.
- 3.2    Maintain the minimum lot size provisions of the City's agricultural zones.
- 3.3    Permit subdivision in the agricultural area only where it does not detract from the long-term efficient agricultural use of agricultural land.
- 3.4    Encourage soil-dependent agriculture on agricultural soil classes 1 through 4, and non-soilbound farm operations on soils of lesser quality.
- 3.5    Notwithstanding 3.1 to 3.4 above, a rural residential subdivision shall be permitted on the following property, subject to receiving rezoning and subdivision approvals:
  - (a)    Lot 3 Except: Part Subdivided by Plan 34143 Section 36 Township 13 NWD Plan 19346. (B/L 1084-2001)
  - (b)    two residential lots on a portion of Lot 1 Section 26 Township 13 NWD Plan 84971 and a portion of Parcel "A" (plan with fee deposited 19485E) North East Quarter of the North East Quarter Section 26 Township 13 NWD." (B/L 1139-2002)
- 3.6    Encourage agricultural activities which do not require agricultural land, or agricultural activities which conflict with urban uses, to use industrial land. (B/L 1084-2001)
- 3.7    Direct non-farm traffic away from rural roads that serve farm traffic when providing new arterial or collector roads or upgrading existing ones. (B/L 1084-2001)
- 3.8    Provide roads and municipal services commensurate with the needs of agricultural production. (B/L 1084-2001)

**4.    LAND AND FARM MANAGEMENT**

To support the agricultural sector of the economy, it is City policy to:

- 4.1    Encourage farmers to be more environmentally-sensitive, through application of Best Agricultural Waste Management Plan (BAWMP) in accordance with codes of agricultural practice, and to pursue Integrated Pest Management (IPM) techniques.
- 4.2    Support the conservation of soil on agricultural land.

- 4.3    Encourage economic entrepreneurship in the agricultural sector, including development of value-added agri-business in appropriate locations.

**5.    RURAL COMMUNITIES**

Recognizing the importance of the rural communities, it is City policy to:

- 5.1    Acknowledge and support the role of the rural centres in serving the rural communities.
- 5.2    Develop an Area Plan for Abbotsford's agricultural and rural communities, lands and land uses.
- 5.3    Permit in the Aberdeen community on Lot "A" Section 22 Township 13 NWD Plan 13755, a retail and personal service commercial development including a service station and some light industrial uses. (B/L 751-98)

**6.    URBAN-RURAL BUFFER**

Rapid urban growth in Abbotsford has increased development pressure on agricultural lands adjoining the City's urban lands. At the same time, urban residents are often exposed to unpleasant smells from agriculture. Buffer lands or buffer strips may be used to provide distance between urban and agricultural areas, thereby reducing some of the development pressure on farmland as well as potential conflicts between urban and agricultural uses.

In order to reduce development pressure on agricultural land and conflicts with urban areas, it is City policy to:

- 6.1    Establish an effective buffer between the lands of the ALR and those within the urban development area. To achieve this end, a combination of the following separation or density reduction techniques for urban and agricultural developments shall be applied, as appropriate, within 50 m of the Urban Development Boundary:
  - (a)    require larger minimum lot sizes to reduce the number of households whose property directly abuts the ALR;
  - (b)    increase residential setbacks from lands in the ALR;
  - (c)    place a public woodland or green space buffer between residential development and land in the ALR;
  - (d)    preserve as an undisturbed buffer natural physical features or other topographical breaks, such as ravines, wooded bluffs, or escarpments;

- (e) where appropriate, use golf courses as buffers between urban and agricultural lands;
- (f) use and retain existing B.C. Hydro right-of-ways as buffers; and
- (g) require the provision of physical barriers such as fencing combined with a ditch or berm, preferably in conjunction with hedges or other suitable plantings. This form of buffering does not provide the same degree of conflict mitigation as the other buffering techniques outlined above, unless combined with them.

**7.    SPECIALIZED CARE AND TREATMENT SERVICES IN AGRICULTURAL AND RURAL AREAS**

A few facilities that provide specialized care and treatment services for people who live in the region are located in Abbotsford's agricultural and rural areas. Some of these facilities have been established outside the City's urban area because a non-urban setting is beneficial to the persons in care or undergoing treatment. Development of new and the expansion of existing specialized care and treatment facilities in Abbotsford's agricultural and rural areas increases the potential for conflicts with agricultural and rural uses, and may lead to unwanted or untimely development pressure on agricultural and rural lands.  
(B/L 861-99)

Accordingly, it is City policy to:

- 7.1    Allow specialized care and treatment facilities in the agricultural land reserve where all of the following criteria are satisfied:
- (a) verification that the proposal only involves the expansion of an existing facility located on the same property;
  - (b) verification that all required approvals for the facility have been given by the Province;
  - (c) verification that the facility will only be used to provide short term accommodation for persons in care or undergoing treatment and will not be used for residential purposes;
  - (d) demonstration that no significant conflict with neighbouring agricultural or rural uses is expected to arise from the facilities;
  - (e) verification that adequate works and services exist or may be provided to support the facilities;
  - (f) the agreement of the agency or party to limit, by restrictive covenant, the size and siting of the facilities.

- 7.2    Allow new or expanded specialized care and treatment facilities in the Low Density Urban Reserve, Rural Residential or Limited Use areas on Sumas Mountain where it has been determined that the proposed development will not prejudice the area's long term potential for urbanization and densification. The provisions in subsection 7.1 (b) to (f) inclusive shall also be utilized when evaluating proposals for specialized care and treatment facilities in these areas of the City.

**8.    SITE SPECIFIC USES** (B/L 872-99)

In unique circumstances, Council or the Agricultural Land Commission may approve uses in the agricultural area specific to certain properties.

It is City policy to:

- 8.1    Permit an urban density residential subdivision as approved by the Agricultural Land Commission on the southern portion of Lot 2 Section 32 Township 16 NWD Plan 33868 (32151 Downes Road), subject to receiving the appropriate rezoning and subdivision approvals.

**APPENDIX D**

**City of Abbotsford Dyking and Drainage District**

	<b>Matsqui Prairie</b>	<b>Sumas Prairie</b>	<b>Total</b>
<b>2002 Operating Expenditures</b>	\$ 456,000	\$ 1,018,000	\$ 1,474,000
Debt Interest	\$ 34,000	\$ -	\$ 34,000
Debt Principal Repayment	\$ 31,000	\$ -	\$ 31,000
Transfer to Operating Reserve	\$ 29,000	\$ 47,000	\$ 76,000
<b>Total Expenditures</b>	<b>\$ 550,000</b>	<b>\$ 1,065,000</b>	<b>\$ 1,615,000</b>
<b>2002 Funding Sources</b>			
Dyking Classes - Class 9, Farm	\$ 304,000	\$ 357,000	\$ 661,000
Other:			
Dyking Taxes, Other Property Classes	\$ 84,000	\$ 355,000	\$ 439,000
Contribution from General Tax Revenue	\$ 146,000	\$ 252,000	\$ 398,000
Other Revenue	\$ 16,000	\$ 101,000	\$ 117,000
<b>Total Funding</b>	<b>\$ 550,000</b>	<b>\$ 1,065,000</b>	<b>\$ 1,615,000</b>

Source: City of Abbotsford, Corporate Services Dept.

## **APPENDIX E**

### **Enhancing the Agricultural Economy**





## *Position Paper on Enhancing the Agricultural Economy*

*April 16, 2003*

The City of Abbotsford is a community of contrasts. Although the City has the fifth largest population in the Province, it is more than a large urban centre. Abbotsford generates nearly 20% of the Province's annual gross farm receipts; the highest gross farm receipts of all British Columbia municipalities.

The Agricultural Land Reserve accounts for about 75% of the land area of the City, or approximately 27,700 ha of land. In 2001, approximately 60% of the agricultural land in Abbotsford was farmed and, in contrast to other areas of the Lower Mainland, the amount of local land in production has not been decreasing.

The range of farming activity is impressive. It includes not only soil bound agriculture, such as raspberries and blueberries, but dairy, poultry, mushroom, and greenhouse production. Agriculture should be a key priority in efforts to grow the economy of the City. While the primary leadership role for strengthening agriculture lies with the industry, governments at all levels are seen as crucial partners.

**Recommended City-related initiatives to strengthen the local agricultural industry fall into three main themes:**

- ❖ **PROTECT THE AGRICULTURAL RESOURCE BASE**
- ❖ **BE PROACTIVE**
- ❖ **SUPPORT EFFORTS OF THE AGRICULTURAL INDUSTRY**

*City in the Country*



## *Position Paper on Enhancing the Agricultural Economy*

April 16, 2003

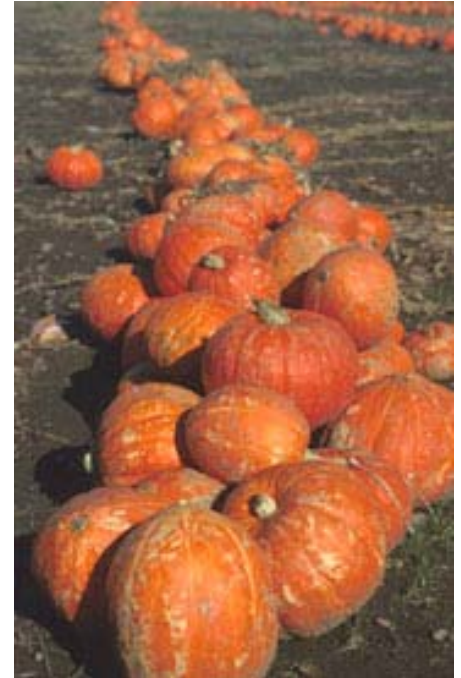
### **PROTECT THE AGRICULTURAL RESOURCE BASE**

#### ▪ **Net Benefit to Agriculture**

While it is recognized that the exclusion of certain lands from the Agricultural Land Reserve is essential to the long term economic health of the community, these exclusions must be limited, and located so as to minimize intrusion into the Agricultural Land Reserve. Coupled with this, City decision-making should be based on “what is the net benefit to agriculture”, rather than “no net loss to agriculture”.

#### ▪ **Development Permit Areas**

The agricultural-urban interface is also of concern. The City should establish development permit areas at the agricultural-urban fringe to protect the farming community.



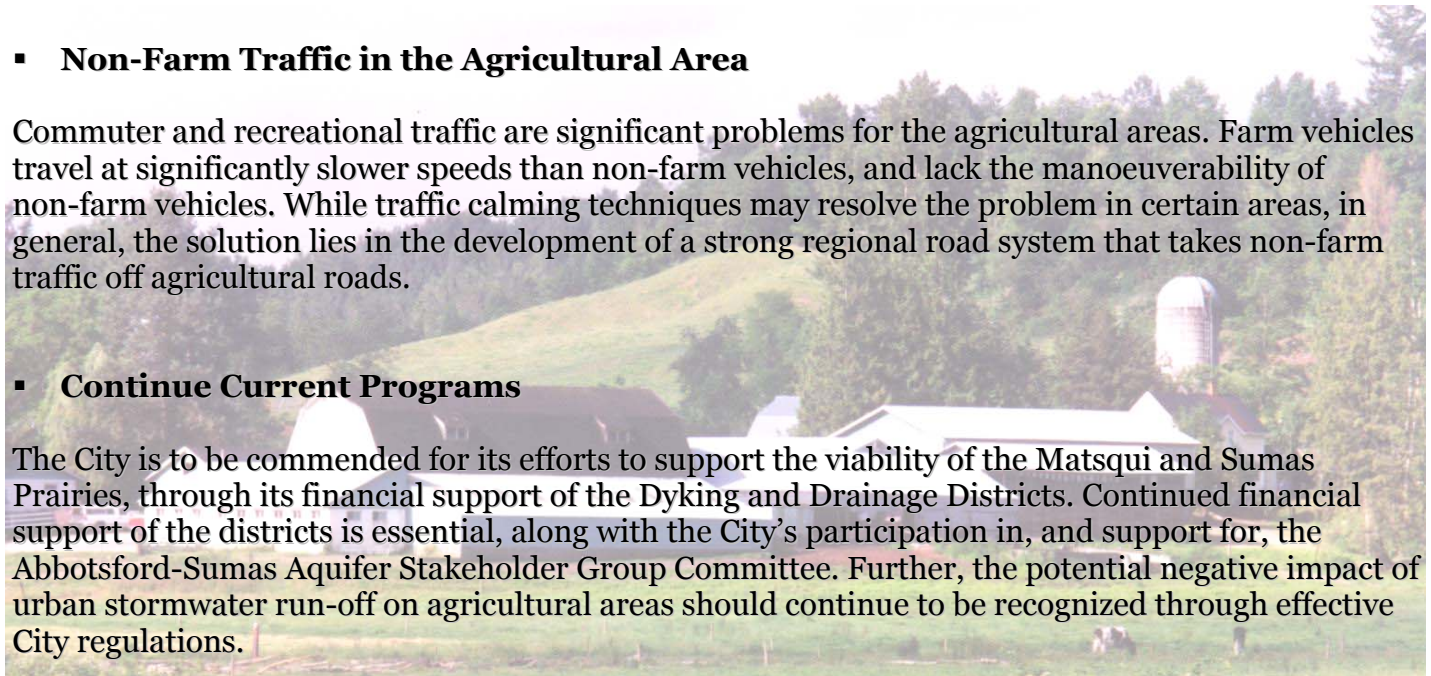
#### ▪ **Non-Farm Traffic in the Agricultural Area**

Commuter and recreational traffic are significant problems for the agricultural areas. Farm vehicles travel at significantly slower speeds than non-farm vehicles, and lack the manoeuvrability of non-farm vehicles. While traffic calming techniques may resolve the problem in certain areas, in general, the solution lies in the development of a strong regional road system that takes non-farm traffic off agricultural roads.

#### ▪ **Continue Current Programs**

The City is to be commended for its efforts to support the viability of the Matsqui and Sumas Prairies, through its financial support of the Dyking and Drainage Districts. Continued financial support of the districts is essential, along with the City’s participation in, and support for, the Abbotsford-Sumas Aquifer Stakeholder Group Committee. Further, the potential negative impact of urban stormwater run-off on agricultural areas should continue to be recognized through effective City regulations.

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## *Position Paper on Enhancing the Agricultural Economy*

April 16, 2003

### **BE PROACTIVE**

#### ▪ **Lot Consolidation**

The historic subdivision of land in the Agricultural Land Reserve has created lots that, being small in size, are not economically viable for farming. Initiatives that will result in lot consolidation in the Agricultural Land Reserve should be identified and pursued as a priority.

#### ▪ **Agricultural Waste**

Managing agricultural waste is a major concern for farmers. Current information suggests that composting, with marketable end-products, will contribute greatly to a resolution of this issue. It is expected that the City will take the necessary steps to develop appropriate regulations to ensure composting operations do not negatively impact the community. However, appropriate composting solutions must still be developed. The City has the opportunity to provide leadership in this area through proactive strategic initiatives that expedite these solutions. This should be done in collaboration with industry, as well as research and scientific institutions.

#### ▪ **Agricultural Processors**

The prospect that current agricultural processors will leave the City is of concern to producers. Identifying and resolving the concerns of this group should be a priority of the City.

#### ▪ **Agricultural Advocacy**

The profile of agriculture in City plans and initiatives needs to be increased. This can be achieved by officially designating an Agricultural Liaison on City staff to act as an advocate/coordinator for agricultural issues. At this time, the extent of the City's liaison with agriculture is the designation of the Manager, Development Approvals, as the staff liaison to the Agricultural Select Committee.



*City in the Country*



## *Position Paper on Enhancing the Agricultural Economy*

April 16, 2003

### **SUPPORT THE EFFORTS OF THE AGRICULTURAL INDUSTRY**

- **Become market-oriented**

The primary leadership for strengthening agriculture lies with industry. The industry recognizes the need to increase community awareness and become market-oriented. Community awareness is necessary to reduce/prevent conflict between agricultural and non-agricultural activities, to enhance the image of agriculture as a significant part of the modern economy, to create demand for agricultural training and education opportunities, and to improve the “voice” of agriculture generally. Becoming market-oriented is about identifying customer needs and opportunities.

A farmer’s market, farm/harvest tours, and agricultural conferences are just some of the initiatives that the industry sees as having merit. City support of these initiatives, including endorsement of these efforts, coordination, and partnership, are potential roles. The City may also play a role in assisting industry to cultivate relationships with non-farming organizations.

*City in the Country*





## *Position Paper on Enhancing the Agricultural Economy*

April 16, 2003

### ▪ **Labour Shortages**

Labour shortages associated with seasonal work are becoming an increasingly significant problem for the agricultural industry. A “guest worker program” has been developed in other provinces, and the industry is pursuing a similar program with the Province of British Columbia. Vigorous City support of this initiative is sought, along with appropriate City policies and regulations to accommodate guest worker housing.



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## **APPENDIX F**

### **Part 28 Local Government Act – Replotting Schemes**

**LOCAL GOVERNMENT ACT — *Continued***  
**[RSBC 1996] CHAPTER 323**

**Part 28 — Replotting Schemes**

**Division 1 — Interpretation**

**Definitions**

**982** For the purposes of this Part:

"**common mass**" means the common mass of property referred to in section 986 (1);

"**district**" means a part of a municipality defined by the council under section 984;

"**former parcel**" means a parcel existing before the completion of a replotting scheme, and includes any portion of land formerly a portion of a highway, park or public square, or of land indicated as such on a plan of subdivision deposited in the land title office;

"**new parcel**" means a parcel created or intended to be created by a replotting scheme, and includes a portion of land created or intended to be created as a portion of a highway, park or public square, or of land indicated as such on a plan of subdivision deposited in the land title office under this Part;

"**owner**" means a purchaser of real property under an unregistered agreement for sale and purchase, a registered owner of an estate in fee simple, a registered owner of a charge or a tax sale purchaser during the redemption period, and includes the Provincial government, a Provincial government corporation and the municipality.

**Application of Part**

**983** (1) This Part applies to Crown land in a district held by purchasers from the Provincial government and in that case both the Provincial government and the purchasers are deemed to be owners for the purposes of this Part.

(2) [Repealed 1997-25-152.]

**Division 2 — Preparation and Initiation of Scheme**

**Preliminary definition of district**

**984** A council may, by bylaw adopted by an affirmative vote of at least 2/3 of all its members,

(a) define a part of the municipality as a district for the purpose of replotting, and

(b) authorize the preparation of a scheme, including incidental preliminary surveys, for the replotting of the district.

**Information included in scheme**

**985** (1) A replotting scheme must indicate the following:

- (a) the proposed relocation and exchange of parcels of real property in which the Provincial government or the municipality has no estate or interest;
- (b) whether compensation is to be proposed to the respective owners and its amount;
- (c) the value of any surplus real property;
- (d) the new location of a building, structure, erection or utility that is to be moved.

(2) A replotting scheme may set out an apportionment of the net cost of the scheme between the municipality and the owners, consideration being given to

- (a) the saving that the scheme may effect in the expenditure of the municipality for highways and municipal utilities, and
- (b) the increased taxation that may be derived by the municipality from the increased value of the real property in the district.

(3) An apportionment under subsection (2) may or may not be as provided by section 1011.

#### **General principles of replotting**

**986** (1) For the purpose of a replotting scheme, all the parcels and highways and all other real property in the district at the initiation of the scheme form one common mass of real property.

(2) From the common mass is to be taken the real property necessary for highways, parks or public squares, which stands in the place of and compensates the Provincial government, the municipality and the public for the surrender of all former highways, parks or public squares.

(3) The remainder of the common mass must be divided into parcels for allotment to the owners in a fair and equitable manner, so that as far as possible the value of new parcels allotted to them are equal to the value of their former parcels.

(4) An allotment, decision, award, consent or other proceeding under this Part is binding on and inures to the benefit of the person who owns the real property affected.

#### **Reallotment of parcels**

**987** (1) In a replotting,

- (a) effort must be made to allot to owners new parcels in approximately the same location as their former parcels, and
- (b) parcels with buildings, structures, erections or utilities erected on them, subject to the necessary adjustment of boundaries, must be returned to their former owners wherever practicable.

(2) The allotment of new parcels in exchange for former parcels must be carried out as far as practicable with the consent of the respective owners.

(3) Failing consent of an owner, there may be allotted to the owner a new parcel or parcels of value equal as



nearly as possible to the value of the owner's former parcel or parcels, or compensation in money may be made to the owner instead of an allotment of real property.

(4) Unavoidable differences of value between former parcels and new parcels may be equalized by

(a) granting money compensation, or

(b) with the owner's consent or agreement, allotting to the owner of a new parcel of greater value than the owner's former parcel for a cash payment or on terms.

(5) If a new parcel is allotted under subsection (4) (b) on terms, the municipality may take a mortgage, with agreed interest, from the owner for payment of the difference in value.

(6) Any real property not allotted as provided above may be allotted to any owner at an agreed price, the amount of which must be paid to the municipality.

(7) The whole of the real property remaining unallotted must be allotted to the municipality and is surplus real property.

#### **Municipality may acquire charges**

**988** Subject to making compensation for a charge against a former parcel, the municipality may

(a) acquire such a charge and hold it as a charge against a new parcel allotted to the owner of the former parcel, and

(b) take all necessary proceedings for the collection of the amount due under and by virtue of the charge or for the sale, transfer or realization of the security created by it.

#### **Notice requirements for initiation of a scheme**

**989** (1) Before initiating a replotting scheme, the council must have notice of the scheme published in a newspaper.

(2) Also before initiating a replotting scheme, the council must have the following sent to each owner of a parcel in the district, in the manner provided for the giving of notice under section 414:

(a) a plan showing the real property in the district as presently subdivided and a plan showing that property as if replotted under the proposed scheme, with both plans having marked on them

(i) the dimensions of the boundaries of each parcel shown, and

(ii) the scale of the plan, which must be the same for both plans and which must not be smaller than 1 to 1 000;

(b) a statement of

(i) the estimated total cost of the scheme,

(ii) the cost to be borne by the municipality,

(iii) the total cost to be borne by all the owners, and

- (iv) the portion of the cost for each new parcel;
- (c) a statement showing
  - (i) the number of instalments by which the owner's share of the cost may be paid,
  - (ii) at what interval after completion of the scheme the first instalment will be due, and
  - (iii) at what intervals any remaining instalments will be due;
- (d) the proposed allotment of new parcels for former parcels;
- (e) a form of consent to the replotting proposed by the scheme as it affects the owner's property, including
  - (i) the details of
    - (A) any compensation proposed to be paid by the municipality for the real property as a result of the scheme, or
    - (B) any sums requested to be paid to the municipality for the real property as a result of the scheme, and
  - (ii) a space in which, if the owner signs the consent and returns it to the municipality, the owner must set out
    - (A) the market or true value of the real property, and
    - (B) the amount or proportion the owner considers to be the value of the owner's interest.

#### **General consent of owners to scheme**

**990** (1) The council may, by resolution, authorize the initiation of the replotting scheme without further consent by other owners in the district if the owners of parcels of real property, the assessed land value of which is at least 70% of the total assessed value of all the land in the district according to the last authenticated real property assessment roll, consent to the replotting set out in the scheme.

(2) A consent referred to in subsection (1) must be in writing in the form referred to in section 989 (2) (e).

(3) The calculation of the 70% of the assessed value referred to in subsection (1) must be determined as follows:

- (a) land only, without improvements, is to be considered for the purpose of this section;
- (b) the value of an owner's interest in a parcel is the assessed value of the parcel if
  - (i) the parcel is owned in fee simple, free of charges,
  - (ii) the parcel is owned by a purchaser from the Provincial government or from a Provincial government corporation and the purchaser has completed the payments but the Crown grant, order in council or conveyance has not been delivered to or registered by the purchaser, or
  - (iii) the parcel has been purchased at a tax sale and the period for redemption has not expired;

- (c) in the cases of parcels of real property held subject to one or more charges,
  - (i) the value of the charges and of the estate in fee simple must be determined by multiplying the assessed value of the land by the true or market value of the particular interest in the parcel and dividing the resulting product by the true or market value of the parcel, and
  - (ii) if the true or market values of an interest in real property cannot be determined from the information supplied by owners of a parcel under section 989 (2) (e), the designated municipal officer must assess and determine the values for the purposes of subparagraph (i) from whatever records or information are available to that municipal officer;
- (d) if a parcel of real property is held by a tenant for life,
  - (i) the true or market value of the life estate is its present worth as determined by using the official Statistics Canada Tabulations of British Columbia life expectancy in effect when the valuation is made, and
  - (ii) the true or market value of the estate in remainder in fee simple is the resulting balance, after subtracting the true or market value of the life estate from the true or market value of the parcel;
- (e) in the cases of multiple ownership of estates in fee simple and charges,
  - (i) each tenant in common must be considered to consent to the proportion of the whole estate in fee simple or charge held by the tenant's proportion in the tenancy, and
  - (ii) each joint tenant must be considered to consent to an equal share with each of the tenant's co-joint tenants in the whole estate in fee simple or charge.

#### **Consents binding on owners once given**

**991** (1) At any time before the commissioner gives his or her decisions under section 1007 (3), the designated municipal officer must receive from any owner the consent in writing referred to in section 989 (2) (e).

(2) An owner who mails or delivers a consent to the municipality is bound by it, and no claims against the municipality may be allowed on matters specifically agreed to in the consent.

#### **Alterations to scheme may require new consents**

**992** (1) Alterations may be made in the replotting scheme before its completion.

(2) If alterations affect the owners who have consented, the consent of all the affected owners is again required.

#### **Initiation of scheme by registration of resolution**

**993** (1) A copy of the resolution referred to in section 990 (1) [*initiation of replotting*], adopted by the council and certified by the municipal officer assigned responsibility under section 198 [*corporate administration*], together with the plans referred to in section 989 (2) (a), must be filed in the land title office.

(2) When the resolution is filed under subsection (1), the registrar of land titles must cause a note of it to be made in every place in the records under the care of the registrar where title in fee simple to a parcel located in the district is registered.

(3) The note under subsection (2) must be by the filing number and series, and the series may be the same as the

series that includes caveats.

(4) The replotting scheme is initiated when the note under subsection (2) is made.

#### **Effect of initiation**

**994** (1) A note under section 993 is notice to all persons having any right, title, interest, charge, claim or demand in, to or on the affected parcels, and to all persons subsequently dealing with them, that a scheme for their replotting has been initiated, and those persons are bound by all proceedings under this Part taken before and after that notice.

(2) A person who has a right, title, interest, charge, claim or demand in, to, or on real property in the district that is not duly registered before the initiation of the scheme is not entitled to notice of proceedings under this Part, unless the person is a purchaser

(a) from the Provincial government,

(b) from the municipality, or

(c) at a tax sale.

(3) A person subsequently dealing with an affected parcel is not entitled to notice unless the person has

(a) given the designated municipal officer written notice of the person's purchase or claim and evidence of its registration, and

(b) provided that municipal officer with an address to which notices may be mailed.

#### **Resolution to complete or discontinue scheme**

**995** (1) Within 4 months after the initiation of a replotting scheme, the council must, by resolution, either

(a) discontinue the replotting scheme, or

(b) authorize the completion of the replotting scheme and put it into effect.

(2) If a council resolves to discontinue a replotting scheme under subsection (1) (a),

(a) the municipal officer assigned responsibility under section 198 [*corporate administration*] must file in the land title office a copy of the resolution to discontinue, certified under that officer's signature, and

(b) the registrar of land titles must then cancel the note under section 993 (1).

(3) If the council resolves to authorize the completion of the scheme under subsection (1) (b), the municipality must make application in accordance with section 996 to have title to the common mass registered in fee simple in trust for the owners of the new parcels.

### **Division 3 — Implementation and Completion of Scheme**

#### **Registration of common mass**

**996** (1) An application to have title to the common mass registered in fee simple in trust for the owners of the new parcels must be in the form prescribed under the *Land Title Act* and must be accompanied by the following:

(a) a reference plan defining the common mass, signed by the municipal officer assigned responsibility under section 198 [*corporate administration*], and complying with the requirements of the *Land Title Act* for reference plans, other than the requirements of section 103 of that Act;

(b) a certificate signed by the municipal officer assigned responsibility under section 198 [*corporate administration*], setting out

(i) in the 1st column, compiled in numerical or alphabetical order, the description of each new parcel,

(ii) in the 2nd column, opposite the description of the relevant new parcel, the description of the former parcel or parcels in respect of which the allotment of the new parcel has been made,

(iii) in the 3rd column, opposite the description of the relevant new parcel, the name and address of the owner in fee simple to whom each new parcel has been allotted,

(iv) in the 4th column, opposite the description of the relevant new parcel, the names of owners of all charges and their addresses and the nature and serial registration numbers of the charges registered against the former parcel or parcels in respect of which the allotment of the new parcel has been made, and

(v) in the 5th column, opposite the description of the relevant new parcel,

(A) the names and addresses of any claimant of a mechanics' lien, or certificate of pending litigation, caveator, or person giving notice of a claim under the *Sale of Goods on Condition Act*, or a spouse claiming the benefits of the *Land (Spouse Protection) Act*, and

(B) the description of any former parcel or parcels in respect of which no allotment of a new parcel or parcels has been made;

(c) a subdivision plan defining the new parcels, complying with the requirements of the *Land Title Act* and bearing the title "prepared under the replotting provisions of the *Local Government Act*";

(d) an application in the form prescribed under the *Land Title Act* to deposit the subdivision plan.

(2) The registrar of land titles must examine the application forms, reference plan, subdivision plan and certificate and, if satisfied that they are in order and in compliance with this Part and the *Land Title Act*, must deposit the reference plan and assign to it a serial deposit number.

#### **Effect of deposit of reference plan**

**997** (1) The deposit of a reference plan under section 996

(a) vests in the municipality the title of the common mass, in trust as stated, in fee simple, free from all charges registered against former parcels, and

(b) extinguishes all highways, parks or public squares within the common mass.

(2) Subsection (1) binds the Provincial government.

(3) On finding a good safe holding and marketable title in fee simple to the common mass, the registrar of land titles must register the title claimed by the municipality, and the *Land Title Act* then applies.

- (4) The municipality need not produce any former absolute, interim or duplicate indefeasible title to any former parcel, but on the issue of the indefeasible title to the municipality in trust all of those certificates are deemed to be cancelled.
- (5) After the registration under subsection (3), the registrar of land titles must deposit the subdivision plan, assign to it a serial deposit number, and issue any new indefeasible titles for the new parcels that are necessary.
- (6) The indefeasible titles under subsection (5) must be noted or endorsed, as the case may require, with all claims, demands or notices as set out in the 5th column of the certificate referred to in section 996 (1) (b).
- (7) The replotting scheme is completed when the requirements of subsection (6) are met, and after this the *Land Title Act* applies.
- (8) In addition to the application of the *Land Title Act*, the deposit of the subdivision plan vests title to the respective new parcels in the persons named in the 3rd and 4th columns of the certificate referred to in section 996 (1) (b) according to the estate, title or interest disclosed by the certificate, but subject to all claims, demands or notices set out in the fifth column of the certificate.

#### **Registration for owners of new parcels**

**998** (1) As soon as possible after the completion of the replotting scheme, the municipality must apply under the *Land Title Act* for registration on behalf of the persons who own the new parcels.

(2) The registrar of land titles, in his or her discretion, may summarily reject or may refuse to register any application on behalf of an owner unless there is produced to the registrar any duplicate indefeasible title, or interim or absolute certificate of title to a former parcel that had not been produced before registration of the common mass under section 996.

#### **Rights of ownership and charges transferred**

**999** On completion of the replotting scheme,

(a) except as otherwise dealt with under this Part, all rights, obligations and incidents of ownership of the owner of a former parcel or of an interest in it, and all public and private legal relationships with a former parcel, are deemed to be transferred to and exist in the new parcel allotted to the owner of the former parcel to the same extent and in the same manner as with the former parcel,

(b) all conveyances, agreements, mortgages and other instruments, including grants of letters probate or letters of administration, in respect of parcels of real property described in them by a description appropriate to a former parcel and in respect of which registration of title had not been applied for before the completion of the replotting scheme must be construed as if the estate or interest passing or created or vested by them was in the new parcel, and

(c) the new parcels and their respective owners are subject to and liable for all municipal charges, rates, taxes and assessments levied against their former respective parcels, and are subject to all proceedings taken and to be taken for the collection of municipal charges, rates, taxes and assessments in any manner provided for by law.

### **Division 4 — Complaints Regarding Compensation**

#### **Allotments binding, although owners may complain regarding compensation**

**1000** On completion of the replotting scheme, the allotments of real property under it are absolutely binding to

all intents and purposes on all the owners in the district, subject to the right of those owners who do not consent to the scheme to complain as to the adequacy of compensation proposed or the failure to propose compensation.

### **Compensation for loss and damage**

**1001** (1) An owner who does not consent and who gives notice of complaint as provided in section 1004 has the right to compensation in money for the following:

- (a) any loss of value of the former parcel, in so far as adequate compensation is not afforded by the new parcel allotted;
- (b) any loss of, damage to or the cost of moving buildings or improvements on the former parcel;
- (c) any loss of income from the use of buildings or the special condition or use of the former parcel caused by the replotting scheme.

(2) In determining the amount of compensation,

(a) a former parcel must be valued at its market value at the time of the initiation of the replotting scheme, but an increase in its value caused by the anticipation or initiation of the scheme must not be taken into consideration, and

(b) a new parcel must be valued at its market value on completion of the replotting scheme.

(3) A person is not entitled to compensation for any of the following:

(a) costs, expenses, loss, damage or inconvenience incurred or sustained in investigating the replotting proceeding or in presenting a complaint or making an appeal, or caused by the initiation of or delay in or discontinuance of the replotting scheme;

(b) an actual or anticipated loss or inconvenience of access to new parcels or of use of a municipal or public utility or service due to the new highways not being open for traffic;

(c) an actual or anticipated loss, damage or inconvenience suffered in common with all or with the major part of other owners;

(d) a building or structure constructed, erected, placed or altered, or an improvement made to land after the initiation of the replotting scheme or an actual or anticipated loss, damage or expense incidental to it, or incidental to the removal of that building or structure;

(e) a reduction in or loss of value due to reduction in area within the limits of a right to take land for highway purposes contained in the Crown grant of or statute applying to the land.

### **Appointment of commissioner**

**1002** (1) Within one month after completion of the replotting scheme, the council must apply to the Supreme Court for the appointment of a commissioner to hold a public hearing of and to decide any complaints under sections 1000 and 1001 and the court must appoint a commissioner.

(2) An application under subsection (1) may be made without notice to any other person.

(3) If the council does not apply under subsection (1), any owner who did not consent may apply on notice to the council.

- (4) A person who is
- (a) a member of the council,
  - (b) an owner within the district, or
  - (c) the spouse of an owner within the district

must not be appointed or act as a commissioner.

(5) Before entering on the duties of office, the commissioner must subscribe and take the following oath before the municipal officer assigned responsibility under section 198 [*corporate administration*]:

I, ....., do solemnly swear that

(a) I will truly and faithfully, and without fear, favour or partiality, execute the powers and trusts of a commissioner under Part 28 of the *Local Government Act*, according to the best of my knowledge and judgment, and

(b) I am not disqualified from acting as a commissioner under that Act.

(6) The municipality must pay the commissioner remuneration at a rate agreed between the commissioner and the council, and in the event of failure to agree, a reasonable remuneration set by the Supreme Court on summary application by the municipality or the commissioner.

#### **Replacement of commissioner**

**1003** (1) If a commissioner

- (a) dies, resigns, refuses to act or is absent, or
- (b) is incapable of acting because of sickness, disability or misconduct,

on the application of the municipality, the Supreme Court must appoint another person as commissioner.

(2) An application under subsection (1) may be made without notice to any other person.

(3) In the circumstances referred to in subsection (1), proceedings or decisions had, taken or arrived at by the commissioner before the vacancy are not in any way affected, but are valid and effectual, and must be and continue to be acted on,

- (a) even though the vacancy has occurred and the other commissioner has been appointed, and
- (b) without any necessity for recommencing the proceedings or reconsidering any matter or thing that has arisen or been considered or decided before the vacancy occurred.

#### **Notice to owners who do not consent**

**1004** (1) On an appointment being made, the designated municipal officer must give to each of the owners who did not consent whose name appears on either of the lists referred to in section 1016 a notice in writing including the following:



- (a) a statement that a replotting scheme has been put into effect;
- (b) a description of the owner's former parcel;
- (c) a statement
  - (i) of the allotment of new parcel made,
  - (ii) of the compensation proposed to the owner, and
  - (iii) that, if a parcel is improved, that the owner's buildings may be affected;
- (d) a statement that the scheme and the allotments under it are absolutely binding on the owner to all intents and purposes, excepting only the owner's right to complain against
  - (i) the adequacy of compensation proposed, or
  - (ii) the failure to propose compensation;
- (e) the time and place appointed by the commissioner for hearing complaints;
- (f) a statement that, if the owner intends to complain, the owner must give written notice with the grounds of the complaint to the designated municipal officer 10 days before the hearing.

(2) Notice under subsection (1) may be given by any of the following:

- (a) by personal service on the person to whom it is directed;
- (b) by registered mail addressed to the person at that person's address
  - (i) as shown on a list provided under section 1016,
  - (ii) as shown on any record in the land title office relating to the person's ownership of or interest in the former parcel, or
  - (iii) as last known to the assessor for the municipality;
- (c) on application to the Supreme Court, by substituted service in accordance with the order of the court.

(3) The designated municipal officer may, in his or her discretion, send with any one or more of the notices a copy of the plan of replotting or any portion of it on the same or a different scale.

(4) The designated municipal officer must keep a record of all notices given under this section by showing, opposite the names of the owners of the parcels in the district, the names of the persons to whom notices were sent and the parcels concerned and the date and method of giving each notice.

#### **Time and place to hear complaints**

**1005** The commissioner must appoint a time and place for the hearing of complaints as follows:

- (a) the place must be at the municipal hall or another suitable place in the municipality;

(b) the time must be not less than 40 days and not more than 90 days after the designated municipal officer has given the notices referred to in section 1004.

### Hearing by commissioner

- 1006** (1) The commissioner must sit at the time and place appointed, and must hear complaints of which notice has been given.
- (2) The proceedings before the commissioner must be public.
- (3) The commissioner must inquire into and pass on the sufficiency of all notices required to be given under section 1004 and, in the commissioner's sole discretion, may direct further notices and hear any complaint made.
- (4) If the commissioner thinks fit in the interest of justice, the commissioner may hear a complaint made to the commissioner at any time before the conclusion of the hearing.
- (5) The municipality may complain to the commissioner on its own behalf or on behalf of any other person.
- (6) The following rules apply respecting evidence that may be accepted by the commissioner:
- (a) the commissioner may receive any evidence that the commissioner thinks proper to admit and may take a view and examine on oath any person interested and the witnesses that appear before the commissioner;
  - (b) the commissioner may act on, accept or adopt the evidence the commissioner considers sufficient, whether on oath or not and whether written or oral;
  - (c) the commissioner has the right to insist on evidence being given or submitted orally under oath or by affidavit, but need not require any evidence to be so given;
  - (d) the strict rules of evidence do not apply.
- (7) The commissioner may, at the request of any complaining owner or on the commissioner's own initiative, summon in writing any person to attend at the hearing, give evidence and produce any documentary evidence.
- (8) The commissioner may order reasonable fees and expenses to be paid to a witness summoned on the commissioner's own initiative, which must be paid by the municipality.
- (9) A person who fails to respond to a summons under subsection (7) commits an offence, and is liable on conviction to a penalty not greater than \$100 and costs.
- (10) The commissioner or, in the absence of the commissioner, the municipal officer assigned responsibility under section 198 [*corporate administration*] may adjourn the hearing from time to time and from place to place, whether or not any person interested is present at the time of the adjournment.

### Commissioner's powers and report

- 1007** (1) The powers of the commissioner are confined to
- (a) passing on the sufficiency of all notices required to be given under section 1004, and
  - (b) hearing and deciding complaints under sections 1000 and 1001.

- (2) The commissioner must cause to be kept a record of each complaint made to the commissioner and of the commissioner's decision on it.
- (3) On the conclusion of the hearing, the commissioner must announce a date on which the commissioner's decisions will be given.
- (4) Promptly after giving his or her decisions, the commissioner must report to the council the complaints made to the commissioner and the decision on each.
- (5) The report under subsection (4) must be open for examination by any complainant or the solicitor or agent of a complainant.

#### **Appeal to Supreme Court**

- 1008** (1) A decision of a commissioner may be appealed to the Supreme Court.
- (2) An appeal under subsection (1) is to be an appeal by way of rehearing.
  - (3) The person appealing must, within 10 days after the decision complained of, serve on the municipality a written notice of intention to appeal, setting out the grounds of appeal.
  - (4) The appeal must be made on petition and 5 days' notice of the time for hearing the appeal must be given to the municipality.
  - (5) The municipality may appeal from a decision of a commissioner, in which case it must give to the owner affected the notice of intention under subsection (3) and the notice of the hearing must be given the owner, both of which notices may be given in any manner provided in section 1004.
  - (6) The powers of the Supreme Court on appeal are confined to hearing and deciding appeals from the decision of the commissioner on complaints under section 1001.
  - (7) In term or during vacation, the court must hear the appeal in a summary manner and on the rules of evidence that govern a commissioner.
  - (8) The court may adjourn the hearing from time to time and defer judgment at pleasure, but judgment must be given within 6 weeks from the time limit set by subsection (3) for giving notice of appeal.
  - (9) If judgment is not given by the court within the time period under subsection (8), the commissioner's decision stands.
  - (10) Persons making or opposing an appeal must pay their own costs and expenses and no costs as between party and party may be awarded by the court.
  - (11) A decision of the Supreme Court under this section may be appealed to the Court of Appeal with leave of a justice of the Court of Appeal.

#### **Payment of compensation**

- 1009** (1) The municipality must pay
- (a) the amounts of compensation proposed by the replotting scheme within 3 months after its completion, or

(b) if a complaint has been made, the compensation awarded by the commissioner, or the Supreme Court on appeal, within 3 months from the date of the award.

(2) Either of the periods referred to in subsection (1) may be extended by the Supreme Court on application by the municipality without notice to any other person.

(3) The compensation stands in the place of the land for which it was proposed or awarded, and is subject to any limitations and charges to which the land was subject.

(4) The municipality may, without leave or order in any case it believes expedient, pay into the Supreme Court the amount of any compensation proposed or awarded.

(5) Payment into court under subsection (4) must be accompanied by a certificate of the municipal officer assigned responsibility under section 198 [*corporate administration*] giving particulars of the person to whom and the land for which the compensation was proposed or awarded, and the district registrar must give that municipal officer a receipt, attached to or endorsed on a copy of the officer's certificate.

(6) Compensation paid into court under subsection (4) must be paid out of court to the person entitled to it on the order of the court.

### **Division 5 — General**

#### **Removal of buildings**

**1010** The municipality may, by its employees, workers or contractors, move any building, structure, erection or utility required to be moved under the replotting scheme, or do any work or thing on private property in satisfaction of awards of compensation.

#### **Accounts and apportionment**

**1011** (1) The municipality must keep a proper account of all money paid by it in connection with a replotting scheme, and on its completion and the payment of all compensation and incidental expenses must prepare a statement showing the net cost.

(2) In the statement under subsection (1), the municipality must be debited with the value of all surplus land allotted to it and any money receivable under section 987 or otherwise on account of the replotting scheme.

(3) If applicable, the net cost shown by the statement under subsection (1) must be apportioned between the municipality and the other owners in the manner set out in the replotting scheme.

(4) If the replotting scheme does not mention an apportionment, the net cost shown by the statement under subsection (1) must be apportioned as follows:

(a) the municipality's portion of the cost is that portion of the total net cost which bears the ratio that

(i) the sum of the areas of the highways and public grounds and unsold land of the municipality at the completion of the replotting scheme

bears to

(ii) the whole area of the district;

(b) the remainder is the owners' portion of the cost.

(5) The net cost of the replotting scheme may be raised as follows:

(a) the municipal portion of the cost may be raised by a special rate levied and collected on and from all the taxable land or land and improvements in the municipality;

(b) the owner's portion of the cost may be raised by a special rate levied and collected on and from the taxable land in the district, according to the respective values of that land as shown in the first authenticated real property assessment roll of the municipality containing the new parcels.

(6) As an alternative to subsection (5), the net cost of the replotting scheme may be paid by borrowing the required amount on debentures issued under the same provisions as if the scheme had been carried out as a local improvement under Part 19, with

(a) the municipality's portion of the cost being raised by a special rate levied and collected annually on and from all the taxable land or land and improvements in the municipality, and

(b) the owners' portion of the cost being raised by a special rate levied and collected annually on and from the taxable land in the district according to the respective values of that land as shown in the authenticated real property assessment rolls for the years during which the special rates are levied.

(7) Debentures under subsection (6) must be repayable within 10 years of the date of issue.

(8) A special rate levied under subsection (5) or (6) must be due and payable to the municipality at the same time as other annual municipal rates and taxes, and Parts 10 and 19 apply.

#### **Former highways to be maintained**

**1012** (1) During the 6 months after the completion of a replotting scheme, so far as the new highways are not constructed and open for traffic, the former highways and all public utilities and other works on them, if they do not interfere with or disturb the reasonable and necessary use and occupation of new parcels, may be maintained, and no person has a right to compensation or a right of action for damages against the municipality or against any other person for that reason.

(2) During the period referred to in subsection (1), the municipality or its licensees may remove the public utilities and works.

(3) A person unreasonably obstructing the use of a former highway during the period referred to in subsection (1) commits an offence and is liable on conviction to a penalty not greater than \$100.

#### **Limitation of claims**

**1013** Other than the right of complaint and appeal provided in this Part, no person is entitled to make or proceed with any demand, claim or action against the municipality, any of its officers, employees or workers, or against the commissioner or the Provincial government, for any loss or damage sustained or threatened by reason of a replotting scheme or for any matter caused by any proceedings taken or thing done under this Part.

#### **Disposal of municipal parcels**

**1014** The municipality may dispose of a parcel allotted to it in the manner provided for disposing of land acquired by it at a tax sale.

#### **Taxation during proceedings**

**1015** Nothing in this Part affects the power of the municipality to assess and to levy rates and taxes on the former parcels during the replotting scheme and before its completion.

**List of owners must be provided to municipality**

**1016** (1) At the municipality's request and on payment of reasonable fees specified by the registrar of land titles for the work involved, the registrar must provide any required information to be obtained from the records and a list of the names and addresses of the registered owners of all parcels of land in the district at the time of the initiation of the replotting scheme.

(2) On similar request, the Ministry of Lands, Parks and Housing must provide a list of the names and addresses of the purchasers of Crown land in the district under agreement for sale.

**Land title fees**

**1017** The fees payable to the registrar of land titles in respect of the matters under this Part are to be governed by the *Land Title Act*.

**Questions may be referred to Supreme Court**

**1018** Any dispute or question on the construction of any provision of this Part, or the sufficiency and validity of proceedings taken under it, or the manner in which a proceeding is to be taken, may be referred to the Supreme Court for decision under to section 1008.

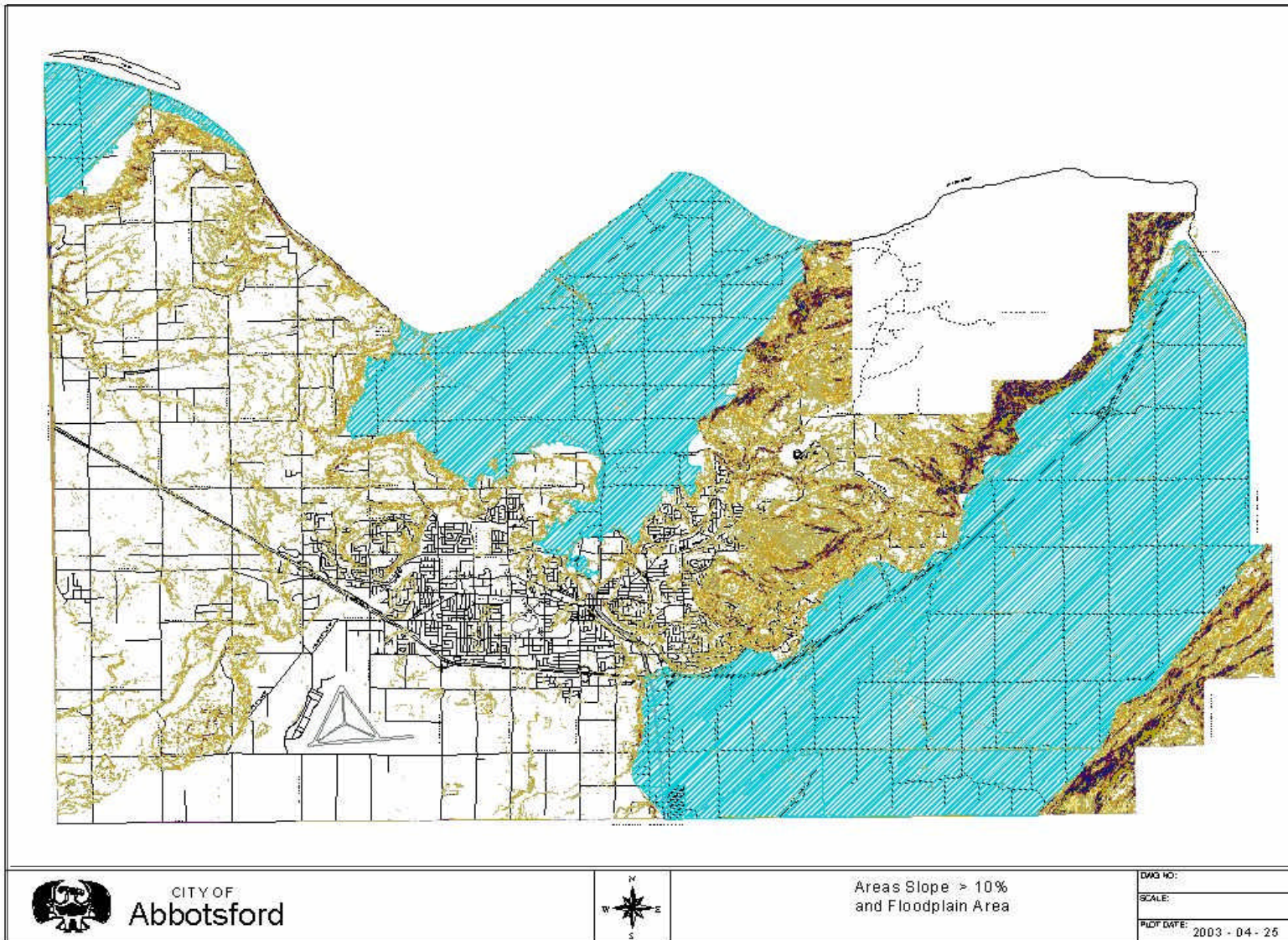
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## APPENDIX G Floodplain and Slope Analysis



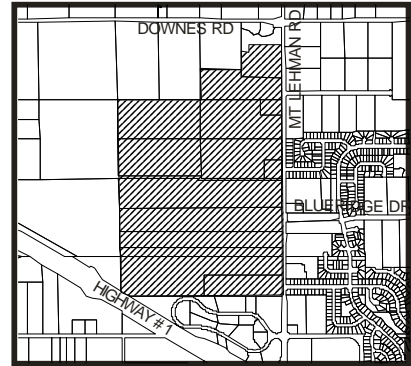


## APPENDIX H

### SELECTION CRITERIA AND CANDIDATE AREAS

#### MOUNT LEHMAN (± 97.7 ha; ± 226.5 ac)

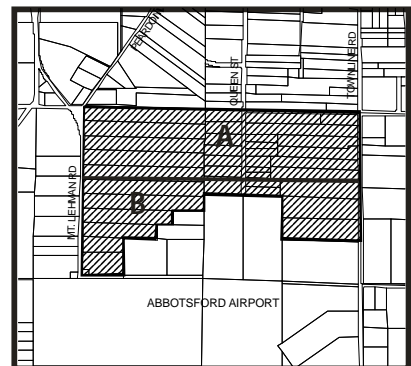
- Land Capability – See Appendix I
- Agricultural Use Intensity
  - 18% has moderate to low intensity. Remaining lands are unimproved, second growth tree cover or industrial in nature (Vanderpol's).
- Buffer Opportunities
  - South end of subject area abuts the Fraser Valley Automall, no buffer required.
  - Western boundary areas will require buffering. Northern portion includes streams and ravines, which will provide a natural buffer. An agricultural Development Permit may be used at the interface between the ALR lands and proposed developments. Municipal roads on eastern boundary.
- Urban Containment
  - Adjacent to Urban Development Boundary
- Environmental and Geotechnical Sensitivity
  - Low sensitivity
- Use Profile
  - Appropriate for uses requiring access to Highway No. 1 or Abbotsford Airport, though bottlenecks caused by inadequacies of the Mount Lehman interchange could be problematic.
  - Problems will be resolved with anticipated upgrades to Mt Lehman Interchange.
  - Other uses: light industry; business park; etc.
- Development Potential
  - Moderate development potential.
  - Potential will be greatly enhanced by proposed upgrades to the Mount Lehman Interchange.
  - Within minutes of existing commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential



#### AIRPORT RESERVE “A” AND “B”

##### AIRPORT RESERVE AREA “A” (± 54.4 ha; ± 134.4 ac)

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - Approximately 84% of land is farmed to varying degrees of intensity, with some lands unimproved or neglected pasture. Linear shaped parcels are the most significant constraint to agricultural use in this area.
- Buffer Opportunities
  - The subject area is bounded by the Urban Development Area, with Mount Lehman and Townline Roads running along the west and east edges respectively.
  - The subject lands do not directly abut ALR lands.





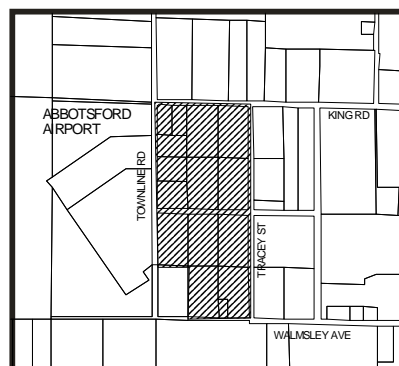
- Urban Containment
  - Abuts Urban Development Boundary.
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - The subject lands are located on the Abbotsford-Sumas Aquifer.
- Use Profile
  - Light industry, business park, aviation related, knowledge based. Subject lands will be suitable for a wider range of general industrial/warehousing uses.
- Development Potential
  - Moderate development potential due to lot size and lot ownership constraints.
  - Lot consolidation, through private land assembly or Replotting Scheme, will improve potential.
  - Close proximity to airport, freeway interchanges, and border crossings.
  - Within 10 minutes of commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential

**AIRPORT RESERVE AREA “B” (± 17.2 ha; ± 42.5 ac)**

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - Approximately 84% of land is farmed to varying degrees of intensity, with some lands unimproved or neglected pasture. Linear shaped parcels are the most significant constraint to agricultural use in this area.
- Buffer Opportunities
  - The subject area is bounded Airport Reserve Area A to the north and the Abbotsford Airport to the south, with Mount Lehman and Townline Roads running along the west and east edges respectively.
  - The subject lands do not directly abut ALR lands.
- Urban Containment
  - Abuts the Abbotsford Airport.
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - The subject lands are located on the Abbotsford-Sumas Aquifer.
- Use Profile
  - Subject area will be reserved for aviation and ancillary uses.
- Development Potential
  - Moderate development potential due to lot size and lot ownership constraints.
  - Lot consolidation, through private land assembly or Replotting Scheme, will improve potential.
  - Close proximity to airport, freeway interchanges, and border crossings.
  - Within 10 minutes of commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential

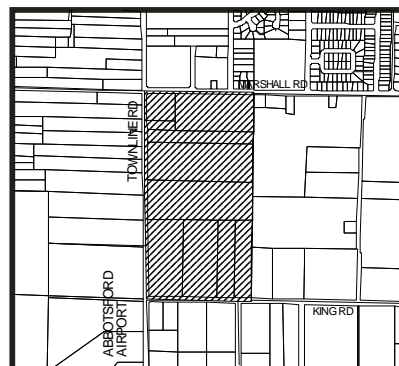
## CASCADE (± 25.6 ha; ± 63.4 ac)

- Land Capability - See Appendix I
- Agricultural Use Intensity - Raspberries are the most dominant crop in area, with almost 80% under cultivation.
- Buffer Opportunities
  - Buffering will be required along eastern boundary of the subject lands.
- Urban Containment
  - Abuts the eastern boundary of the Abbotsford Airport.
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - The subject lands are located on the Abbotsford-Sumas Aquifer.
- Use Profile
  - Uses requiring close proximity to airport facilities
  - Subject area will be preserved for airport reserve, as opposed to general industrial uses, and is to be reviewed every 10 years.
- Development Potential
  - High Potential
  - Within 10 minutes of commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential



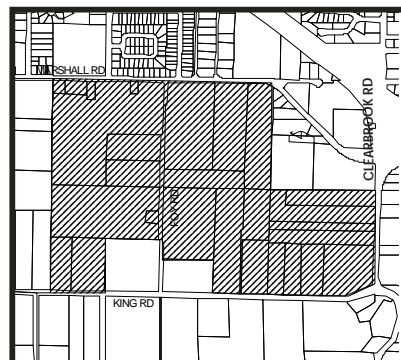
## TOWNLINE (± 38.9 ha; ± 96.0 ac)

- Land Capability— See Appendix I
- Agricultural Use Intensity
  - High level of agricultural use intensity, with almost 100% of the land being farmed.
- Buffer Opportunities
  - Lands along the eastern boundary of the subject area are part of the employment lands application.
  - Northern boundary is the Urban Development Boundary; west and south boundaries are municipal roads.
- Urban Containment
  - Abuts Urban Development Boundary
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - The subject lands are located on the Abbotsford-Sumas Aquifer.
- Use Profile
  - General industrial, business park, agri-business and businesses requiring proximity to the airport.
- Development Potential
  - High potential
  - Within 10 minutes of commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential



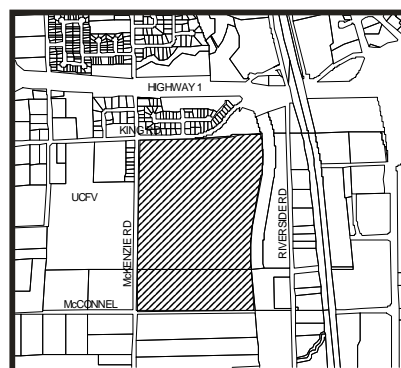
## **CLEARBROOK (± 75.3 ha; ± 186.2 ac)**

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - Moderate intensity - less than 50% being actively farmed.
- Buffer Opportunities
  - Buffering may be required along western boundary if Townline area remains in the ALR.
  - Northern boundary is the Urban Development Boundary; east and south boundaries are municipal roads.
- Urban Containment
  - Abuts Urban Development Boundary to the north.
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - Subject lands are located on the Abbotsford-Sumas Aquifer
- Use Profile
  - General industrial, business park, agri-business, businesses requiring proximity to the airport and Highway No. 1.
- Development Potential
  - High Potential
  - Within 10 minutes of commercial services (shops, banking, restaurants etc.)
- Servicing
  - Good servicing potential



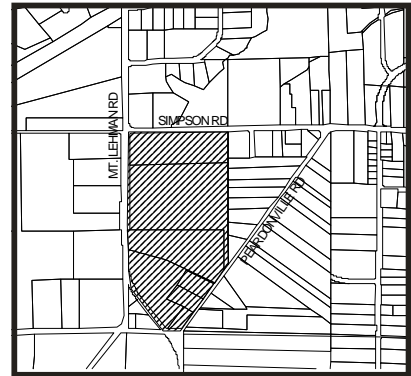
## **NEUFELD (± 45.7 ha; ± 113 ac)**

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - moderate as lands are not farmed on a regular basis. The lands are currently available for lease.
- Buffer Opportunities
  - Buffering would be required along the south boundary of the subject lands.
- Urban Containment
  - Abuts Urban Development Boundary
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - Subject lands are located on the Abbotsford-Sumas Aquifer
- Use Profile
  - Knowledge based, business park
- Development Potential
  - High Potential
  - Close proximity to University College of the Fraser Valley and proposed Abbotsford hospital/regional cancer treatment centre
  - Within minutes of existing commercial services (shops, banking, restaurants etc.)
- Servicing
  - Existing municipal services



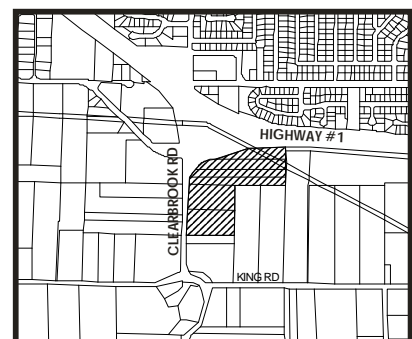
## **MOUNT LEHMAN SOUTH (± 27.3 ha; ± 67.4 ac)**

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - Moderate intensity, with Fishtrap Creek significantly impacting development on the western half of the subject lands.
- Buffer Opportunities
  - Abuts Urban Development boundary on eastern edge and municipal roads on all other edges.
- Urban Containment
  - Abuts Urban Development Boundary on north, eastern and portion of southern boundary of subject lands.
- Environmental and Geotechnical Sensitivity
  - High sensitivity
  - Subject lands are located on the Abbotsford-Sumas Aquifer.
  - Fishtrap Creek – some lands subject to seasonal flooding
- Use Profile
  - Light industry, business park.
- Development Potential
  - Moderate
  - Fisheries setbacks related to proximity to Fishtrap Creek.
  - Within 10 minutes of existing commercial services (shops, banking, restaurants etc.)
- Servicing
  - Moderate servicing potential - low lying lands in the southern portion of the area.



## **CLEARBROOK INTERCHANGE (± 8.5 ha; ± 21.0 ac)**

- Land Capability - See Appendix I
- Agricultural Use Intensity
  - Moderate to low use intensity. Approximately 75% of the lands within the area, abutting the Trans-Canada Highway, are not being actively farmed.
- Buffer Opportunities
  - Buffering and Agricultural Development Permits will be required along the eastern and southern boundaries to protect adjacent agricultural uses.
- Urban Containment
  - the site is adjacent to the Trans-Canada Highway and Clearbrook Road Interchange as well as the Clearbrook Road/Marshall Road intersection. The land is designated as “Highway Commercial” in the City of Abbotsford OCP.
- Environmental and Geotechnical Sensitivity
  - Moderate sensitivity
- Use Profile
  - General industrial, business park and businesses requiring highway exposure.



- Development Potential
  - High
  - Within two minutes of existing commercial services (commercial services, restaurants etc.) north of the Trans-Canada Highway.
- Servicing
  - Good servicing potential.

## DECISION MATRIX:

### DECISION MATRIX NOT RANKED

Weight	← Low → High →								Assessment
	1	2	3	4	5	6	7	8	
	Use Profiles	Urban Containment	Servicing	Development Potential	Buffer Opportunities	Environment & Geotech Sensitivity	Agriculture Use Intensity	Land Capability	
Mount Lehman	2	2	2	1	2	2	1	-2	
	2	4	6	4	10	12	7	-16	29
Airport Reserve A + B	2	2	2	2	2	1	0	-2	
	2	4	6	8	10	6	0	-16	20
Cascade	2	2	2	2	2	1	-1	-2	
	2	4	6	8	10	6	-7	-16	13
Townline	2	2	2	2	2	1	-1	-2	
	2	4	6	8	10	6	-7	-16	13
Clearbrook	2	2	2	2	2	1	0	-2	
	2	4	6	8	10	6	0	-16	20
Neufeld	2	2	2	2	2	1	0	-1	
	2	4	6	8	10	6	0	-8	28
East Gloucester*	2	-1	-1	2	2	2	-1	-1	
	2	-2	-3	8	10	12	-7	-8	12
Mount Lehman South	1	2	2	2	2	-1	0	-2	
	1	4	6	8	10	-6	0	-16	7
Mt. Lehman-Downes	0	2	1	1	2	-1	-2	-2	
	0	4	3	4	10	-6	-14	-16	-15
Gladwin-Downes	0	2	0	0	2	-1	-2	-2	
	0	4	0	0	10	-6	-14	-16	-22
East Sumas Way	2	2	2	2	-1	-2	-2	-2	
	2	4	6	8	-5	-12	-14	-16	-27
Fraser Foreshore	1	-2	-2	0	-1	-2	-2	-2	
	1	-4	-6	0	-5	-12	-14	-16	-56
Fraser Highway East	1	2	-1	1	-1	-2	-1	-1	
	1	4	-3	4	-5	-12	-7	-8	-26
Interchange	1	2	2	2	-1	1	-1	-1	
	1	4	6	8	-5	6	-7	-8	5

\* East Gloucester represents a much smaller area than originally considered last year. The area of interest immediately abuts the Gloucester Industrial area in the Township of Langley.

Weight	Criteria		
8	Land Capability	+2	Low agricultural capability
		-2	High agricultural capability
7	Agricultural Use Intensity	+2	Low agricultural use intensity
		-2	High agricultural use intensity
6	Environment & Geotechnical Sensitivity	+2	Low sensitivity
		-2	High sensitivity
5	Buffer Opportunities	+2	Good existing buffer opportunities
		-2	Extensive additional buffering required
4	Development Potential	+2	High potential
		-2	Low potential
3	Servicing	+2	Lower costs of providing services
		-2	Higher costs of providing services
2	Urban Containment	+2	Abuts UDB
		-2	Distant from UDB
1	Use Profiles	+2	Wide range of uses
		-2	Narrow range of uses

## **DEFINITIONS:**

**Land Capability:** lands identified as having high agricultural land capability are given a lower the rank than lands that have lower capability. (See Appendix H for more detail)

**Agriculture Intensity:** lands identified as having a high degree of agricultural use intensity are given a lower the rank than lands that have little agricultural activity.

**Environment and Geotechnical Sensitivity:** examples of high sensitivity would include ravines, flood plain, Abbotsford-Sumas Aquifer, etc. Lands considered to have higher risks are ranked lower than lands with limited environmental or geotechnical sensitivity.

**Buffer Opportunities:** lands with natural buffers and man-made buffers, i.e. existing municipal roads or non agricultural uses, are given a higher ranking than those areas that will require significant buffering. Agricultural Development Permits would be used to secure appropriate buffering.

**Development Potential:** lands that have good development potential from a variety of viewpoints, such as: ease of access; bus routes;. proximity to amenities (restaurants, small stores, bank machines, dry cleaners etc); required site preparation, etc.

**Servicing:** ease of providing municipal infrastructure (water, sewer, roads etc).

**Urban Containment:** proximity to Urban Development Boundary.

**Use Profiles:** areas that can support the broadest range of uses or a unique and desirable use are given a higher ranking than those that can only support a narrow range of uses.

**Acreage Under Consideration - Developable Area Estimates**

<p><b>Mt Lehman North</b>                    <b>226 gross acres</b></p> <p>-8.4 Vanderpols  <u>-29 Power lines</u>  <b>188.6 Available</b></p> <p>-12 est water course set back  <u>-18 future road rw</u>  158.6 est net developable</p> <p>-16% reduction from Available lands</p>	<p><b>Airport A</b>                                    <b>134 gross acres</b></p> <div style="border: 1px solid black; padding: 2px; width: fit-content;">Height restrictions in relation to flight-paths</div> <p><u>-5.5 gas pipeline</u>  <b>128.5 Available</b></p> <p>-8.8 flight path height restrictions  -2 mt Lehman rd allowance  -2 existing road rw  <u>-12 future road rw</u>  103.7 est net developable</p> <p>19% reduction from Available lands</p>
<p><b>Mt Lehman South</b>                    <b>67 gross acres</b></p> <p><b>67 Available</b></p> <p>-8 water course sb (at least)  -1 Mt Lehman rd allowance  <u>-6 future road rw</u>  52 est net developable</p> <p>22% reduction from Available lands</p>	<p><b>Airport B</b>                                    <b>42 gross acres</b></p> <div style="border: 1px solid black; padding: 2px; width: fit-content;">Height restrictions in relation to flight-paths</div> <p><b>42 Available</b></p> <p><u>-2 mt Lehman rd allowance</u>  <u>-4 future road rw</u>  36 est net developable</p> <p>14% reduction from Available lands</p>
<p><b>Clearbrook</b>                                <b>186 gross acres</b></p> <p>-3.6 Shaw/MCC/gas pipeline  -7.6 Golden Valley Foods  -4.8 RV storage (conditionally exluded?)  -5 FV Chicken Sales  <u>-22 munic/SD 34 maint yards</u>  <b>143 Available</b></p> <p><u>-14 future road rw</u>  129 est net developable</p> <p>10% reduction from Available lands</p>	<p><b>Townline</b>                                    <b>96 gross acres</b></p> <p><u>-2 gas pipeline</u>  <b>94 Available</b></p> <p><u>-9.5 future road rw</u>  84.5 est net developable</p> <p>10% reduction from Available lands</p>
<p><b>Cascade</b>                                    <b>63 gross acres</b></p> <p>-1.2 institutional  <u>-2 existing road rw</u>  <b>59.8 Available</b></p> <p><u>-6 future road rw</u>  53.8 est net developable</p> <p>15% reduction from Available lands</p>	<p><b>Neufeld</b>                                    <b>113 gross acres</b></p> <p><b>113 Available</b></p> <p><u>-12 future road rw</u>  101 est net developable</p> <p>11% reduction from Available lands</p>
<p><b>Interchange</b>                                <b>20 gross acres</b></p> <p><b>20 Available</b></p> <p><u>-2 future road rw</u>  18 est net developable</p> <p>10% reduction from Available lands</p>	<p><b>Total</b>                                    947 Gross acres  856 Available land  <u>737</u> estimated net developable</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p><b>Potential ALR buffers may reduce the developable area by a further 28 acres or more.</b></p> <p><b>Approximately 91 acres have existing agri-industrial and other non-farm uses. The "Available " land total does not include these uses.</b></p> </div>



**APPENDIX I**

**LAND CAPABILITY AND  
SUITABILITY FOR AGRICULTURE**

*prepared for*

**City of Abbotsford**

*by*

G. Gary Runka, P.Ag.  
G.G. Runka Land Sense Ltd.

May 2003, updated May 2004

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## LAND CAPABILITY AND SUITABILITY FOR AGRICULTURE

The following general descriptions of land capability and suitability are based on the 1:25,000 soils inventory mapping reported in

- Soils of the Langley – Vancouver Map Area, (RAB Bulletin 18, Vol. 1 and Vol. 3), BC Ministry of Environment (1980, 1981, 1985)

Land capability and suitability interpretations utilize classifications and guidelines in:

- Land Capability Classification for Agriculture in BC, (MOE Manual 1), Ministry of Agriculture and Food and Ministry of Environment (1983), and
- Soil Management Handbook for the Lower Fraser Valley, BC Ministry of Agriculture, Fisheries and Food (1991).

Field overview of agriculture capability mapping for each of the subject areas confirmed that, in general, capabilities are as mapped on existing 1985 1:25,000 maps. No additional detailed field mapping of land capability for agriculture was carried out.

### MTOUNT LEHMAN ( $\pm 97.7$ ha; $\pm 226.5$ ac)

#### 1. LAND CHARACTERISTICS

The predominant Whatcom\* soils are characterized by silty surfaces with clay-enriched, dense, compact subsoils and sometimes perched water tables and seepage. The landscape has variable topography, mostly ranging from five to twenty percent slopes with scattered ravines having greater than thirty percent slopes and depressional seepage pockets.

#### 2. LAND CAPABILITY FOR AGRICULTURE

Under improved conditions (irrigated and drained), land capability for agriculture is predominantly Class 3 with significant complexes containing components of Class 4, minor pockets of Class 2 and/or steeply sloping Class 5.

The constraints to crop production are predominantly variable topography with significant compaction (clay subsoil) and, in depressions, wetness (seepage slope drainage).

#### 3. LAND SUITABILITY FOR AGRICULTURE

Where slopes are over ten percent (dominant on most legal parcels), exceptional levels of soil conservation management practices are required to successfully grow annual vegetable or small fruit crops (strawberries or raspberries) over the long term, due to high erosion risk.

\*Soil names from Soils of the Langley Vancouver Map Area, RAB Bulletin 18, Volume 3, 1981, BC Environment

On these sites, as on the depressional, poorly drained seepage soils, perennial forage crops are the only well suited crops. Nursery, raspberries, strawberries and tree fruit crops are suitable where slopes are between five and ten percent and soil depth to an impervious layer is more than 50 cms (a limited component of the area).

Parcel sizes are large and therefore have no land use constraints for commercial soil-bound or non-soil-bound agriculture.

## **AIRPORT RESERVE A ( ± 54.4 ha; ± 134.4 ac)**

### **1. LAND CHARACTERISTICS**

The Columbia\* and Abbotsford soils within this area are characterized by a variable depth of silty surface material overlying rapidly drained stratified gravels and sands, with the ground water table below two meters. Surface stones and cobbles vary with depth to the underlying material.

This landscape is relatively level with slopes of less than three percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), land capability for agriculture ranges from Class 3 to Class 1, depending on depth to the gravels and sands and associated surface stoniness.

Constraints, where any exist, are low moisture holding capacity and stoniness.

### **3. LAND SUITABILITY FOR AGRICULTURE**

With irrigation to supplement climatic moisture deficits during some growing seasons, the majority of this area is well suited-to-suited for all climatically adapted crops, including annual legumes (peas/beans), blueberries, cereal grains, cole crops, corn, nursery crops, perennial forage crops, root crops, potatoes, salad crops, shallow-rooted vegetable crops, strawberries, raspberries and tree fruits. These soils are also well suited to non-soil-bound agricultural uses.

Historical land use change with a complex mix of adjacent uses and small, often linear-shaped parcels is the most significant constraint to agricultural use of this area.

\*Soil names from Soils of the Langley Vancouver Map Area,  
RAB Bulletin 18, Volume 3, 1981, BC Environment

## **AIRPORT RESERVE B ( ± 17.2 ha; ± 42.5 ac)**

### **1. LAND CHARACTERISTICS**

Abbotsford soils are dominant with significant inclusions of Columbia soils characterized by variable depths of silty surface material overlying rapidly drained stratified gravels and sands with the ground water table below two meters. There are scattered areas of stones and cobbles depending on depth to underlying material.

This landscape is relatively level with slopes less than three percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), land capability for agriculture is a complex of Class 1 and 3 depending on depth to the gravels and sands and degree of surface stoniness.

### **3. LAND SUITABILITY FOR AGRICULTURE**

Suitability is as for Area 2, with high suitability for a very wide range of crops. A complex mix of historical land use, airport adjacency and relatively small, often linear-shaped, parcels are the most significant constraints to agricultural use.

## **CASCADE (± 25.6 ha; ± 63.4 ac)**

### **1. LAND CHARACTERISTICS**

Abbotsford soils are relatively consistent over the entire area and are characterized by 20 to 50 cms of silty surface material overlying rapidly drained stratified gravels and sands with the ground water table below two metres.

The landscape is relatively level with slopes less than two percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), land capability for agriculture is Class 1.

### **3. LAND SUITABILITY FOR AGRICULTURE**

With irrigation to supplement climatic moisture deficits during some growing seasons, the area is well suited-to-suited for all climatically adapted crops, including annual legumes (peas/beans), perennial forage crops, strawberries, raspberries, tree fruits, blueberries, cole crops, corn, nursery crops, root crops, potatoes, salad crops, shallow-rooted vegetable crops and cereal grains. These soils are also well suited to non soil-bound agricultural uses.

Parcel sizes and shapes are not significant constraints to most agricultural uses.

\*Soil names from Soils of the Langley Vancouver Map Area,  
RAB Bulletin 18, Volume 3, 1981, BC Environment

## **TOWNLINE ( ± 38.9 ha; ± 96.0 ac)**

### **1. LAND CHARACTERISTICS**

Abbotsford soils are relatively consistent over the entire area and are characterized by 20 to 50 cms of silty surface material overlying rapidly drained stratified gravels and sands with the ground water table below two metres.

The landscape is relatively level with slopes less than two percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), land capability for agriculture is Class 1.

### **3. LAND SUITABILITY FOR AGRICULTURE**

With irrigation to supplement climatic moisture deficits during some growing seasons, the area is well suited-to-suited for all climatically adapted crops, including annual legumes (peas/beans), perennial forage crops, strawberries, raspberries, tree fruits, blueberries, cole crops, corn, nursery crops, root crops, potatoes, salad crops, shallow-rooted vegetable crops and cereal grains. These soils are also well suited to non soil-bound agricultural uses.

Parcel sizes and shapes are not significant constraints to most agricultural uses

## **CLEARBROOK (± 82.0 ha; ± 202.6 ac)**

### **1. LAND CHARACTERISTICS**

Abbotsford soil landscapes predominate, characterized by 20 to 50 cms of silty surface material overlying rapidly drained stratified gravels and sands with the ground water table below two meters. This landscape is relatively level with slopes less than three percent.

There is also a significant component of the Ryder-Lonzo Creek-Laxton\* soil complex, with soils varying from stone-free, silty material of variable depth (20 to > 50 cms) over stony, compact, sandy sub-soil and deep sand. Topography is highly variable, with slopes ranging from five to twenty percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), land capability for agriculture is predominantly Class 1 on the Abbotsford soil landscape but includes a significant component of Class 3 and 4, due to topographic constraints, on the Ryder-Lonzo Creek-Laxton soil complex. .

\*Soil names from Soils of the Langley Vancouver Map Area, RAB Bulletin 18, Volume 3, 1981, BC Environment

### **3. LAND SUITABILITY FOR AGRICULTURE**

Much of this area is well suited to a wide range of cropping opportunity as described for Areas 4 and 5. The significant component having steeper slopes (over ten percent) is suited only to perennial forage crops or to berry and tree fruits where a grass cover is maintained to reduce high erosion risk.

The area has a complex mix of agricultural and non-agricultural uses (some pockets out of the ALR) with some conflict interface between potentially incompatible land uses. Parcel sizes and configuration provide challenges to agricultural use in some specific locations.

## **NEUFELD ( $\pm$ 47.5 ha; $\pm$ 117.3 ac)**

### **1. LAND CHARACTERISTICS**

The Ryder – Lonzo Creek soil complex and the Marble Hill soil landscape complex predominate, with varying depths of stone-free, silty material (20 to > 50 cms) over stony, compact, sandy subsoil and stratified gravel and sands. In some locations, there are complex slopes, ranging from five to twenty percent.

On the extreme eastern edge of the area is a linear escarpment of Abbotsford soils (variable depths of silty surface material underlain by stratified gravels and sands) with slopes ranging from twenty to sixty percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated), the majority of the area ranges in capability from Class 2 to Class 4, with topographic and moisture holding capacity constraints.

The linear escarpment is, for the most part, non-arable due to severe topographic constraints and is therefore a Class 7 capability.

### **3. LAND SUITABILITY FOR AGRICULTURE**

Where slopes are five to ten percent (the majority of the area), all climatically adapted crops are suitable, including annual legumes (peas/beans), blueberries, cereal grains, cole crops, corn, nursery crops, raspberries and strawberries, potatoes, root crops, salad crops, shallow-rooted vegetables, tree fruits and perennial forage crops.

On slopes of ten to twenty percent within the area, suitability is limited to perennial forage crops or berry and fruit crops where a grass cover is maintained, due to erosion risk. The steeply sloping escarpment is unsuitable for agricultural use.

Parcel sizes and land use mix are not significant constraints to agricultural suitability.

\*Soil names from Soils of the Langley Vancouver Map Area, RAB Bulletin 18, Volume 3, 1981, BC Environment

## **MT LEHMAN SOUTH (± 27.3 ha; ± 67.4 ac)**

### **1. LAND CHARACTERISTICS**

The major landscape feature is Fishtrap Creek and its associated floodplain, which traverses the area north/south. Poorly drained, silty-to-silty clay loam Ross and Elk\* soils occur in a depressional landscape position with slopes less than three percent.

To the west of the Fishtrap Creek floodplain are silty and clayey Whatcom soils with slopes ranging from fifteen to thirty percent. To the east, there is a significant area of Columbia – Abbotsford soils complex, with variable depths of sometimes stony, silty surface material overlying rapidly drained stratified gravels and sands; topography is relatively level, with slopes of less than three percent.

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under improved conditions (irrigated and drained), land capability for agriculture ranges from Class 3 with drainage and flooding constraints on Fishtrap Creek floodplain to Class 5 and Class 7 in the northwest due to severe topographic constraints.

The area lying east of Fishtrap Creek floodplain ranges from Class 3 to Class 1 capability, depending on the degree of stoniness and moisture holding capacity constraint.

### **3. LAND SUITABILITY FOR AGRICULTURE**

Agricultural use of the Fishtrap Creek floodplain soils are constrained by fish habitat considerations, flooding risk and poor drainage. With flood protection and improved drainage, suited crops would include: perennial forage crops, annual legumes (peas/beans), blueberries, cole crops, salad crops, potatoes, and shallow-rooted vegetables; however, the linear configuration of this landform as it relates to legal parcel boundaries somewhat constrains production of these crops on a commercial basis.

The upland area west of the floodplain has constrained suitability for most crops due to relatively steep slopes and high erosion risk. Perennial forage crops are the most suitable on slopes from twenty to thirty percent, with berry and fruit crops on slopes of fifteen to twenty percent where grass cover is maintained to reduce erosion risk.

Under irrigated conditions, the relatively level lands east of the floodplain are well suited-to-suited to all climatically adapted crops, depending on stoniness and surface soil depth.

There are some minor constraints to suitability due to parcel size and configuration.

\*Soil names from Soils of the Langley Vancouver Map Area, RAB Bulletin 18, Volume 3, 1981, BC Environment



## **CLEARBROOK INTERCHANGE (±8.5 ha, ±21 acres)**

### **1. LAND CHARACTERISTICS**

Abbotsford\* soils cover the entire area and are characterized by 20 to 50 cm of silty surface material overlying rapidly drained stratified gravels and sands. The landscape is relatively level with slopes less than 2%.

A small area of former commercial use frontage contains disturbed soils of variable characteristics. (See air photograph for specific location).

### **2. LAND CAPABILITY FOR AGRICULTURE**

Under irrigated conditions, land capability for agriculture is Class 1, except for the small frontage area of disturbed soils.

### **3. LAND SUITABILITY FOR AGRICULTURE**

With irrigation to supplement climatic moisture deficits during some growing seasons, the area is well suited to all climatically adapted crops, including annual legumes (peas and beans), strawberries, raspberries, blueberries, tree fruits, corn, cole crops, potatoes, salad crops, shallow-rooted vegetables, cereal grains, nursery crops and perennial forage crops. These soils are also well suited to non-soil bound agricultural uses.

The frontage area of disturbed soils has suitability only for non-soil bound agriculture and building site uses.

Parcel sizes and the predominantly linear parcel shapes are a significant constraint to some agricultural uses.

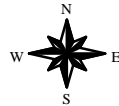
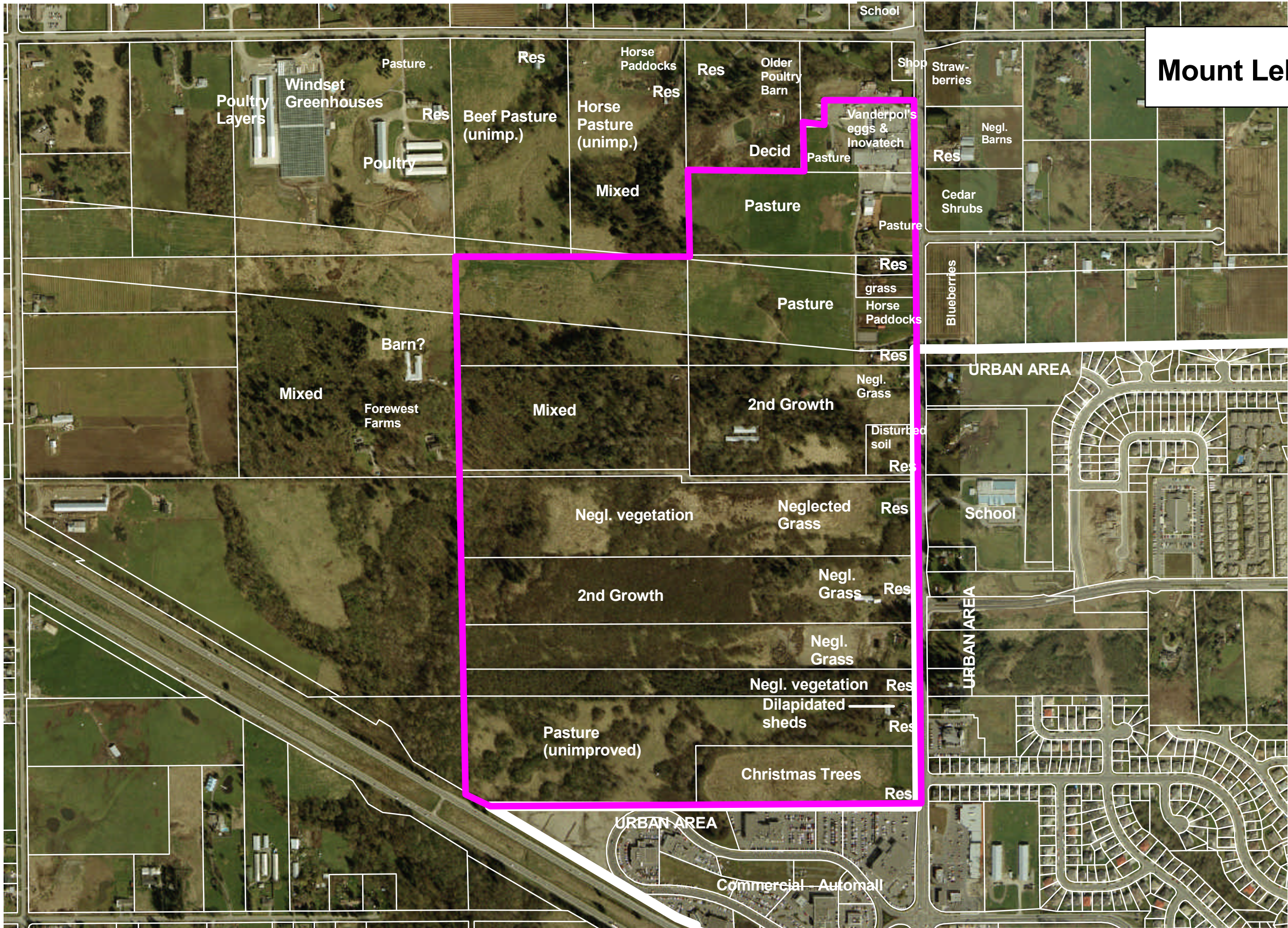
\*Soil names from Soils of the Langley Vancouver Map Area,  
RAB Bulletin 18, Volume 3, 1981, BC Environment

**APPENDIX J**  
**Agricultural Land Use Maps – Candidate Areas**

- **Mount Lehman**
- **Airport Reserve A and B**
- **Cascade**
- **Townline**
- **Clearbrook**
- **Neufeld**
- **Mount Lehman South**
- **Clearbrook Interchange**



# Mount Lehman

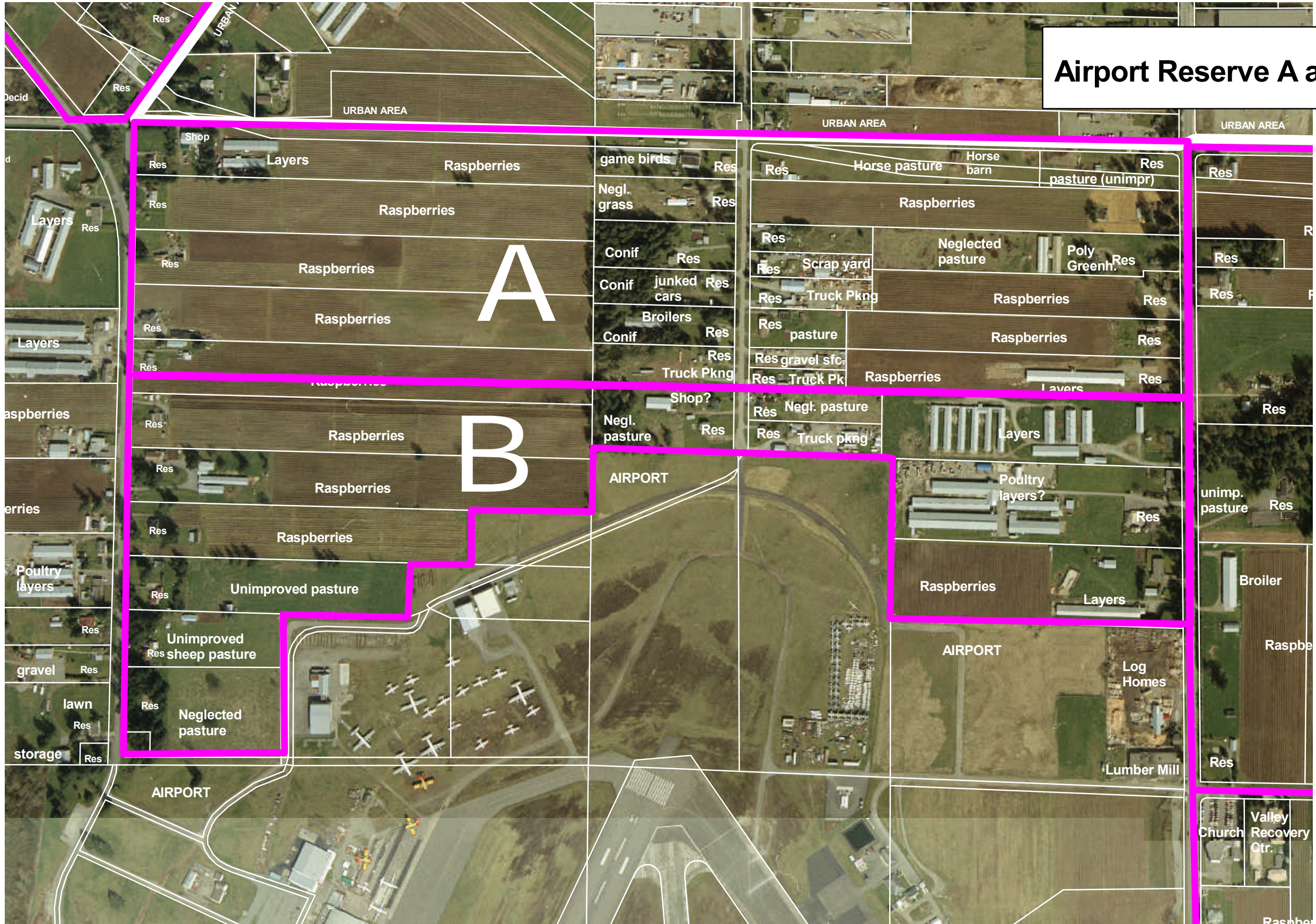


## Land Use Survey - Fall 2002

City of Abbotsford, Development Services, 2003



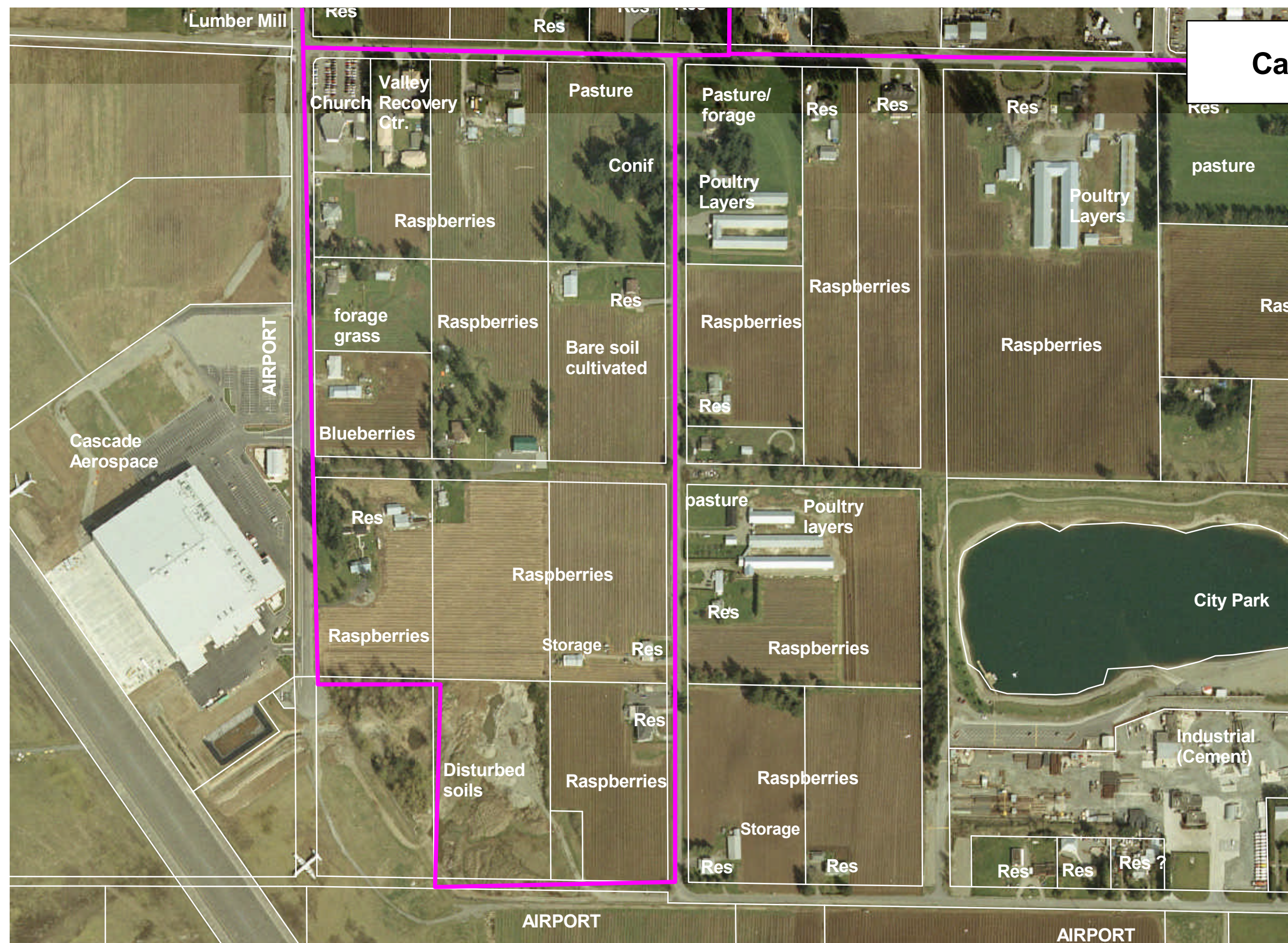
# Airport Reserve A and B



0.2      0      0.2      0.4      0.6 Kilometers

## Agricultural Land Use





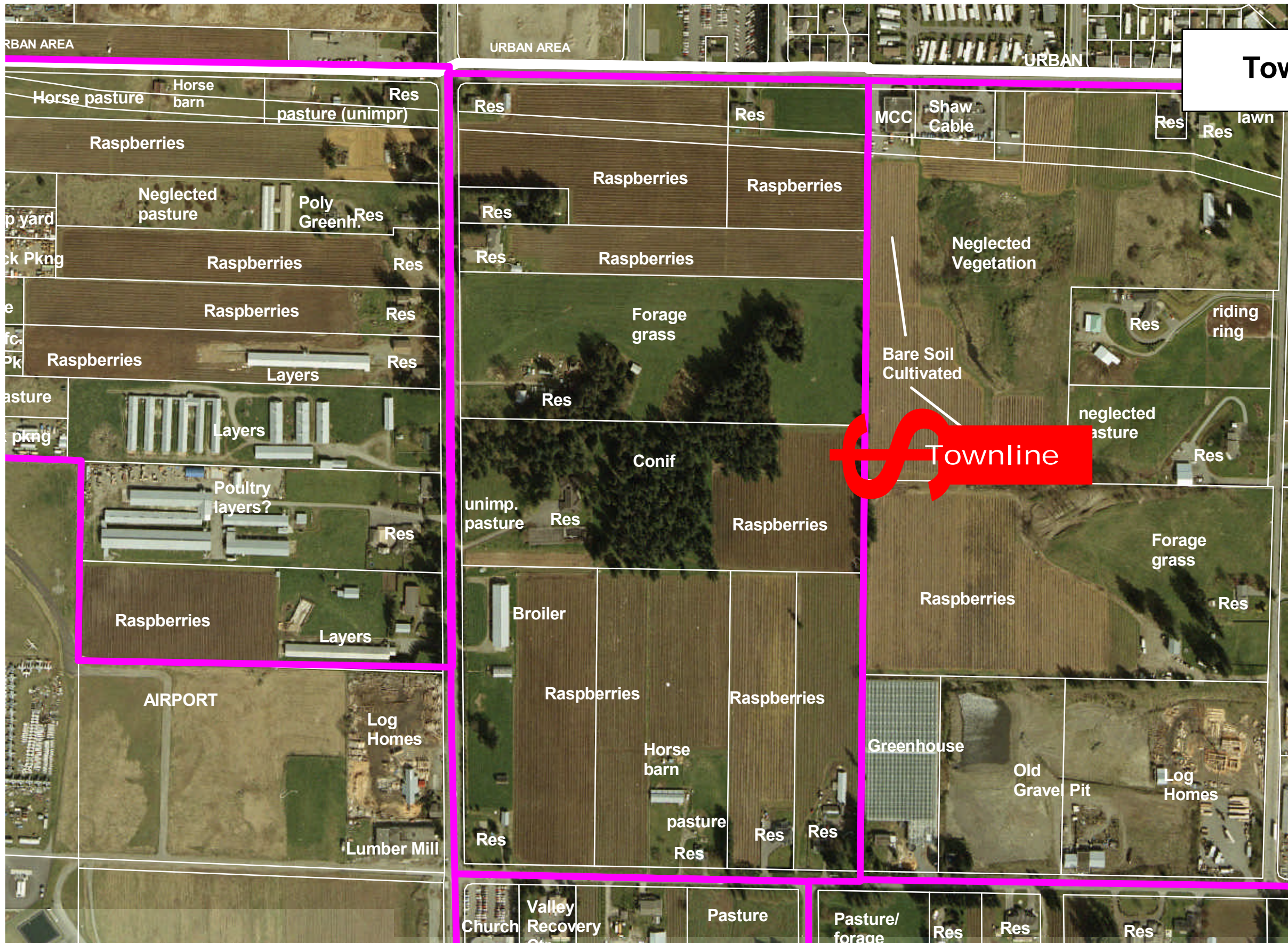
**Cascade**



**Agricultural Land Use**

City of Abbotsford, Development Services, 2003



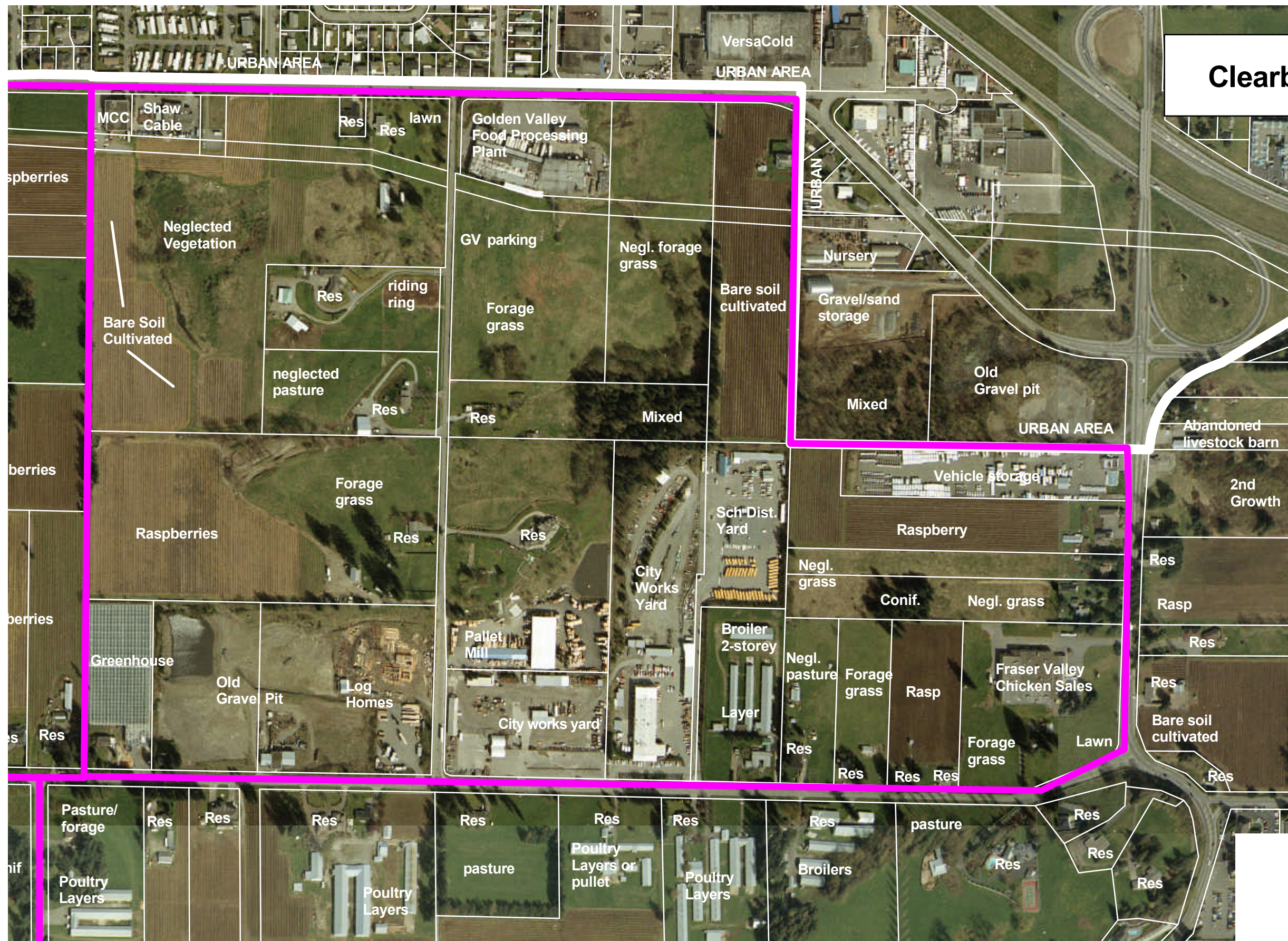


**Townline**

**Townline**





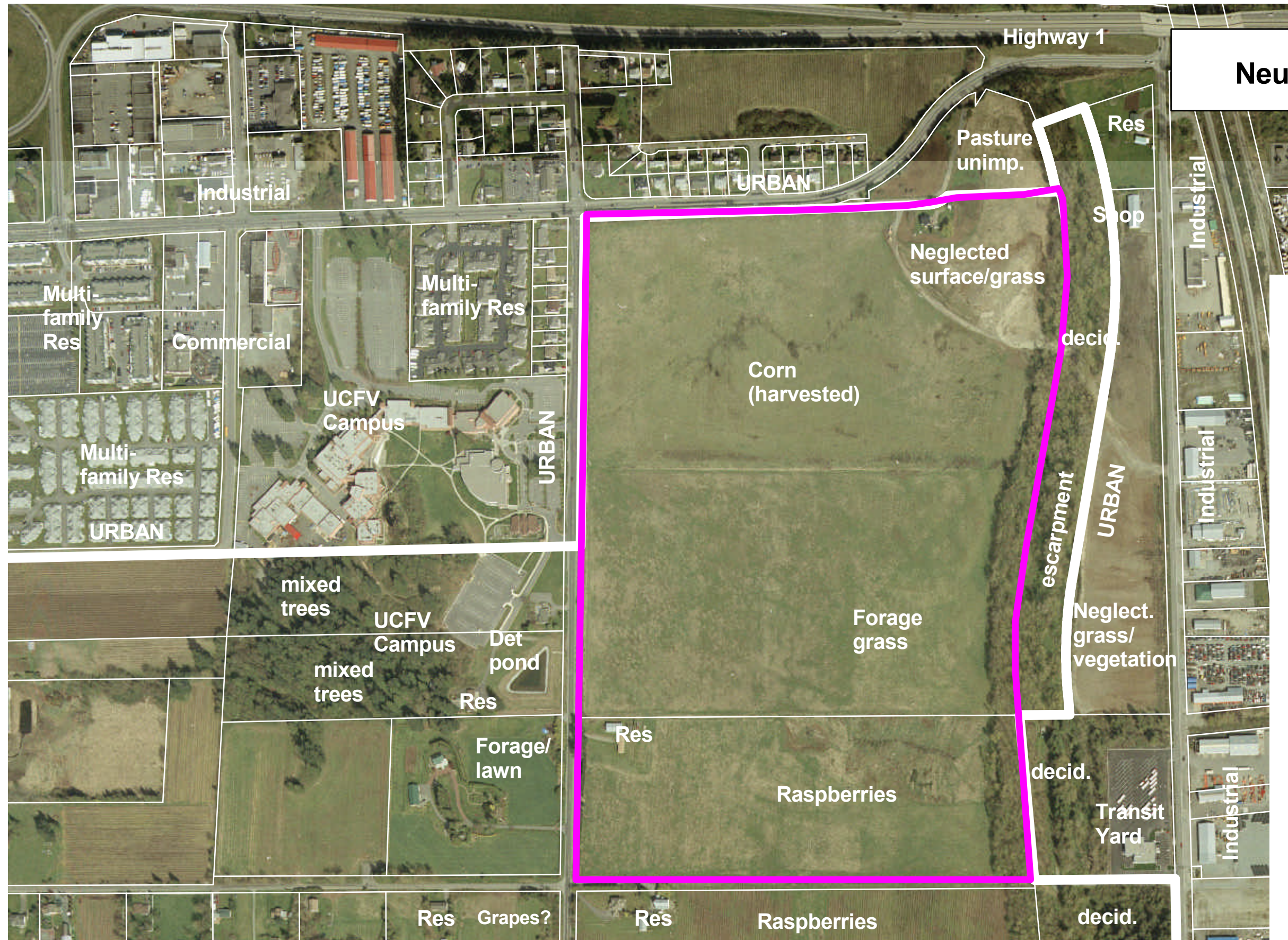


**Clearbrook**



**Agricultural Land Use**





**Neufeld**



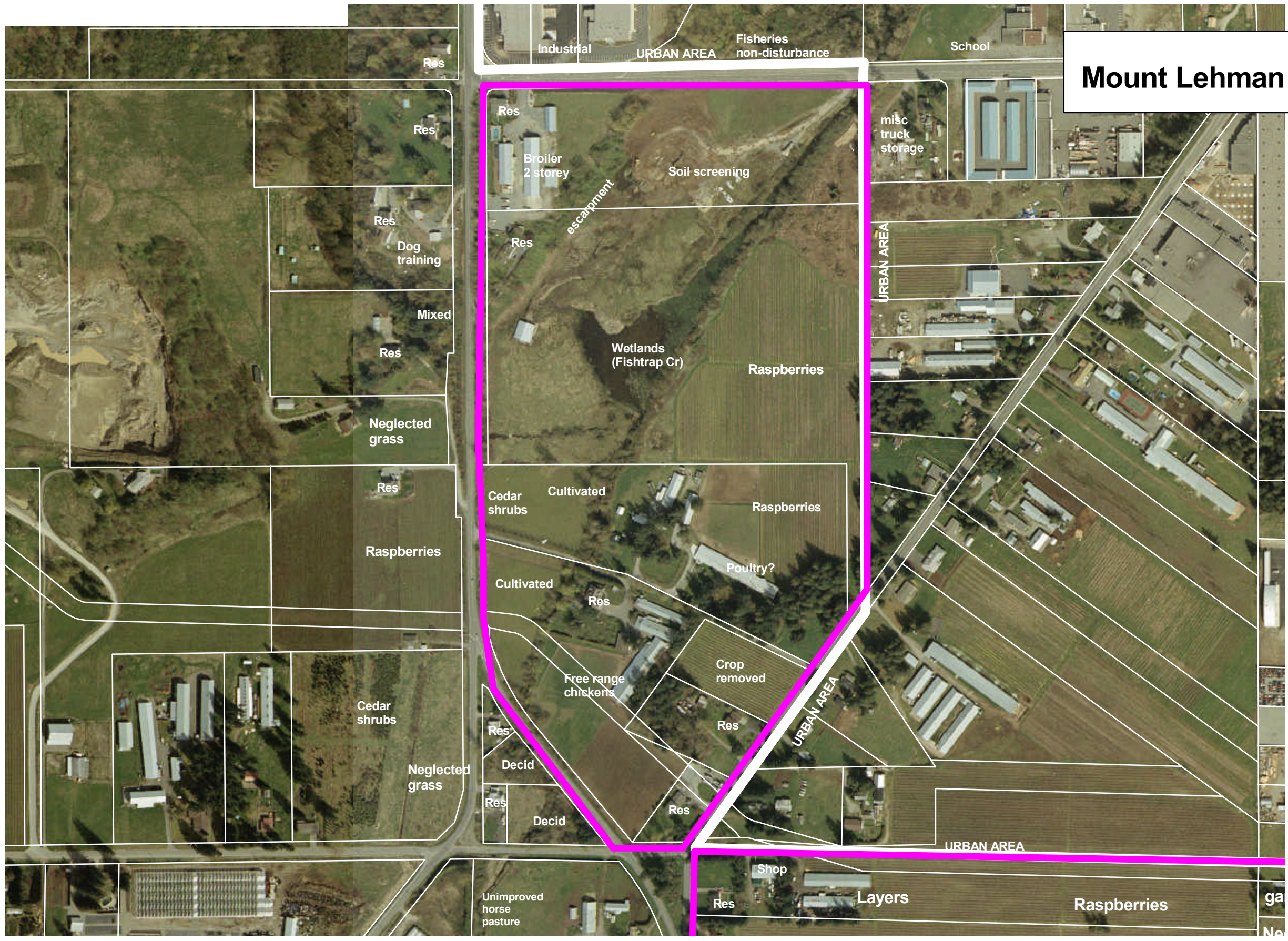
0.2      0      0.2      0.4      0.6 Kilometers

**Agricultural Land Use**

City of Abbotsford, Development Services, 2003

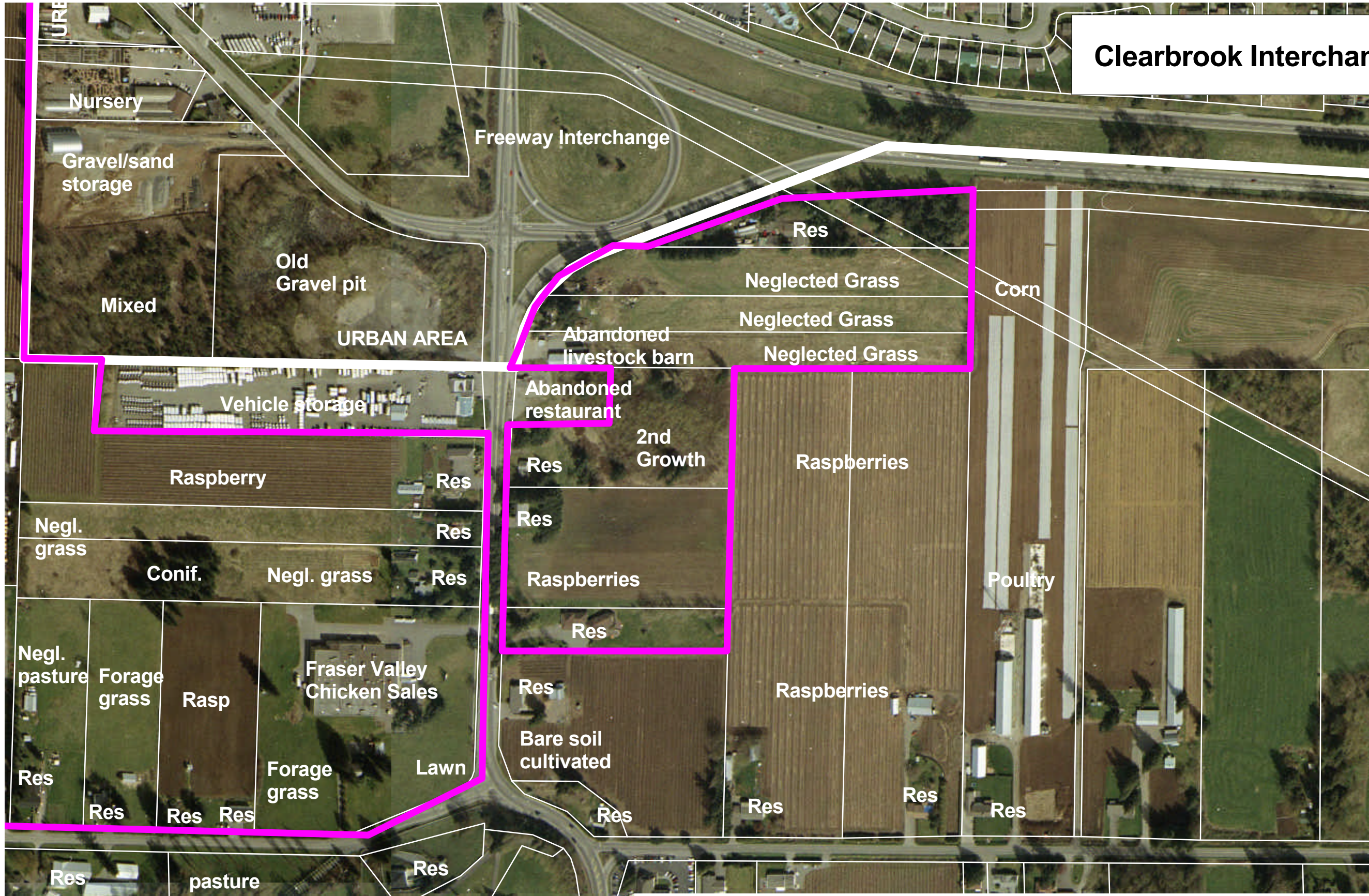


# Mount Lehman South





# Clearbrook Interchange



## Agricultural Land Use

City of Abbotsford, Development Services, 2004



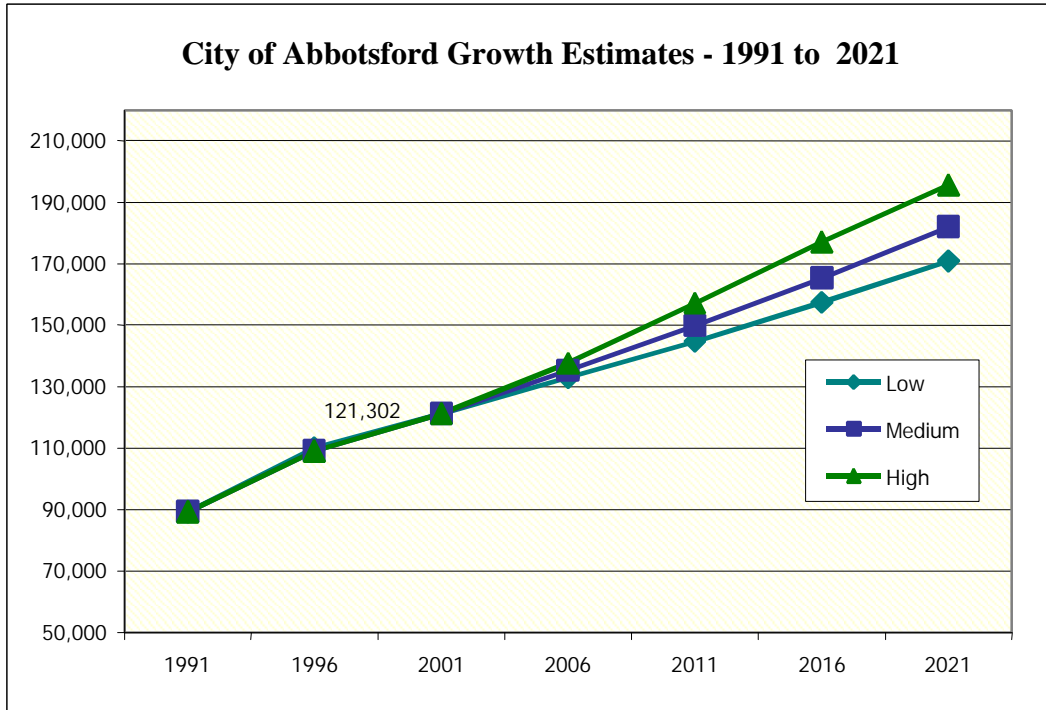
**APPENDIX K**

**City of Abbotsford - Population Estimates and Projections**

**City of Abbotsford Growth Estimates - 1991 to 2021**

	<b>Low</b>	<b>Medium</b>	<b>High</b>
1991	89,299	89,299	89,299
1996	109,951	109,140	109,140
2001	121,302	121,302	121,302
2006	132,922	135,312	137,615
2011	144,753	149,915	157,192
2016	157,483	165,323	177,156
2021	170,827	182,048	195,594

Note: City of Abbotsford projections are based on BC Stats population estimates, taking into account the estimated 1991, 1996 and 2001 Census undercount.



The City of Abbotsford’s growth projections are based on BC Stats mid-year estimate for 2001. From that, the City has developed high, medium and low growth projections.

The low estimate reflects PEOPLE 27 projections (Population Extrapolation for Organization Planning with Less Error, run cycle 27) provided by BC Stats, the provincial statistical agency. The City has found that in relation to actual population growth identified by the Census, past PEOPLE projections have underestimated growth in Abbotsford quite considerably over the past five years. It is for this reason that the BC Stats projection is considered to be at the low end of the range. The low projection assumes an average per year increase of 2,476 persons, significantly lower than the ten year (1991 to 2001) average of 3,200 persons per year.

The high end of the range is based on analyzing past growth rates, residential land supply, demographics and consumer housing preferences. The City considers this conservative, but appropriate, given land supply constraints that the City will be facing by 2021 or later. A population of 195,594 represents an increase of 74,292 persons, or 3,714 persons per year, between 2001 and 2021. This total is slightly higher than the ten-year average of 3,200 persons per year. When the City's population reaches this population threshold, long term urban reserve areas to the east of Upper Sumas Mountain Road will start to develop.

The Medium projection represents 3,037 persons per year increase over the twenty-year horizon. This total is slightly lower than the ten-year average.

**APPENDIX L**

***City of Abbotsford:***

***Airport Gateway Opportunities Study***



Source: Andrew Friesen

***Final Report - June 1, 2003***

## ***Executive Summary***

### ***Introduction***

TyPlan Consulting Ltd (“TyPlan”) has been retained by the City of Abbotsford (“City”) to undertake a Regional Gateway Opportunity Study for the Abbotsford International Airport (“AIA”), as a secondary airport to Vancouver International Airport (“YVR”). The objectives of the study are to:

- Identify market trends in airport development impacting land use and development patterns surrounding airports and provide examples;
- Identify the business types being attracted to airports;
- Benchmark Secondary Canadian and U.S. Airports and Communities which have, or are pursuing development abutting airports as part of their overall economic development strategy;
- Identify land requirements;
- Assess long term opportunities in context to Abbotsford International Airport (“AIA”), as a secondary airport.

Further it is our understanding that this high level review will be utilized to:

- Assist the City identify other studies necessary to assess future long term land requirements to support AIA’s development from a municipal land use and development perspective.

## ***Emerging Trends in Airport Development***

The most important factor impacting the competitive position of a business is its ability to respond quickly to changing market requirements. Today the key drivers that impact business opportunity include:

- Just in time manufacturing and delivery;
- Global sourcing and sales;
- Customerization (build to order);
- Today’s customers can’t and won’t wait;
- Time is money for business travelers;
- Speed and agility become as important as price and quality;
- Businesses sell to anyone anywhere in the world;
- People want customized products and want them quickly;
- Demand and supply conditions change rapidly and in unpredictable ways; and,
- E commerce.

Over the last decade there has been a tremendous increase in land use activity around airports as business strives to secure a competitive advantage over competing firms.

An example of the emerging importance of airports as part of the business cycle is evident in the cargo business, as firms such as UPS and FedEx have located their distribution centers immediately within or abutting existing airports.

The following trends in air cargo movements illustrate the magnitude of these changes:<sup>1</sup>

- 40% of the value of world trade already goes by air;
- 65% of all air cargo in the US is express( nearly 20% average annual growth over the past 20 years); and,
- World air cargo traffic is expected to triple over the next 18 years (international air express 3 times faster)

These trends have resulted in increased demand for land surrounding airports.

### ***Secondary Airports as Economic Engines***

Secondary airports servicing cities throughout the United States and Canada are now being recognized as a key component in regional economic development strategies and represent a key competitive advantage over other regions without airports.

Such secondary airports have been identified as one of the key components to accelerated economic growth and a key rationale as to why businesses located in such regions. The spin-offs can be considerable. Employment within 5 km of

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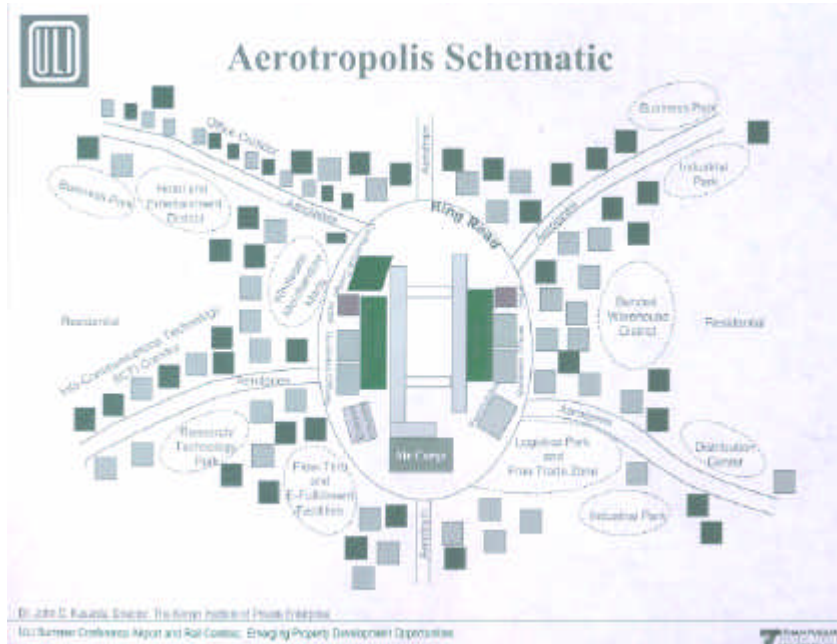
<sup>1</sup> The Aerotropolis Airport Driven Commercial Development: ULI Summer Conference, Dr. Kasarda, 2002

several major U.S. secondary airports range from double, to six times the employment located within airport lands.<sup>2</sup>

The Kenan Institute of Private Enterprise has recognized that Airports attract certain types of business, and has coined the term “Aerotropolis” to describe the concept. The concept outlines emerging property development opportunities associated with primary airports as well as certain secondary airports. Not all secondary airports will develop all of the uses described in the following diagram:

---

<sup>2</sup> Hamilton Airport Gateway Opportunities Study Final Report, PricewaterhouseCoopers, October 25, 2002



- Cargo and goods handling facilities;
- Car park business;
- Intermodal interfaces;
- International conferences and exhibition centers;
- Office structures and business services; and,
- Hotels and restaurants within the Airport concourse.

Located in proximity to airports, usually sited in areas designated through local municipal plans, are other uses that benefit from the proximity effect, include:

- Business parks;
- Industrial parks;
- Research and science parks;
- Information and technology corridors;
- E-commerce fulfillment and distribution centers;
- Bonded warehouse areas; and,
- Logistic parks and free trade zones.

An airport’s sphere of influence includes airport lands that support both air and land related airport uses as well as other lands that require proximity to airports. Proximity to an airport is attractive to companies that see airport access as a way of improving their competitiveness. This sphere of influence includes the existing industrial and commercial areas within those communities in which the airport is located.

Land uses within Airport Lands (designated within the Airport Master Plan as either air or ground side development) generally include:

Development of these types of land uses in proximity to existing secondary airports is now recognized as the most effective means of stimulating economic growth in communities, and many regional economic development agencies use this concept as the key priority in their local economic development strategies.

A number of secondary airports in Canada, have recognized this potential and are pursuing development plans to emulate, at a smaller scale, the larger airport developments.



## **Secondary Airports in Canada and the U.S.**

A number of secondary airports in Canada, identified by the Canadian Airports Council (“CAC”), have initiated developments that incorporate both the air and ground side development (defined in Airport Master Plans) with the local municipal area plans and economic strategies to optimize the economic benefits derived from secondary airports. Two specific airports provide examples of how such developments have evolved:

- Hamilton International Airport (“HIA”); and,
- Moncton International Airport (“MIA”).

The parallels between HIA and MIA cannot be overlooked in the AIA context. HIA and MIA’s growth resulted from the ability to become more competitive due to rate differences, lower cost of land, limited land use conflicts with surrounding land uses, better access and greater development opportunities (land availability) around the secondary airports in comparison to the international airports.

### **Hamilton International Airport**

HIA, has been identified as the number one priority in the City of Hamilton’s Economic Strategy due to its proximity to Pearson International Airport, and the competitive advantages that HIA now has over Pearson International, such as:

- Availability of land to support development;
- Access to major markets;

- 24/7 operations and limited conflicts with existing land uses;
- competitive land prices that are attractive to investors; and,
- competitive landing fees and related costs;

These strategic advantages have become very attractive to logistic, distribution and manufacturing firms that require proximity to airports as a key advantage. In recognition of this the City of Hamilton and surrounding municipalities have collectively pursued the continued development of the airport and surrounding lands as a key economic driver for the region.

In British Columbia, as the Vancouver International Airport (“YVR”) develops its remaining lands (700 acres of unserviced land), an opportunity exists for AIA to provide services to the local market at more competitive pricing as limited remaining development opportunities, increasing cost of land and operations, conflicts with non compatible land uses, residential, and noise exposures further erode YVR’s competitive advantage. AIA can capitalize on these factors as it moves forward with development.

### **Moncton International Airport**

MIA with similar characteristics in context to market and passenger volumes as AIA, also clearly illustrates that with proper planning a business case can be developed that supports of a more integrated economic development strategy incorporating airport development objectives with municipal

economic development. Canadian airport characteristics are illustrated below:

<b>Airport Characteristics</b>	<b>Hamilton</b>	<b>Moncton</b>	<b>Abbotsford</b>
Airport Classification	CAC Tier 2	CAC Tier 2	CAC Tier 2
Regional Population	800,000	113,000	1,200,000
Market Population	7,900,000	1,300,000	2,400,000
Pass. Movements	550,000	450,000	300,000+
Land Area Requirements (acres)	2,050-3,200	1,000	To be Determined

### **Secondary Airports in the US**

The demand for land to support the growth of secondary airports is relatively new in Canada. However, in the United States this phenomenon has been occurring over the last 20 years as a result of privatization initiatives related to former military bases. The success in the United States illustrates the magnitude of the economic potential associated with secondary airports.

For example Rickenbacker International Airport situated in Columbus, Ohio, originally started out as a secondary airport providing logistics and passenger service with limited restrictions related to growth potential. The airport now anchors a planned community of 13 business parks. Originally an air force base, through cooperative efforts of the local

municipalities and private developers has led to the creation of an industrial region consisting of 23 million square feet of space within a 15,000 acre area, employing 10,000 people.

Piedmont Triad Airport, located in an area comprised of 12 counties, between the Cities of Greenboro, Winston–Salem and High Point North Carolina is now recognized as a centre of for technology and entrepreneurial development centered around an international airport. The Piedmont airport industrial development has been facilitated by the degree of cooperation between municipal and state officials together with private land owners who worked to create the current business park of 2000 acres with 6 million square feet of employment area, supporting over 7,000 direct and indirect jobs. Over 40,000 jobs are located within 5 km of the airport. According to the Triad Partnership, the airport and surrounding businesses generate close to \$1 billion in economic activity for the region annually.

### ***Abbotsford International Airport***

Based on the review of other secondary airports and discussions with airport managers, a number of Key Success Factors (“KSF’s) were identified, that appear to be critical to the success of secondary airports.

In comparing those KSF’s with AIA, it appears that AIA is well positioned to become a significant secondary airport in the British Columbia marketplace, as illustrated in the table below:

## Conclusions

Based on the information reviewed in context to this study, it is concluded that:

Key Success Factor (KSF)	Does Abbotsford Exhibit this KSF	Comment
Vision and Pro-active Planning	Yes	The City has recognized the importance of creating this vision and initiating proactive planning. The Airport is also aggressively marketing itself.
Master Planning	Yes – initiated	Master Planning, in context to activities undertaken by Hamilton International Airport and Moncton International Airport is needed.
Cooperation Between government and Private Sector Partners	Yes – initiated	Increased recognition of the importance of the Abbotsford Airport is needed and requires coordination between the private and public sectors
Development and Implementation of an overall Economic Strategy	Yes – initiated	Target sector analysis needs to be completed specific to marketing both the Airport and the City. A stronger focus on the relationship between the airport and the overall economic development strategy needs to be enforced, specifically through joint targeted marketing.
Municipal/State(Provincial) and Federal Support and financial contributions	Yes – initiated	A number of infrastructure improvements have been planned for Abbotsford. What is needed is a strategy to integrate these infrastructure improvements with the overall airport development plan.
Demand	Not yet determined	A detailed demand assessment is required to determine the target market and the land requirements over the long term

- Secondary airports can generate significant economic activity in surrounding communities. Successful

secondary airports in the United States have seen economic impacts in excess of \$1 billion per year. Job growth has also been significant, with employment within five kilometres of these airports ranging between two to six times on-site employment levels.

- Secondary airports in the United States, and more recently in Canada, have generated great interest from companies wishing the competitive advantage that airport proximity affords.
- Absorption of lands adjacent to several successful U.S. secondary airports has averaged 200 to 300 acres per year.
- Secondary airports can relieve passenger congestion at major airports by providing a low cost niche for discount, charter and regional passenger traffic.
- Employment potential in communities without airport facilities is significantly lower given the importance of transportation links to economic development.
- Recent trends illustrate the emerging importance of secondary airports as key gateways for distribution, logistics, and warehousing firms as well as centers for variety business activities that require access to major transportation networks including rail, road, water and air.
- Based on comparable international and Canadian secondary airports reviewed as part of this assignment it is evident that AIA exhibits the same market attributes and key success factors as those successful airports;

- Through proper planning, demand assessments and land area requirement assessments AIA can also become a regional significant economic driver, and solidify its role as a secondary airport to Vancouver International Airport;
- In terms of land area, a more detailed market study must be prepared to determine the long term market demands to airport oriented development; and,
- Proper planning studies and due diligence reports are required to further assess the feasibility of such a development.

- What specific land areas should be identified for this purpose and incorporated in the community and airport planning documentation?

A process to assess such requirements has recently been completed for HIA and is currently being undertaken at MIA. AIA should pursue a similar analysis to pursue its potential development.

## ***Recommendations***

### **Demand Assessment**

Based on the secondary Canadian airports benchmarked as part of this high level review, the HIA and MIA represent models that could be utilized by the City to answer the following questions:

- What specific markets or industry sectors should be targeted to foster air-side, ground-side and commercial oriented development?

## Economic Impacts - Selected Canadian Airports

Abbotsford (2002)*	<ul style="list-style-type: none"> <li>• \$214 million contributed to provincial economy</li> <li>• \$206 million gross revenues</li> <li>• 1,600 jobs</li> </ul>
Calgary	<ul style="list-style-type: none"> <li>• \$2.7 billion economic activity</li> <li>• 37,000 jobs</li> <li>• \$1.2 billion payroll</li> </ul>
Edmonton	<ul style="list-style-type: none"> <li>• \$1 billion economic output</li> <li>• 3,500 jobs (on-site)</li> </ul>
Kelowna	<ul style="list-style-type: none"> <li>• \$265 million contribution to provincial economy</li> <li>• 1,834 jobs</li> </ul>
Hamilton	<ul style="list-style-type: none"> <li>• 1,650 jobs</li> <li>• \$58 million payroll</li> </ul>
Ottawa	<ul style="list-style-type: none"> <li>• \$1 billion economic output</li> <li>• 9,700 jobs</li> <li>• \$327 million payroll</li> </ul>
Vancouver	<ul style="list-style-type: none"> <li>• \$5.4 billion economic output</li> <li>• 26,000 direct employment</li> <li>• \$1 billion payroll</li> </ul>
Victoria	<ul style="list-style-type: none"> <li>• \$145 million economic output</li> <li>• 1,750 jobs</li> </ul>

Sources: Airport Council International *The Economic Impact of Canadian Airports 2002*  
 \*Jocelyn Purcell, *Abbotsford Airport Economic Impact Study, August 2002*

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# Secondary Airports As Economic Development Magnets

By: Rowan Faludi, Vice President

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Changes in the aviation industry continue to have a major impact on land use at and in the vicinity of airports around the world. Major economic regions have materialized in areas that had minimal growth prospects 10 to 15 years ago. Today, it is no longer viable for a single international airport to adequately serve a metropolitan region. Rapid increases in airline traffic—largely due to discount passenger travel and integrated courier shipping—have put significant pressure on international airports. For most of these airports, expansion is severely limited by surrounding urban development and the potential impact on nearby residential land.

As a result, we are seeing the emergence of “airport systems” comprising a network of specialized airports, often under a single management structure. Specialized secondary airports play a major support role to the dominant airport by alleviating passenger volume and by taking on air cargo functions

that cannot be handled as efficiently at international passenger facilities.

Secondary airports, which are often developed on greenfield sites and have less congestion and a lower cost structure, take on functions such as discounted regional passenger services, integrated courier and air cargo operations, corporate jet travel, charter travel services and aircraft maintenance, repair and overhaul services. They also attract businesses such as large-scale logistics and distribution centres, manufacturers of perishable and high value goods, firms involved in e-commerce fulfillment, laboratory testing facilities, technology companies and many others.

## *The Opportunity*

Today’s highly competitive global market has created an unprecedented need for goods to be delivered with speed. Airport proximity is a key component of this requirement. Business processes, such as e-commerce fulfillment, supply-chain management, just-in-time delivery



and made-to-order production, have placed increased importance on the air infrastructure available in metropolitan areas. New airports or airports developed from former military sites offer economic development opportunities unavailable at many major facilities, including enhanced airside access, minimal air traffic congestion, 24-hour take-off and landing, low landing fees and abundant low-cost development land.

### ***The Rapid Development of Airport Communities***

Development around new airport sites in the United States has been massive and explosive. Over the past 10 to 15 years, communities have experienced the absorption of thousands of acres of business parkland and the addition of thousands of skilled and semi-skilled jobs.

Alliance-Texas, a 15,000 acre master planned community near Fort Worth, Texas, is centred around Fort Worth Alliance International (cargo exclusive) Airport. The master plan included a 9,600-acre manufacturing, trade and logistics centre, a 2,500-acre recreational community and a "wired" residential community to accommodate the needs of a technology workforce. The project was initiated in 1989, spearheaded by Ross Perot Jr. through Hillwood Development Corporation. Today over 3,000 acres of employment lands have been developed, with absorption averaging between 200 and 250 acres per year. Alliance is now home to a number of major corporations, such as Nokia, American Airlines, Fidelity, Southwest Bell Telephone and FedEx, all of which accommodate over 1,000 employees on site.

Rickenbacker International Airport, a former military base in Columbus Ohio, was transformed into a regional cargo and passenger airport in 1992. The planned business community surrounding the airport comprises 13 business parks on 7,000 acres. A further 2,000 acres has been scheduled for future development. To date, some 3,500 acres and 23.2 million square feet of industrial/commercial space has been developed. Rickenbacker has evolved into a

major regional logistics centre and is home to international transportation providers, such as UPS and Forward Air, as well as catalogue /e-retailers such as Spiegel, Eddie Bauer and Gap Direct. A particularly specialized component at Rickenbacker is its Optical Village, a conglomeration of eye wear manufacturers that require rapid customer order fulfillment.

As with Rickenbacker, Piedmont Triad International Airport in North Carolina was developed on the site of a former military airport. The project, which was planned as means to diversify the economy of this traditional textile and tobacco region, has significantly enhanced the Piedmont Triad as a centre for chemicals and allied products, electronics and electronic equipment, trucking and warehousing. Currently under development at the airport is a one million square foot FedEx sorting hub, which is expected to become a major business attractor for the area.

### ***Airport Communities are Characterized by Three Distinct Development Waves***

Although airport communities are often characterized by rapid growth, there appears to be three distinct development waves associated with these communities. The first wave of businesses attracted to an airport site are those with direct ties to airport activities, including air cargo/integrated courier companies and aviation services. The second wave usually constitutes manufacturers and distributors that rely on transportation services already established at the airport; these may include logistics and distribution centres, manufacturers of perishable and high value products, and firms involved in e-commerce fulfillment.

Once a critical mass has been established, including the provision of highway and other transportation infrastructure, the developing airport becomes attractive to the general business community, including many businesses that have no relationship to the airport. It is during this phase that technology and specialized industry clusters begin to evolve.

In Canada, there are a number of planned airport expansions and proposed new airport sites that may represent significant economic development opportunities. The U.S. examples highlight the substantial benefits to a region, but they also show that these benefits cannot be achieved without comprehensive planning at an early stage to ensure that:

- fragmented land holdings are consolidated;
- the necessary transportation and other infrastructure is in place;
- incompatible residential development does not impede airport operations; and,
- the master plan has the support of the community and political decision makers.

In summary, technological advancements in business processes have created an unprecedented demand for air freight services and have enhanced the role of secondary airports as regional business centres and economic growth nodes. While the benefits can be substantial, economic developers and planners must recognize that upfront planning and swift action is necessary to reap these rewards.

## Reinventing the Big Box in Canada

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Nearly a decade after Wal-Mart and Home Depot entered the Canadian market, both retailers have recently announced expansions of their retail operations in Canada to include store formats that have proven successful in the United States. The move north has resulted in financial success for both for these retail juggernauts, although the resulting impact caused by their introduction has had an ongoing effect on the existing Canadian retail landscape.

Home Depot announced that it will be introducing smaller format stores, which they see as an opportunity to enter segments of the Canadian market that traditionally have not been able to support their large format flagship stores. In another major development, Wal-Mart will be introducing warehouse stores targeted at a portion of the retail sector that has remained

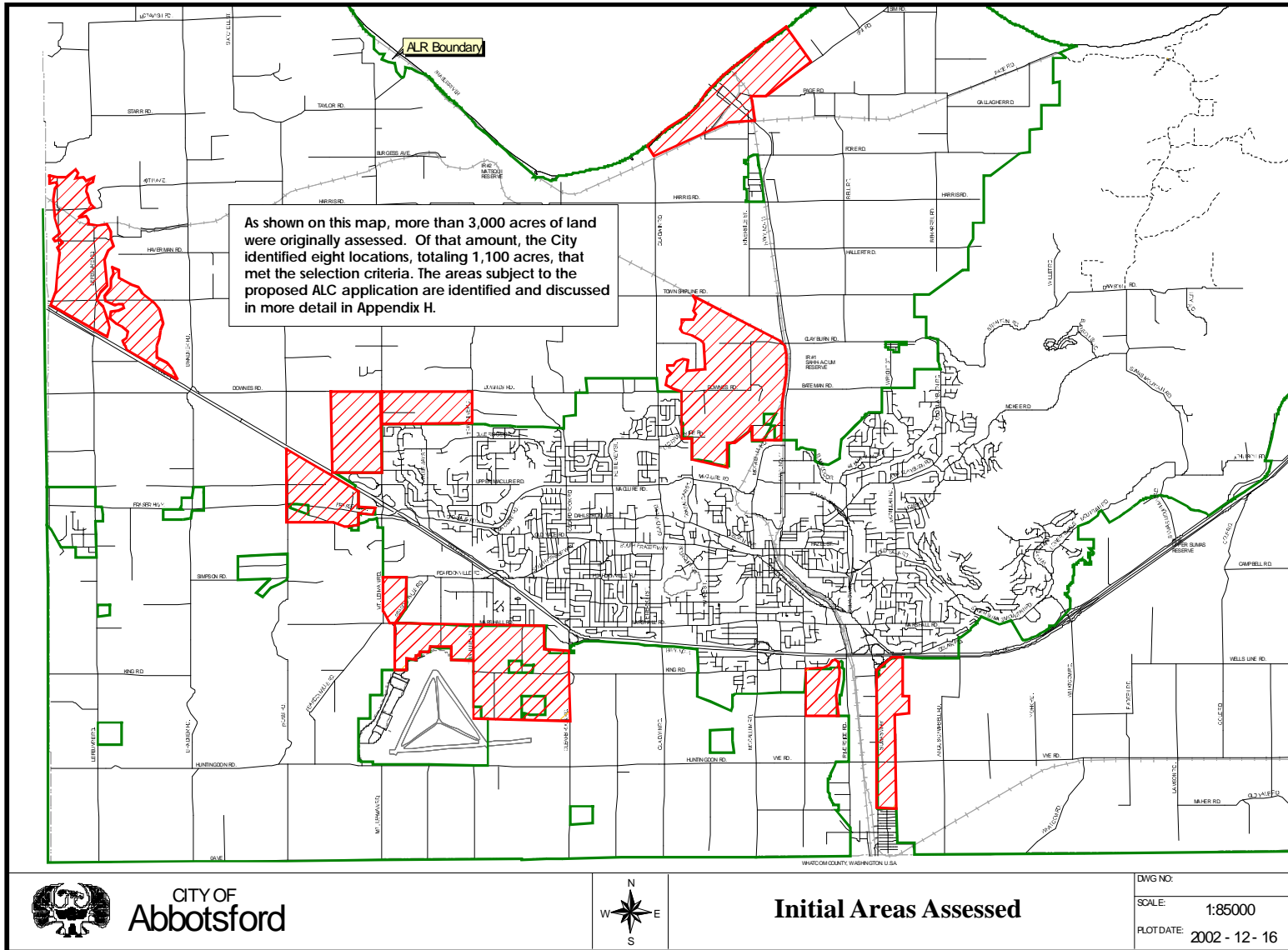
primarily a monopoly and devoid of competition for the last decade.

In November 2002, Wal-Mart announced the expansion of its Sam's Club Warehouse Membership Club (WMC) into Canada. Wal-Mart currently operates 1066 stores in the U.S., making it the largest chain warehouse clubs in the country. Recently, Sam's Club have not performed particularly well in the American market, but with only one other WMC in the Canadian retail market Canada, it is expected to be a success. The first of these to open in Canada will be located in Pickering, Ontario, a suburb located east of Toronto.

Competition in the Canadian WMC industry has not existed since the merger of Price Club and Costco nine years ago. As a result, it is likely that Costco will be impacted most by this impending




# APPENDIX M Initial Areas Assessed



## APPENDIX N AGRICULTURE STATISTICS

Ministry of Agriculture, Food and Fisheries Statistical Information Brochure




**City of Abbotsford**  
*Agriculture in Brief*

- The **City of Abbotsford** was incorporated in 1995 with the amalgamation of the Districts of Abbotsford and Matsqui. Abbotsford is the largest municipality in the Fraser Valley Regional District, accounting for about 48% of the Regions population.
- **Population**<sup>1</sup> = 115,463 (2001)  
*Population increase 1971 to 2001 = 84,434*
- **Jurisdictional Area**<sup>2</sup>

Land	=	36,840	ha.
Water	=	680	ha.
<b>Total</b>	=	<b>37,520</b>	<b>ha.</b>
- **Agricultural Land Reserve**<sup>3</sup> = 27,710 hectares  
*The ALR, designated in 1974, accounts for about 75% of the land area of the City of Abbotsford and approximately 37% of the ALR in the Fraser Valley Regional District.*

	<u>1996</u>	<u>2001</u>	
➤ <b>Total Area Farmed</b> <sup>4</sup> (hectares)	20,851	22,515	
➤ <b>Percentage of Farmland:</b>			
Owned -	73%	72%	62% of farmland is owned • province wide.
Leased -	27%	28%	
➤ <b>Number of Farms</b> <sup>5</sup> Reporting	1,447	1,284	
➤ <b>Average Farm Size</b> (hectares)	14.4	17.5	
➤ <b>Farmland Use:</b> (hectares)			
• Crops	14,423	15,284	
• Summerfallow	156	127	
• Pasture (managed)	1,229	1,346	
• Pasture (unmanaged)	2,118	2,416	
• <u>Other</u> <sup>6</sup>	<u>2,925</u>	<u>3,343</u>	
<b>Total</b>	<b>20,851</b>	<b>22,515</b>	



<sup>1</sup> Source: <http://www.statcan.ca/>

<sup>2</sup> Source: Ministry of Municipal Affairs; *Municipal Statistics, 1996*.

<sup>3</sup> ALR as of January 1, 2000 – Source: files of the Land Reserve Commission

<sup>4</sup> Source of agricultural statistics – *Statistics Canada, Census of Agriculture Profile Data - British Columbia*.

<sup>5</sup> A census farm was defined (in 1996) as an agricultural operation that produces at least one of the following products intended crops, (field crops, tree fruits or nuts, berries or grapes, vegetables, seed) livestock, (cattle, pigs, sheep, horses, exotic animals, etc.) poultry, (hens, chickens, turkeys, exotic birds, etc.) animal products, (milk or cream, eggs, wool, furs meat) or other agricultural products (greenhouse or nursery products, Christmas trees, mushrooms, sod, honey and maple syrup products.

<sup>6</sup> "Other": includes 'Unimproved Land', 'Other Improved Land' and 'Woodland'

➤ <b>Crops:</b> (hectares)	<u>1996</u>	<u>2001</u>
• Field Crops <sup>7</sup>	8,899	9,746
• Fruits, Berries & Nuts	2,986	3,264
• Vegetables	2,071	1,745
• Other <sup>8</sup>	467	529
<b>Total</b>	<b>14,423</b>	<b>15,284</b>
➤ <b>Area Irrigated:</b> (hectares)	4,585	4,947
➤ <b>Mushroom Growing Area:</b> farms - 13 m <sup>2</sup> 53,213		16 74,386
➤ <b>Greenhouse Production:</b> farms - 78 m <sup>2</sup> 188,725		74 487,252
➤ <b>Nursery Products:</b> (hectares)	378	463
➤ <b>Sod Grown for Sale:</b> (hectares)	80	x <sup>9</sup>
➤ <b>Christmas Trees:</b> (hectares)	76	45
➤ <b>Total Farm Capital</b>	\$1,370,136,583	\$1,687,236,499
➤ <b>Total Gross Farm Receipts</b>	\$314,627,232	\$452,259,139
➤ <b>Total Cash Wages Paid</b>	\$55,864,592	\$65,454,496
➤ <b>Livestock (1996):</b>	<u>Farms</u> <u>Livestock</u>	<u>Farms</u> <u>Livestock</u>
Hens & Chickens	317 5,768,056	337 8,217,797
Turkeys	35 421,848	37 436,570
Total Other Poultry	80 182,460	57 429,944
 <b>Cattle &amp; Calves</b>	563 36,001	398 35,600
• Milk Cows	210 16,538	165 16,926
• Beef Cows	241 2,213	154 1,535
Pigs	74 84,298	56 99,333
Sheep & Lambs	95 2,165	78 2,308
Horses & Ponies	237 1,110	197 1,242
Goats	51 1,231	40 1,011
Mink	8 x	6 x
Deer	- -	2 x
Llamas & Alpacas	7 90	24 152
Rabbits	43 458	10 796
Colonies of Bees for Honey	21 437	14 416

Raspberries accounted for 58% of all land in berries in Abbotsford in 2001.



**Hectares - 2001**

	B.C.	Abbotsford	% of Prov. Total
Raspberry	1,226	1,826	82%
Blueberry	2,956	993	34%
Strawberry	753	299	40%



\* Abbotsford generated nearly 20% of the province's annual gross farm receipts in 2000 - the highest gross farm receipts of all B.C. municipalities. Only two regional districts - Greater Vancouver and Fraser Valley - have larger farm receipts

**PLEASE NOTE:**

Statistics Canada information is used with the permission of the Minister of Industry, as Minister responsible for Statistics Canada. Any use of the Statistics Canada data beyond your organization must be approved by Statistics Canada. Information on the availability of the wide range of data from Statistics Canada can be obtained from the Statistics Canada Regional Offices, or <http://www.statcan.ca>, and its toll-free number 1-800-263-1136

<sup>7</sup> Field crop area does not include those crop areas not included for reasons of confidentiality

<sup>8</sup> "Other" Crops: also account for area figures not provided due to confidentiality.

<sup>9</sup> 'x' indicates that farms reporting but further information not provided due to confidentiality.



## ADDITIONAL AGRICULTURAL STATISTICS

### Agriculture Land Use Statistics (Acres)

	1986	1991	1996	1986-2001 2001 change	86-01 Change per year
Number of Farms	1,297	1,406	1,447	1,284	(13)
Farm Area (Acres)	52,596	51,127	51,502	55,612	3,016
					201.06
	1986	1991	1996	1991-2001 2001 change	91-01 Change per year
Land in Crops	na	34,671	35,625	37,751	3,080
Summerfallow	na	588	385	314	(274)
Improved Land for pasture and grazing	na	4,740	3,036	3,325	(1,415)
Unimproved Land for pasture and grazing	na	4,288	5,231	5,968	1,680
All other land*	na	6,763	7,227	8,257	1,494
					149

Source: Statistics Canada, Census of Agriculture Profile Data - British Columbia (1986 to 2001)

\* unimproved land, other improved land and woodland

### 2001 Agricultural Land Use

	% of Land Farmed	% of ALR
Land in Crops	67.9%	55.1%
Summerfallow	0.6%	0.5%
Improved Land for pasture and grazing	6.0%	4.9%
Unimproved Land for pasture and grazing	10.7%	8.7%
All other land*	14.8%	12.1%
Unfarmed ALR	--	18.7%
* unimproved land, other improved land and woodland		
	Total ac	% of ALR
Unfarmed ALR	12,837	18.7%
Proposed exclusion	1,100	1.6%
Total Land in ALR (01 ac)	68,470	100%

### Total Area of Farms at the Regional and Provincial Level (ha)

	1991	1996	2001	91-01 change	96-01 change	96-01 change
FVRD	46,573	54,454	48,670	2,097	(5,784)	-11.9%
GVRD	43,500	39,676	39,735	(3,765)	59	0.1%
Rest of BC	2,212,195	2,340,800	2,498,772	286,577	157,972	6.3%

Sources: 1991 & 1996 data - FVRD Agriculture Working Paper (based in Census of Agriculture data)

2001 data - Statistics Canada, 2001 Census of Agriculture

### Selected Lower Mainland Agriculture Statistics, 2001

Municipalities	Total Number of Farms	Total Area of Farms (Hectares)	Total Farm Capital	Total Farm Receipts	Farm Receipts per Acre	
Abbotsford	1,284	22,515	55,632	\$1,687,236,499	\$452,259,139	\$8,129
Langley	1,417	35,056	86,620	\$1,244,825,447	\$203,399,307	\$2,348
Surrey	557	17,505	43,253	\$655,035,591	\$181,371,891	\$4,193
Delta	196	19,372	47,866	\$551,565,667	\$160,841,471	\$3,360
Pitt Meadows	132	7,350	18,161	\$233,372,454	\$50,592,345	\$2,786
Maple Ridge	237	3,990	9,859	\$170,969,501	\$39,180,041	\$3,974
Richmond	182	8,315	20,546	\$344,468,146	\$37,646,150	\$1,832
Burnaby	51	722	1,784	\$32,904,358	\$14,949,181	\$8,380
Total	4,056	114,825	283,721	4,920,377,663	1,140,239,525	\$4,019

**Changes in Greenhouse Coverage - 1991 to 2001  
(Sq. Metres)**

	1991	1996	2001	91 - 01 change	% change
<b>Abbotsford</b>	<b>161,504</b>	<b>188,725</b>	<b>487,252</b>	<b>325,748</b>	<b>201.70%</b>
Burnaby	24,370	23,835	43,105	18,735	76.88%
Delta	108,053	307,916	1,166,146	1,058,093	979.24%
Langley	313,702	341,343	538,484	224,782	71.65%
Maple Ridge	97,031	277,229	256,590	159,559	164.44%
Pitt Meadows	80,259	176,500	259,991	179,732	223.94%
Richmond	153,443	157,813	153,365	(78)	-0.05%
Surrey	318,181	332,572	356,600	38,419	12.07%

Source: Statistics Canada 1991, 1996 and 2001 Census of Agriculture

**Lower Mainland Land "Under Glass" - 2001\***

	Sq m	Hectares	Acres
<b>Abbotsford</b>	<b>487,252</b>	48.73	119.86
Burnaby	43,105	4.31	10.60
Delta	1,166,146	116.61	286.87
Langley	538,484	53.85	132.47
Maple Ridge	256,590	25.66	63.12
Pitt Meadows	259,991	26.00	63.96
Richmond	153,365	15.34	37.73
Surrey	356,600	35.66	87.72

\* not including loading areas, parking lots, out buildings etc

**Changes in Greenhouse Coverage - 1991 to 2001**

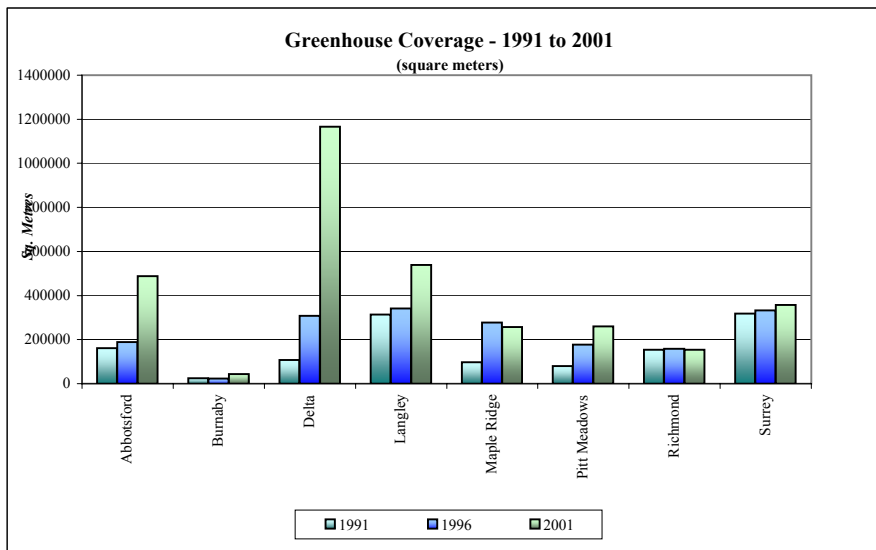
sq. m

	1991	1996	2001	91-01 change	% Yearly change (avg)
<b>Abbotsford</b>	<b>161,504</b>	<b>188,725</b>	<b>487,252</b>	<b>325,748</b>	<b>20.17%</b>
Burnaby	24,370	23,835	43,105	18,735	7.69%
Delta	108,053	307,916	1,166,146	1,058,093	97.92%
Langley	313,702	341,343	538,484	224,782	7.17%
Maple Ridge	97,031	277,229	256,590	159,559	16.44%
Pitt Meadows	80,259	176,500	259,991	179,732	22.39%
Richmond	153,443	157,813	153,365	(78)	-0.01%
Surrey	318,181	332,572	356,600	38,419	1.21%

Sq. ft

	1991	1996	2001	91-01 change	% Yearly change (avg)
<b>Abbotsford</b>	<b>1,737,783</b>	<b>2,030,681</b>	<b>5,242,832</b>	<b>3,505,048</b>	<b>20.17%</b>
Burnaby	262,221	256,465	463,805	201,584	7.69%
Delta	1,162,650	3,313,176	12,547,731	11,385,081	97.92%
Langley	3,375,434	3,524,655	5,794,083	2,418,649	7.17%
Maple Ridge	1,044,054	2,982,984	2,760,904	1,716,850	16.44%
Pitt Meadows	863,587	1,899,140	2,797,507	1,933,920	22.39%
Richmond	1,651,047	1,698,068	1,650,205	(842)	-0.01%
Surrey	3,423,628	3,578,475	3,837,016	413,388	1.21%

Source: Statistics Canada 1991, 1996 and 2001 Census of Agriculture



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[Home](#) > [Public involvement](#) >

## Conferences and workshops



### Public involvement

- Public meetings
- Conferences and workshops

Good choices start with good information. The GVRD wants members of the public to know about regional change and choices, especially details and action steps about how members can contribute to making this a livable region.

To do this, the GVRD holds conferences and workshops to provide more detailed levels of information to interested residents and organizations. These events often address complex issues such as regional sustainability.

#### GROWTH MANAGEMENT ORIENTATION WORKSHOP Long-Range Forecasts for Greater Vancouver and the Lower Mainland

*Date:* Thursday, February 26, 2004

*Time:* 8:30 AM to 12:00 NOON

*Place:* Hilton Metrotown Hotel (Burnaby)

#### Agenda

1. **Welcome from Hugh Kellas**
2. **Opening Remarks from Mary Pynenburg**
3. **Population Projections**
  - i) David O'Neil, BC Stats, "PEOPLE 28" (*pdf - 334KB*)
  - ii) David Baxter & Andrew Ramlo, Urban Futures Inc. (*pdf - 1,309KB*)
4. **Housing Projections**
  - i) Andrew Ramlo, Urban Futures Inc.
  - ii) Neil Atchison, PricewaterhouseCoopers (*pdf- 226KB*)
5. **Employment Projections**
  - i) David Baxter, Urban Futures Inc.
6. **Questions and Discussion**  
Facilitator: Mary Pynenburg
7. **Wrap-up by Hugh Kellas**

Related Growth Management Documents

#### Fast Facts:

**Lower Mainland (GVRD and FVRD), Trend Based Population Projection, 2001 to 2031**

Total	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
0..4	124,696	122,223	121,152	120,634	121,034	122,626	122,925	123,432	124,105	124,904	125,934	127,162	128,572	130,131	131,823	133,666
5..9	141,747	140,498	138,880	136,876	133,797	129,277	127,953	127,570	127,705	128,650	130,872	131,799	132,919	134,187	135,599	137,123
10..14	141,250	142,495	144,574	145,798	147,225	149,239	149,182	148,225	146,853	144,319	140,405	139,657	139,827	140,473	141,981	144,619
15..19	146,703	145,321	145,304	146,123	147,195	148,817	151,327	154,092	155,970	157,825	160,551	161,186	160,874	160,080	158,122	154,643
20..24	160,990	159,698	159,364	159,164	159,535	159,946	160,336	161,510	163,434	165,179	167,994	171,729	175,673	178,663	181,757	185,305
25..29	173,239	170,414	169,541	170,324	170,557	170,547	171,423	172,515	173,626	174,926	176,665	178,384	180,910	184,158	187,559	191,410
30..34	197,937	196,172	192,706	187,987	183,920	181,319	180,898	181,373	183,406	184,667	185,860	187,905	190,128	192,335	195,005	197,638
35..39	210,706	208,294	206,063	205,025	205,839	207,184	207,492	205,159	201,519	198,379	196,784	197,303	198,668	201,520	203,715	205,555
40..44	200,362	203,609	208,436	213,140	215,542	216,348	215,556	214,176	213,941	215,438	217,514	218,524	216,868	213,856	211,392	210,272
45..49	181,107	185,834	191,323	195,833	200,453	205,067	209,487	214,886	220,131	223,027	224,370	224,097	223,208	223,411	225,359	227,754
50..54	162,038	164,467	167,891	172,514	177,345	182,847	188,228	194,033	198,851	203,732	208,626	213,312	218,951	224,406	227,557	229,092
55..59	116,336	127,141	136,704	145,333	154,808	162,524	165,439	169,092	173,906	178,908	184,561	190,083	196,004	200,937	205,935	210,896
60..64	91,026	94,649	100,065	105,885	111,072	116,746	127,721	137,252	145,862	155,255	162,932	165,974	169,726	174,581	179,620	185,248
65..69	77,327	78,418	79,885	82,282	85,223	89,091	92,903	98,252	103,971	109,058	114,628	125,266	134,505	142,831	151,860	159,218
70..74	69,253	70,200	71,122	71,556	71,877	72,435	73,702	75,198	77,542	80,378	84,066	87,687	92,725	98,084	102,842	108,050
75..79	57,932	57,908	58,337	58,758	59,671	60,773	61,709	62,564	62,982	63,326	63,905	65,109	66,500	68,622	71,172	74,460
80..84	39,663	42,084	44,079	45,802	46,219	46,370	46,416	46,777	47,152	47,912	48,816	49,560	50,242	50,567	50,873	51,398
85..89	23,247	23,725	23,967	24,306	25,567	27,263	28,921	30,236	31,348	31,630	31,740	31,776	32,017	32,282	32,806	33,417
90 plus	11,228	11,870	12,686	13,659	14,675	15,266	15,713	16,105	16,659	17,778	18,868	19,816	20,474	21,095	21,573	21,942
<b>all ages</b>	<b>2,326,787</b>	<b>2,345,020</b>	<b>2,372,078</b>	<b>2,401,000</b>	<b>2,431,554</b>	<b>2,463,684</b>	<b>2,497,331</b>	<b>2,532,446</b>	<b>2,568,962</b>	<b>2,605,293</b>	<b>2,645,089</b>	<b>2,686,332</b>	<b>2,728,790</b>	<b>2,772,221</b>	<b>2,816,550</b>	<b>2,861,706</b>

Total	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
0..4	135,597	137,599	139,652	141,493	143,289	145,036	146,712	148,299	149,785	151,160	152,404	153,530	154,549	155,468	156,313
5..9	138,775	140,552	142,436	144,220	146,064	147,922	149,779	151,631	153,458	155,248	156,996	158,677	160,271	161,766	163,148
10..14	145,908	147,345	148,895	150,405	151,957	153,581	155,274	157,027	158,824	160,686	162,565	164,446	166,322	168,171	169,983
15..19	154,271	154,769	155,706	157,273	159,906	161,145	162,498	163,933	165,449	167,013	168,652	170,361	172,129	173,940	175,814
20..24	186,653	186,965	186,716	184,915	181,455	180,998	181,331	182,061	183,588	186,189	187,406	188,740	190,158	191,655	193,197
25..29	196,031	200,745	204,410	207,767	211,393	212,677	212,792	212,245	210,387	206,887	206,389	206,679	207,366	208,846	211,391
30..34	200,132	203,328	207,159	210,829	214,785	219,368	223,912	227,299	230,595	234,166	235,409	235,489	234,908	233,020	229,491
35..39	208,155	210,858	213,487	216,359	219,081	221,566	224,654	228,289	231,918	235,837	240,380	244,886	248,238	251,496	255,026
40..44	211,187	212,891	216,031	218,361	220,260	222,845	225,463	227,954	230,787	233,473	235,928	238,979	242,573	246,161	250,031
45..49	229,045	227,654	224,891	222,550	221,487	222,390	224,033	227,062	229,370	231,254	233,822	236,419	238,891	241,700	244,359
50..54	228,999	228,286	228,638	230,632	233,021	234,283	232,864	230,064	227,756	226,714	227,607	229,229	232,224	234,508	236,373
55..59	215,628	221,289	226,748	229,876	231,389	231,279	230,563	230,883	232,858	235,216	236,456	235,063	232,324	230,081	229,082
60..64	190,731	196,586	201,467	206,360	211,193	215,780	221,269	226,535	229,569	231,034	230,921	230,251	230,597	232,549	234,859
65..69	162,219	165,891	170,597	175,432	180,786	185,986	191,525	196,121	200,770	205,358	209,704	214,941	219,944	222,807	224,170
70..74	117,961	126,550	134,257	142,517	149,207	151,965	155,341	159,648	164,117	169,033	173,807	178,892	183,102	187,372	191,580
75..79	77,664	82,112	86,821	90,954	95,500	104,206	111,715	118,410	125,527	131,249	133,663	136,632	140,404	144,333	148,608
80..84	52,428	53,589	55,317	57,376	60,027	62,581	66,141	69,883	73,139	76,772	83,840	89,894	95,215	100,756	105,137
85..89	33,892	34,333	34,523	34,730	35,119	35,859	36,666	37,848	39,267	41,097	42,834	45,278	47,826	50,006	52,496
90 plus	22,228	22,517	22,823	23,203	23,542	23,753	23,982	24,102	24,314	24,655	25,132	25,640	26,272	27,081	28,166
<b>all ages</b>	<b>2,907,504</b>	<b>2,953,859</b>	<b>3,000,573</b>	<b>3,045,252</b>	<b>3,089,459</b>	<b>3,133,221</b>	<b>3,176,516</b>	<b>3,219,294</b>	<b>3,261,478</b>	<b>3,303,041</b>	<b>3,343,915</b>	<b>3,384,029</b>	<b>3,423,314</b>	<b>3,461,716</b>	<b>3,499,223</b>

**Greater Vancouver Regional District, Trend Based Population Projection, 2001 to 2031**

Total	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
0..4	109,423	107,278	106,378	105,815	106,025	107,199	106,939	106,791	106,728	106,747	106,910	107,204	107,637	108,208	108,915	109,761
5..9	122,846	122,148	121,093	119,579	117,023	113,022	111,817	111,399	111,287	111,892	113,494	113,635	113,861	114,148	114,511	114,949
10..14	122,546	123,361	125,031	126,114	127,389	129,332	129,657	129,099	128,053	125,918	122,360	121,556	121,504	121,723	122,659	124,504
15..19	128,757	127,056	126,688	127,187	127,864	129,065	130,975	133,165	134,737	136,403	138,882	139,691	139,564	138,894	137,111	133,817
20..24	144,328	142,130	140,965	139,824	139,360	139,082	138,852	139,381	140,693	141,957	144,074	146,880	149,919	152,280	154,735	157,750
25..29	158,401	155,183	153,625	153,593	152,890	151,710	151,348	151,284	151,134	151,442	152,179	152,956	154,474	156,757	159,145	161,956
30..34	181,260	179,831	176,676	172,134	168,012	165,200	164,112	163,632	164,586	164,722	164,494	165,037	165,831	166,504	167,751	169,101
35..39	189,947	188,212	186,743	186,395	187,743	189,285	189,725	187,504	183,844	180,510	178,515	178,169	178,369	179,939	180,734	180,957
40..44	180,088	182,996	187,398	191,825	194,125	195,042	194,790	194,034	194,353	196,295	198,441	199,443	197,750	194,574	191,723	190,067
45..49	163,679	167,431	172,100	175,848	179,729	183,862	187,823	192,680	197,532	200,235	201,571	201,318	201,952	204,186	206,537	
50..54	147,378	149,509	152,404	156,312	160,358	164,768	169,096	174,001	177,977	182,064	186,401	190,542	195,553	200,529	203,374	204,819
55..59	104,795	114,779	123,693	131,601	140,336	147,474	150,032	153,102	157,152	161,328	165,851	170,275	175,245	179,284	183,425	187,780
60..64	80,931	84,388	89,418	94,824	99,656	104,908	115,030	123,876	131,734	140,366	147,433	150,071	153,197	157,253	161,428	165,910
65..69	67,970	68,951	70,399	72,644	75,439	79,111	82,715	87,648	92,925	97,635	102,755	112,532	121,064	128,624	136,881	143,622
70..74	60,597	61,592	62,476	62,978	63,271	63,768	64,896	66,336	68,510	71,176	74,652	78,045	82,667	87,589	91,964	96,732
75..79	50,538	50,529	50,880	51,320	52,227	53,281	54,241	55,041	55,496	55,795	56,293	57,347	58,659	60,612	62,984	66,065
80..84	34,761	36,805	38,627	40,098	40,452	40,645	40,682	40,975	41,357	42,101	42,963	43,721	44,346	44,686	44,939	45,383
85..89	20,561	21,033	21,177	21,476	22,535	23,998	25,412	26,607	27,549	27,776	27,898	27,914	28,107	28,380	28,889	29,477
90 plus	10,018	10,556	11,274	12,123	13,017	13,510	13,916	14,223	14,710	15,673	16,606	17,424	18,002	18,523	18,917	19,242
<b>all ages</b>	<b>2,078,824</b>	<b>2,093,767</b>	<b>2,117,047</b>	<b>2,141,690</b>	<b>2,167,450</b>	<b>2,194,262</b>	<b>2,222,057</b>	<b>2,250,779</b>	<b>2,280,357</b>	<b>2,310,034</b>	<b>2,341,770</b>	<b>2,374,154</b>	<b>2,407,067</b>	<b>2,440,458</b>	<b>2,474,271</b>	<b>2,508,428</b>

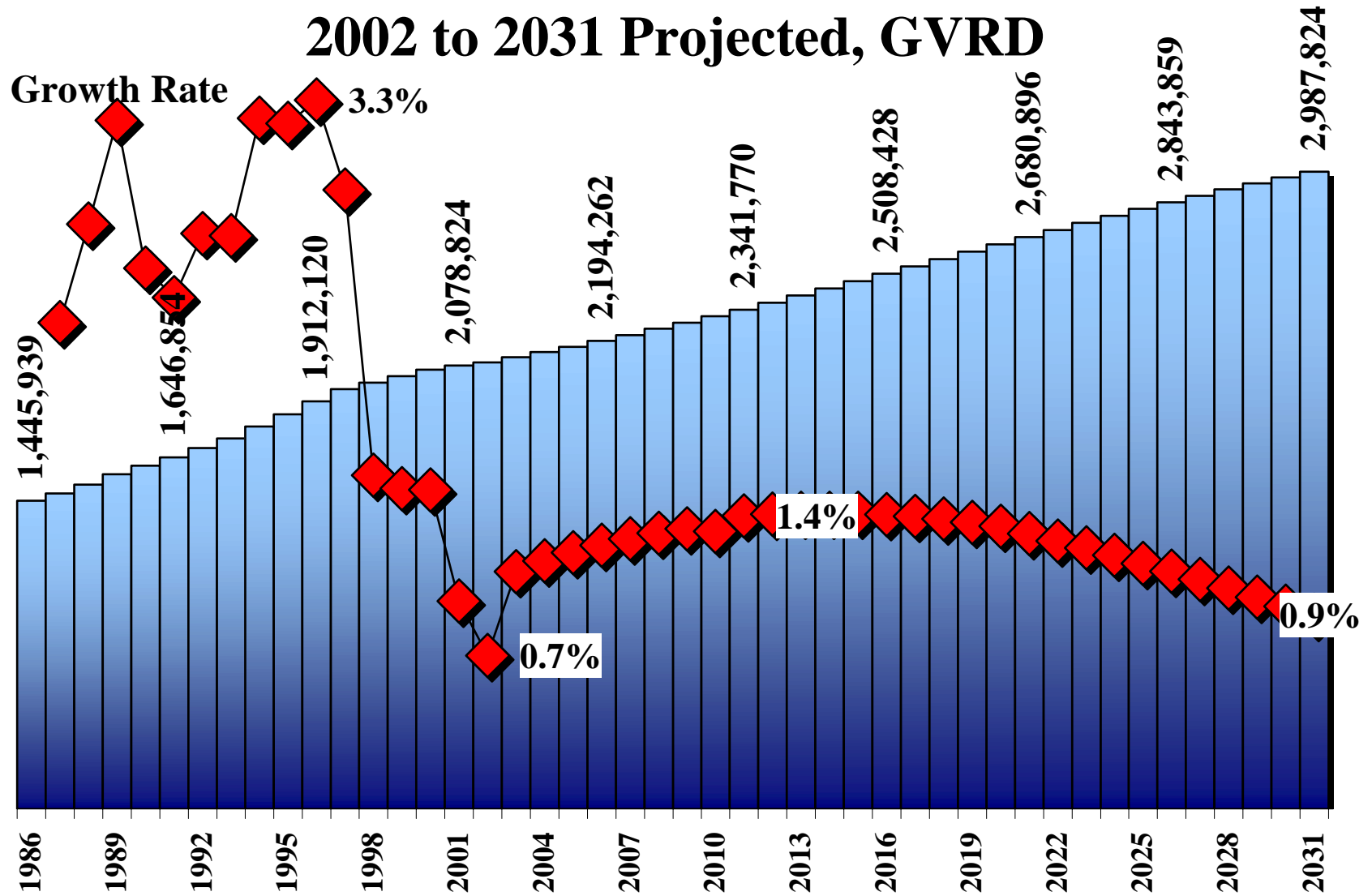
Total	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
0..4	110,717	111,766	112,901	114,095	115,310	116,536	117,750	118,928	120,049	121,095	122,034	122,860	123,565	124,146	124,611
5..9	115,488	116,136	116,892	117,756	118,714	119,741	120,824	121,961	123,130	124,315	125,508	126,685	127,823	128,900	129,898
10..14	124,864	125,286	125,745	126,259	126,811	127,431	128,131	128,913	129,780	130,737	131,759	132,833	133,956	135,107	136,269
15..19	133,247	133,401	133,799	134,887	136,835	137,264	137,726	138,201	138,710	139,253	139,861	140,543	141,304	142,144	143,068
20..24	159,035	159,324	159,013	157,533	154,442	153,981	154,170	154,546	155,570	157,446	157,802	158,184	158,573	158,989	159,433
25..29	165,368	168,937	171,753	174,588	177,861	179,300	179,652	179,324	177,764	174,588	174,028	174,106	174,363	175,256	176,988
30..34	170,423	172,416	175,104	177,836	180,888	184,446	188,077	190,885	193,646	196,836	198,190	198,454	198,033	196,376	193,099
35..39	181,897	183,039	184,013	185,513	187,046	188,487	190,536	193,225	195,910	198,908	202,401	205,960	208,694	211,373	214,473
40..44	190,007	190,457	192,233	193,208	193,566	194,588	195,766	196,742	198,205	199,695	201,092	203,086	205,710	208,328	211,250
45..49	207,729	206,224	203,228	200,534	198,994	199,002	199,487	201,261	202,218	202,560	203,557	204,703	205,648	207,068	208,512
50..54	205,068	204,789	205,513	207,804	210,185	211,399	209,930	206,977	204,316	202,793	202,789	203,252	204,989	205,917	206,237
55..59	191,927	196,930	201,882	204,727	206,180	206,444	206,197	206,934	209,196	211,536	212,718	211,265	208,361	205,755	204,267
60..64	170,289	175,187	179,169	183,247	187,516	191,566	196,454	201,269	204,027	205,431	205,674	205,448	206,183	208,394	210,670
65..69	146,201	149,246	153,163	157,196	161,494	165,681	170,354	174,138	178,013	182,065	185,894	190,553	195,117	197,711	199,012
70..74	105,831	113,752	120,745	128,322	134,479	136,876	139,709	143,331	147,073	151,034	154,889	159,185	162,651	166,210	169,923
75..79	69,052	73,125	77,442	81,258	85,441	93,467	100,418	106,522	113,059	118,338	120,438	122,935	126,111	129,409	132,866
80..84	46,278	47,363	48,956	50,874	53,371	55,766	59,048	62,503	65,517	68,872	75,408	81,025	85,888	90,994	95,053
85..89	29,968	30,369	30,565	30,739	31,071	31,718	32,475	33,579	34,899	36,626	38,257	40,519	42,877	44,901	47,206
90 plus	19,479	19,722	20,008	20,358	20,692	20,913	21,114	21,238	21,425	21,732	22,160	22,628	23,229	23,972	24,990
<b>all ages</b>	<b>2,542,868</b>	<b>2,577,468</b>	<b>2,612,124</b>	<b>2,646,733</b>	<b>2,680,896</b>	<b>2,714,605</b>	<b>2,747,817</b>	<b>2,780,480</b>	<b>2,812,508</b>	<b>2,843,859</b>	<b>2,874,457</b>	<b>2,904,223</b>	<b>2,933,075</b>	<b>2,960,951</b>	<b>2,987,824</b>

**A Context for Change Management:  
*Changing People in a Changing Region***

**Projections of People, Housing,  
Labour Force Participation & Employment  
in the Lower Mainland, 2001 to 2031**

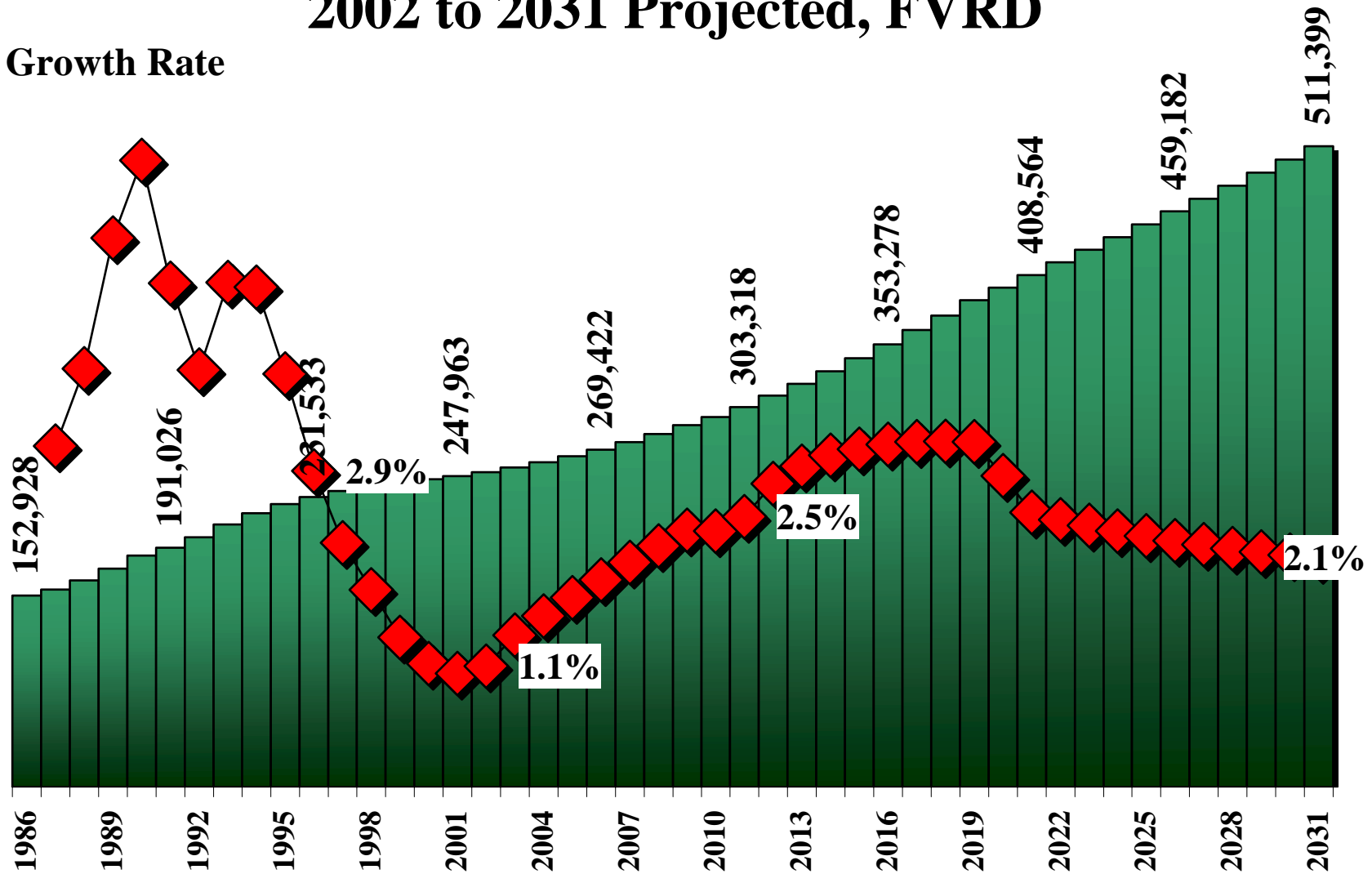


# Population Growth, 1986 to 2001 (Actual), 2002 to 2031 Projected, GVRD

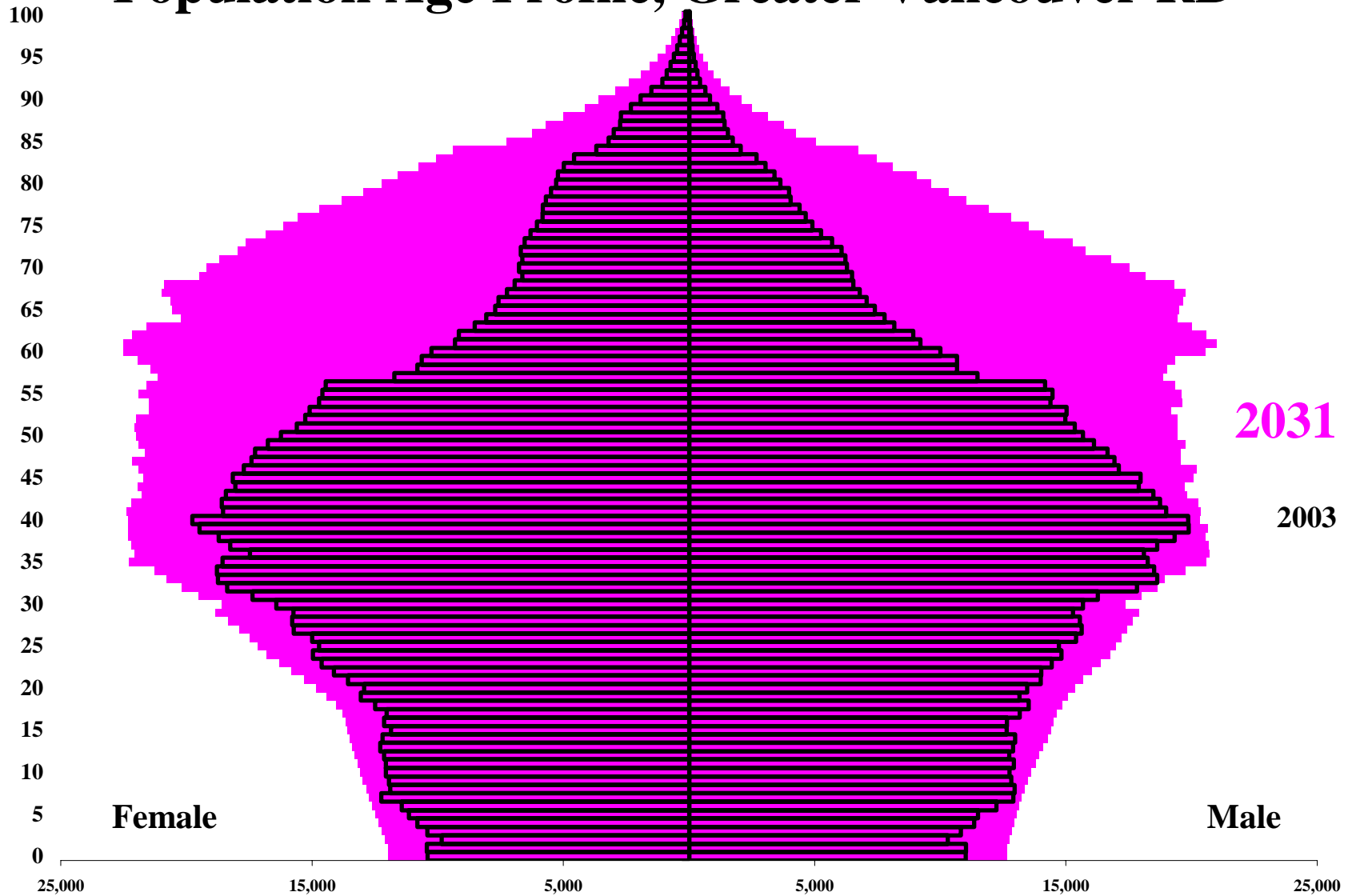


# Population Growth, 1986 to 2001 (Actual), 2002 to 2031 Projected, FVRD

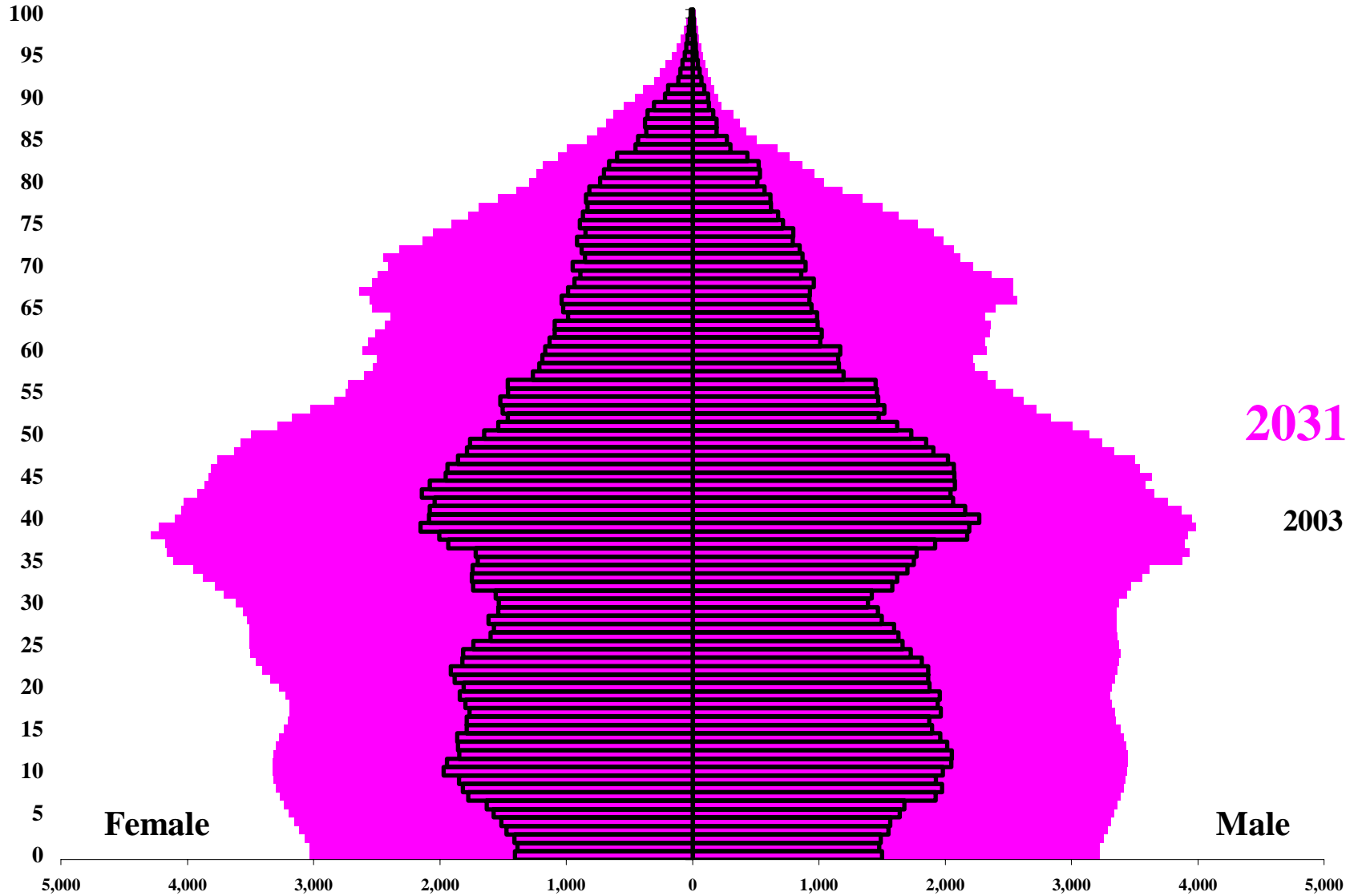
Growth Rate



# Population Age Profile, Greater Vancouver RD

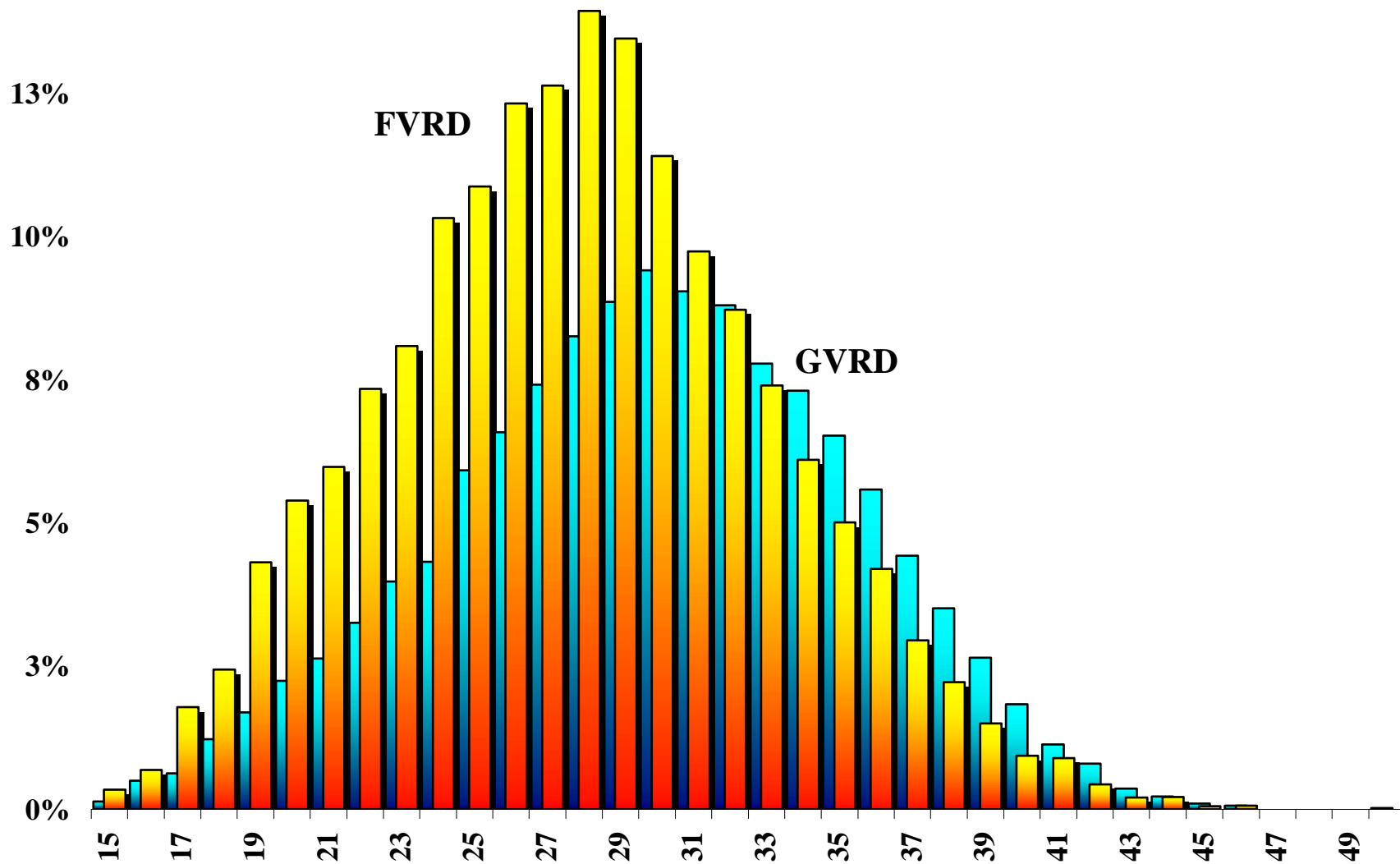


# Population Age Profile, Fraser Valley RD



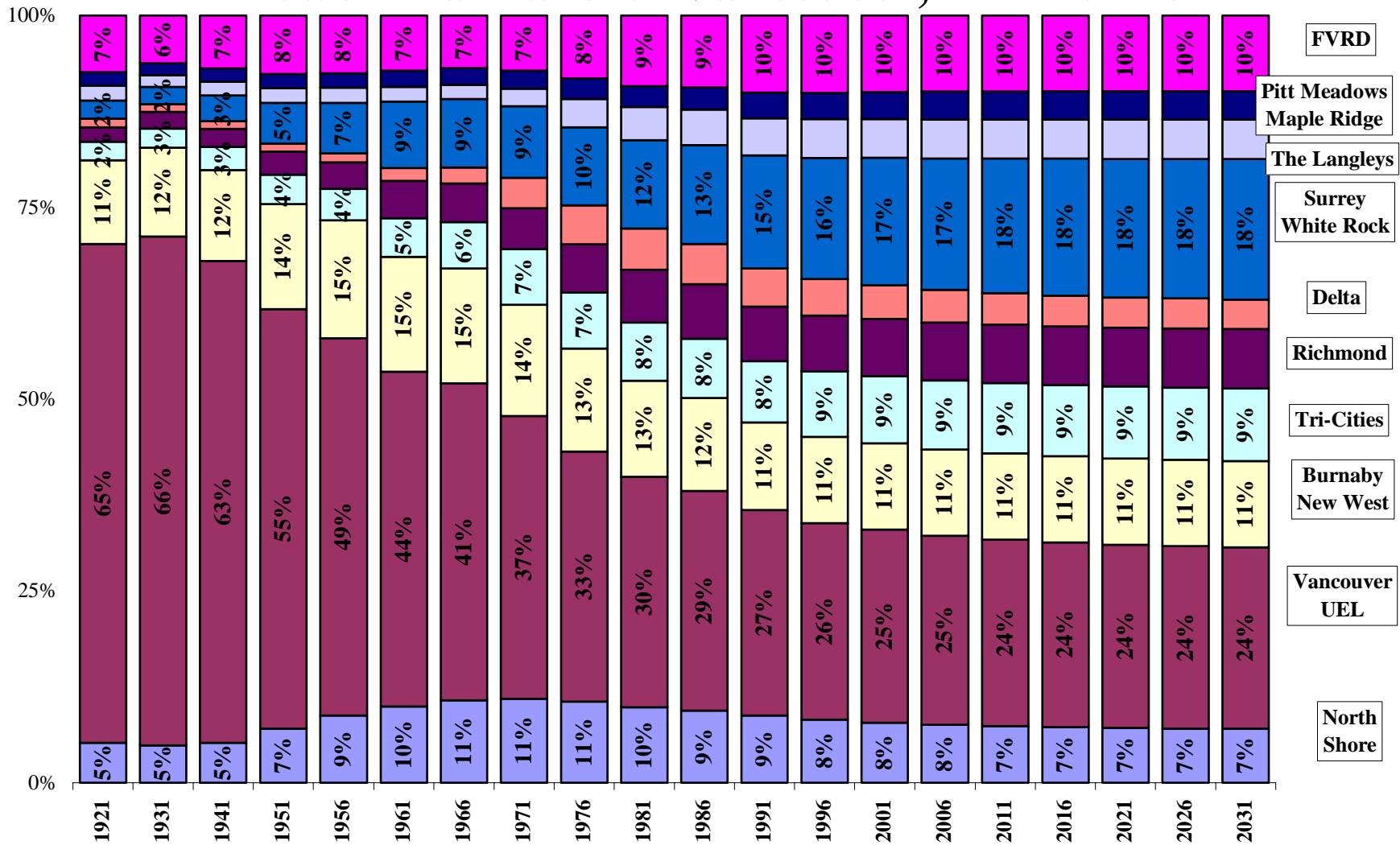
# Age Specific Fertility Rates, 2001

Percentage of Women In Age Group Giving Birth During The Year



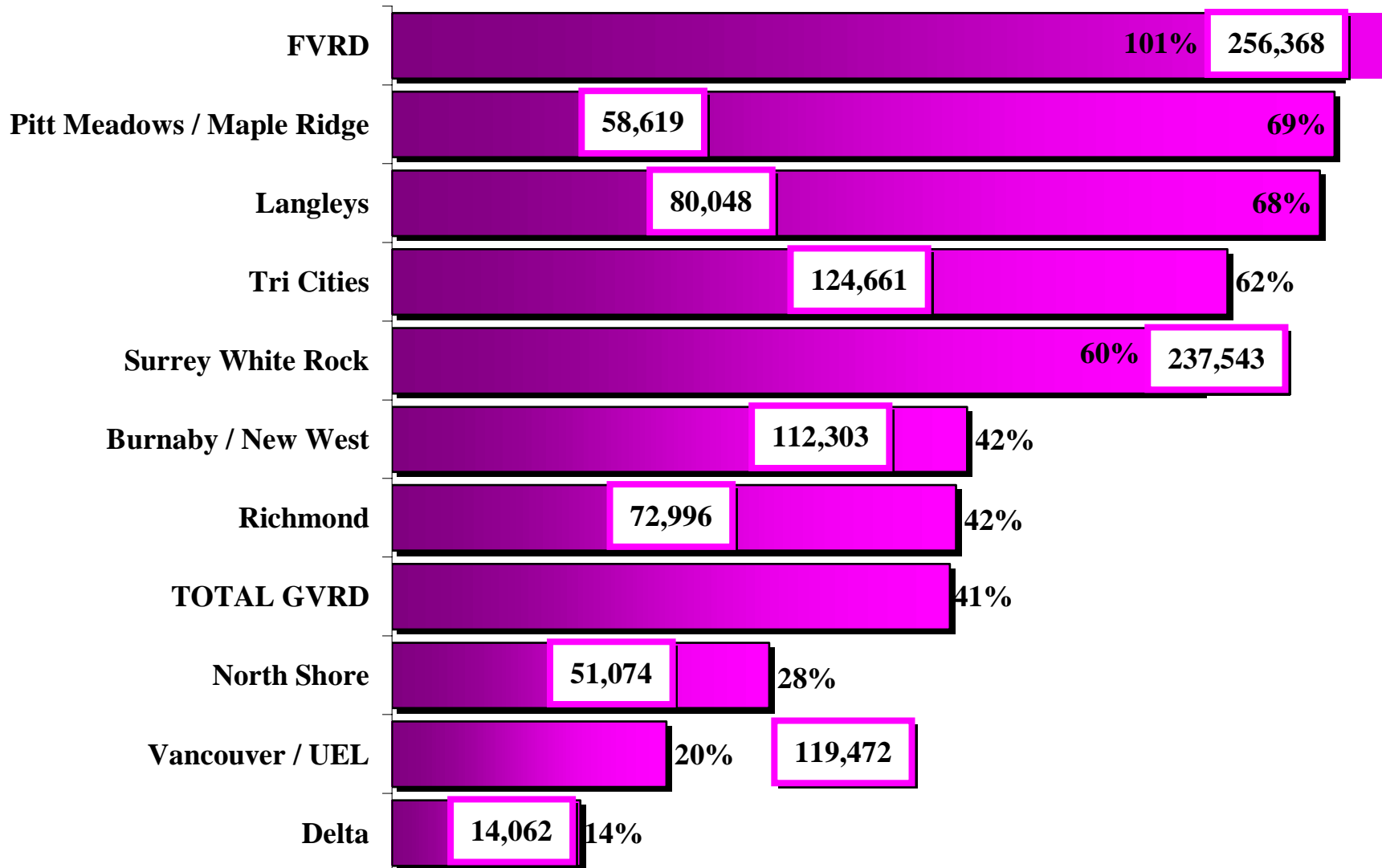
# Share of Regional Population.

## Lower Mainland of Vancouver, 1921 to 2031

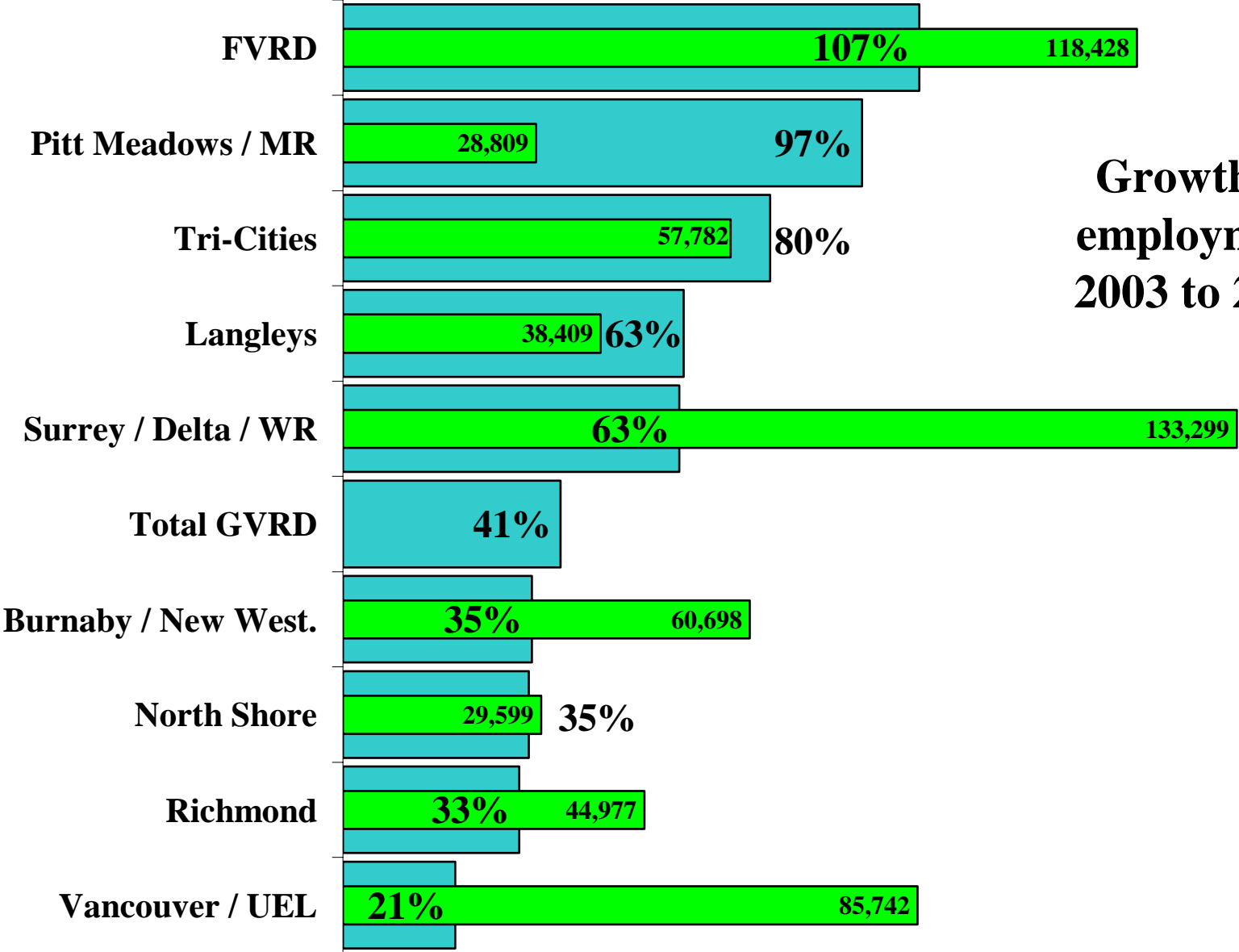




# Population Growth by Area, GVRD, 2003 to 2031



**Growth in  
employment  
2003 to 2031**

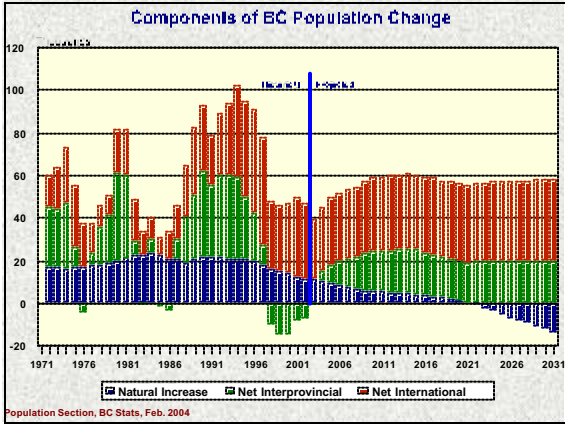
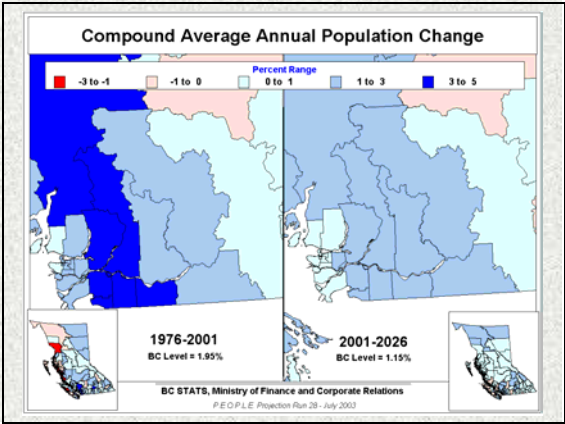
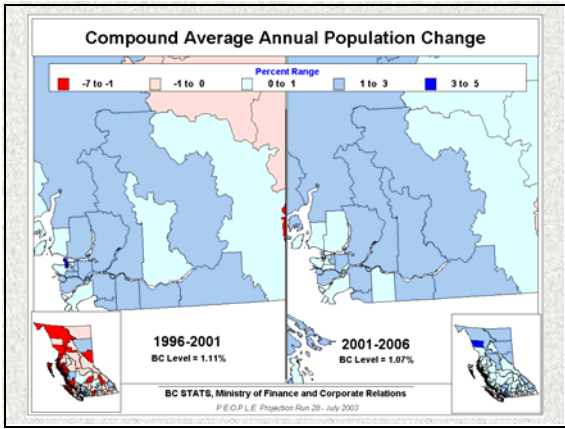
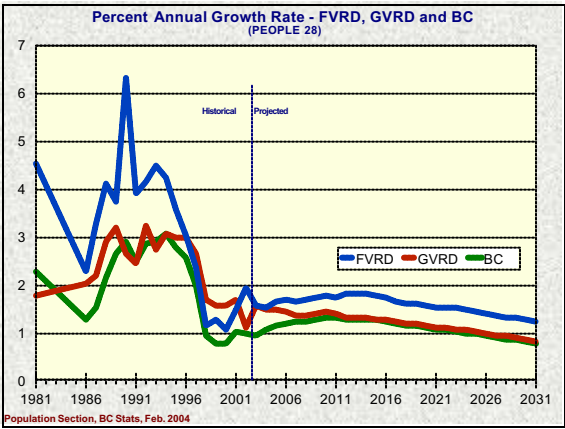
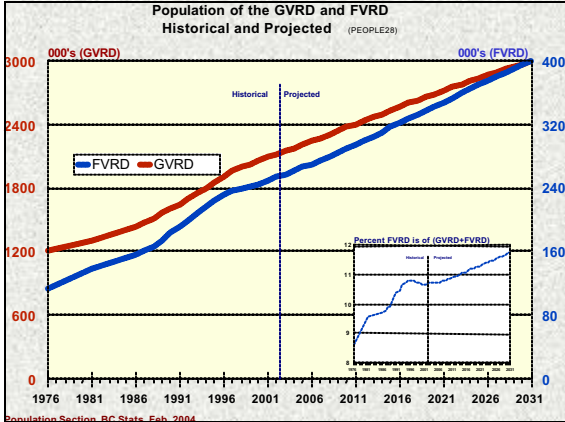


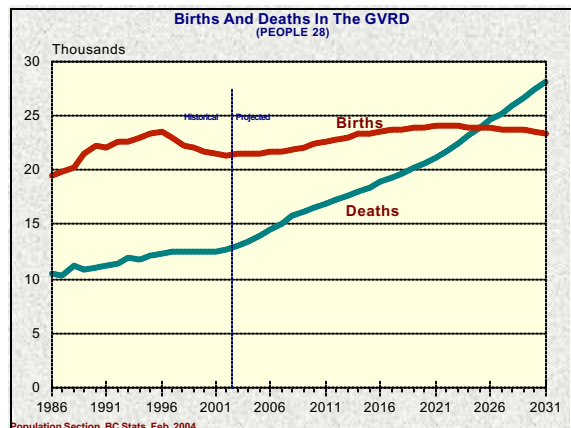
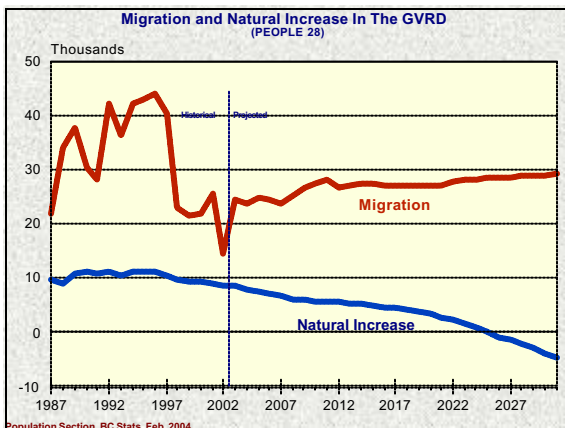
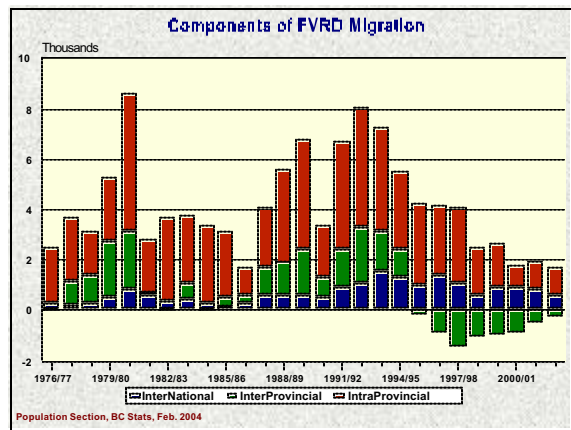
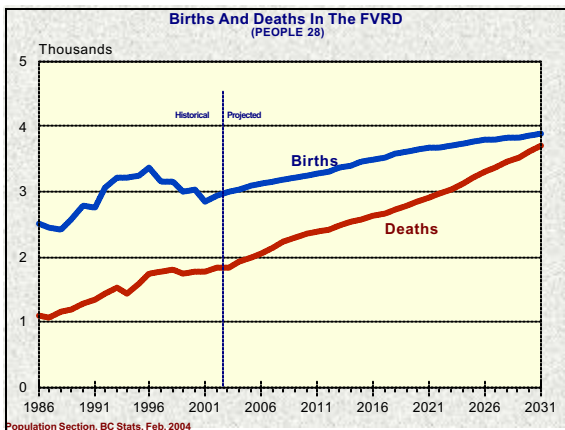
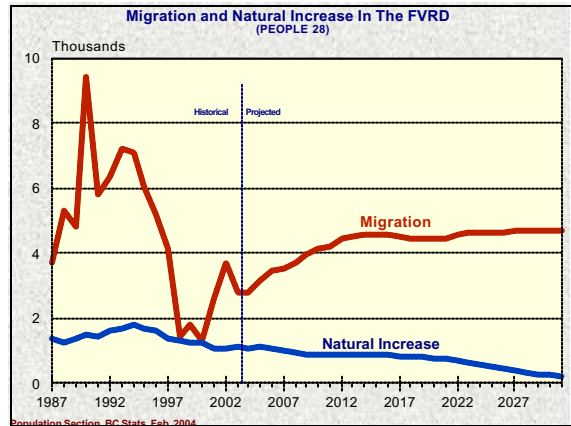
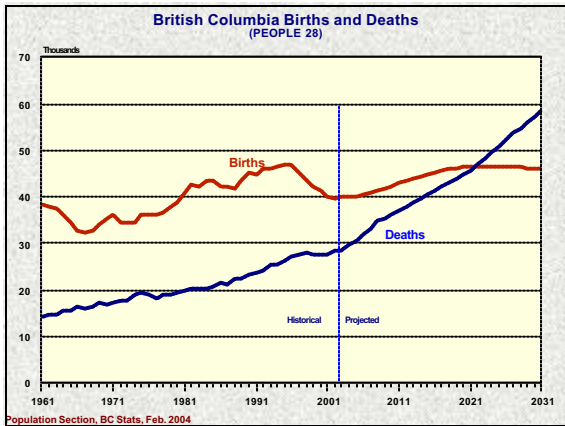
# Employment to Population Ratios 2003 & 2031

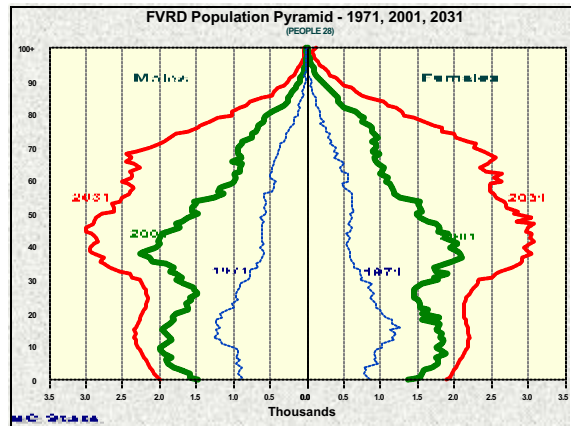
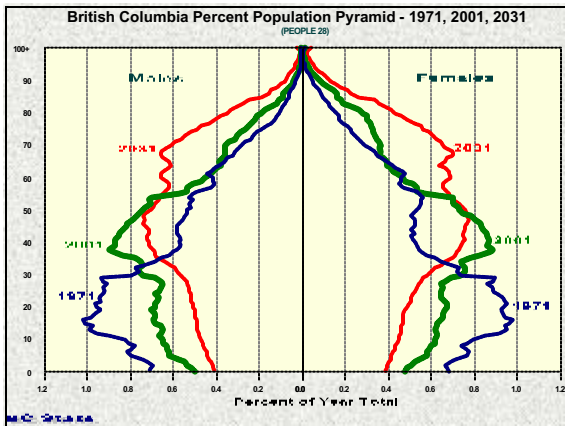
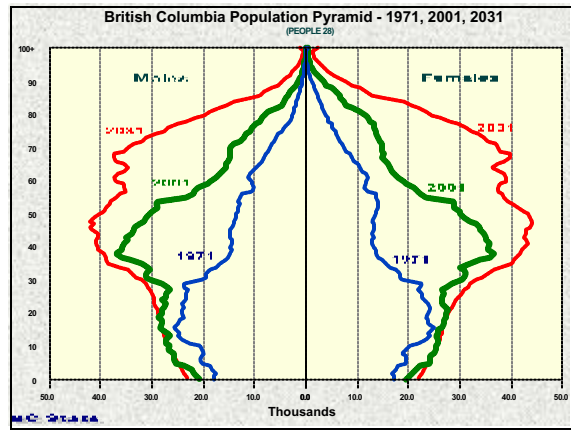
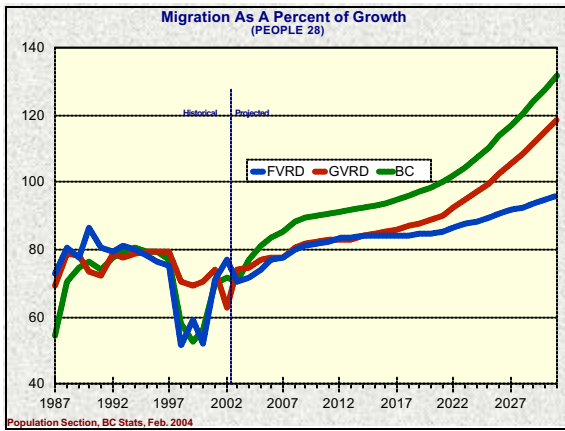
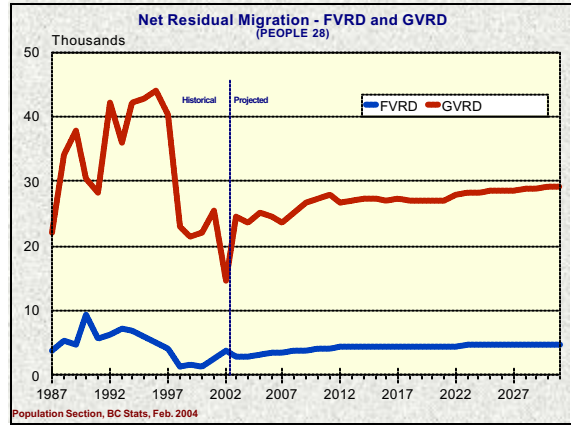
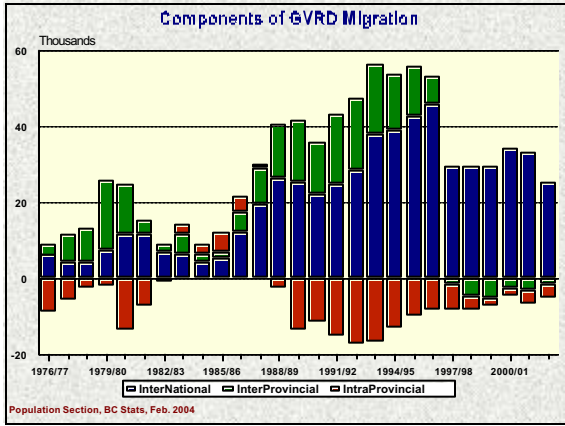


# Population Growth Components Greater Vancouver and Fraser Valley Regional Districts (PEOPLE 28)

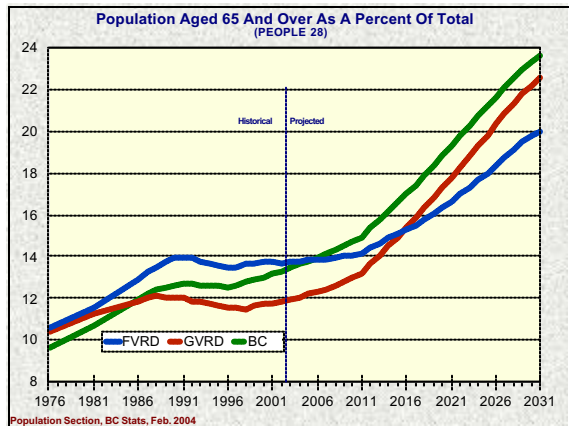
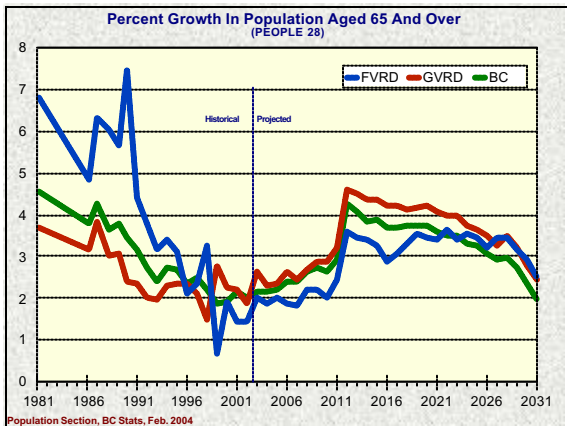
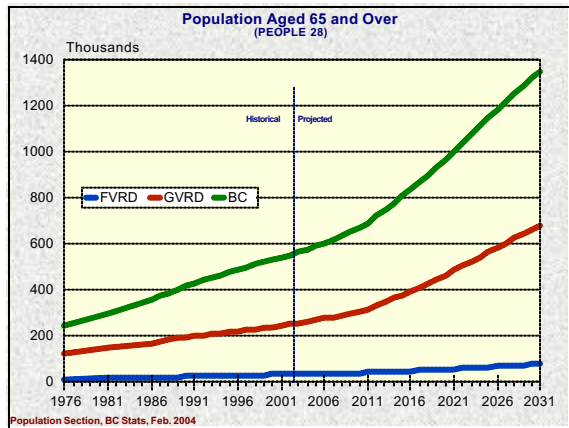
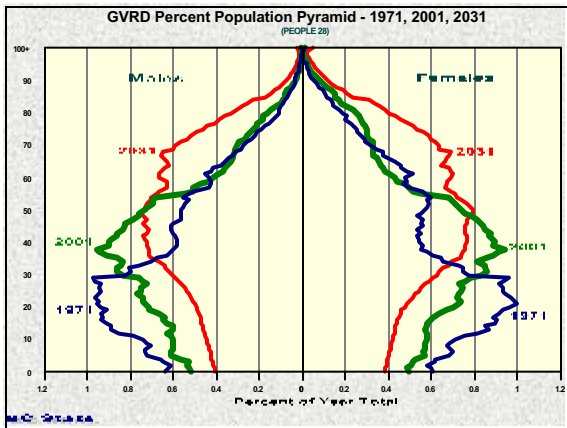
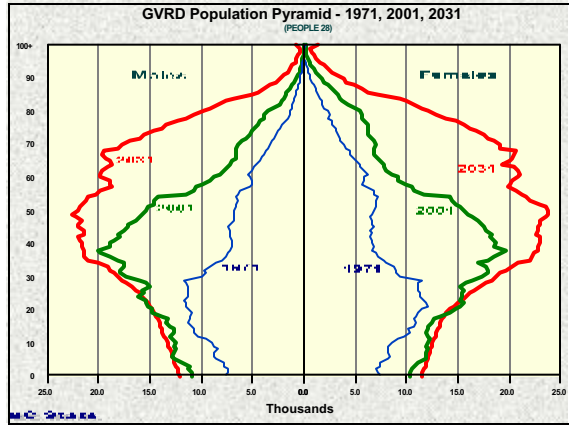
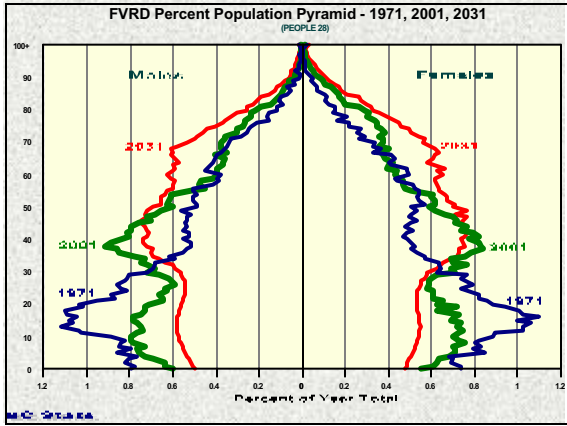
David O'Neil and Warren Munroe  
BC Stats  
26 Feb. 2004

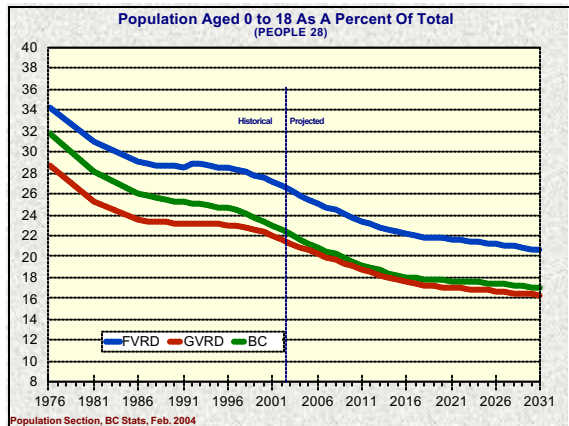
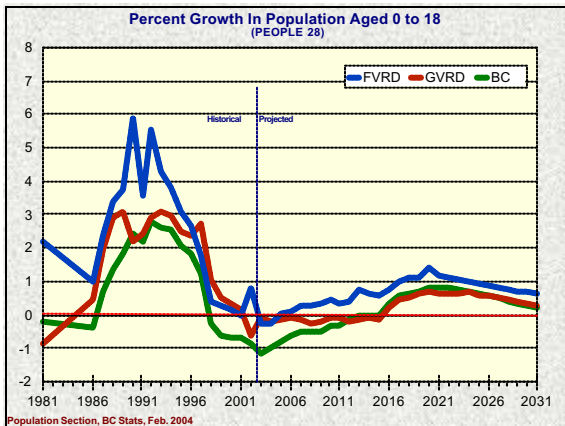
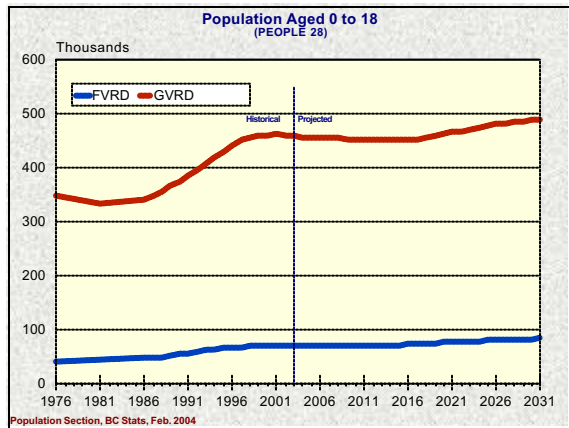
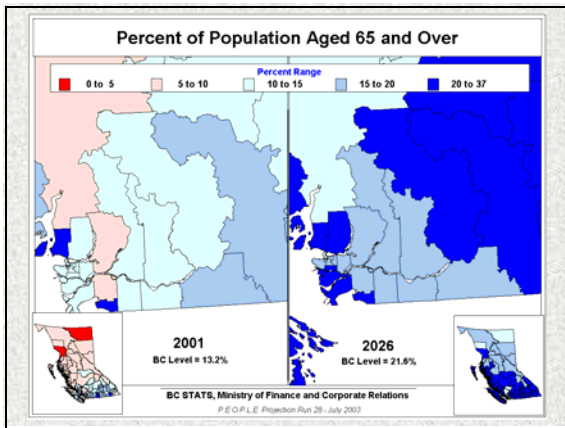
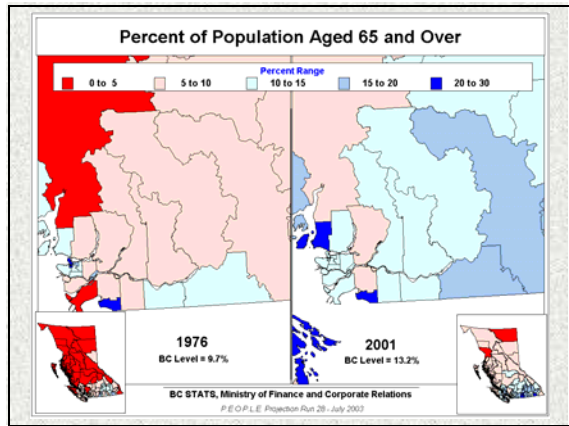
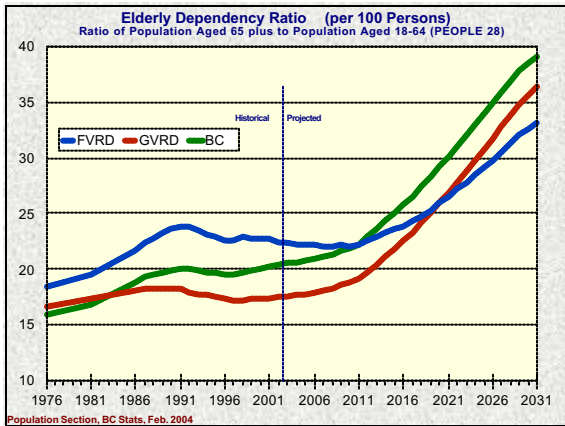


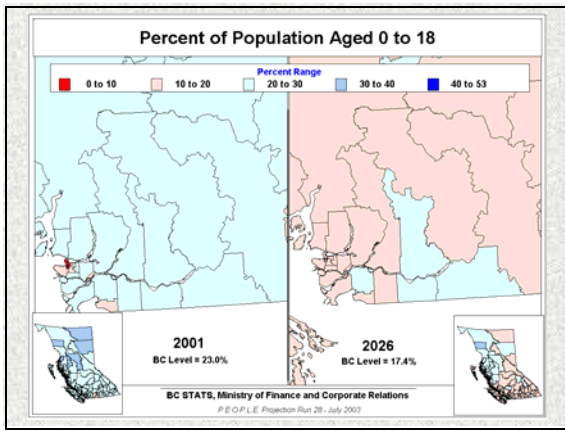
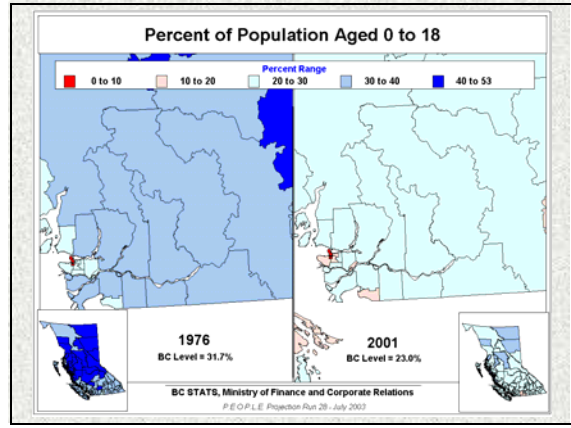
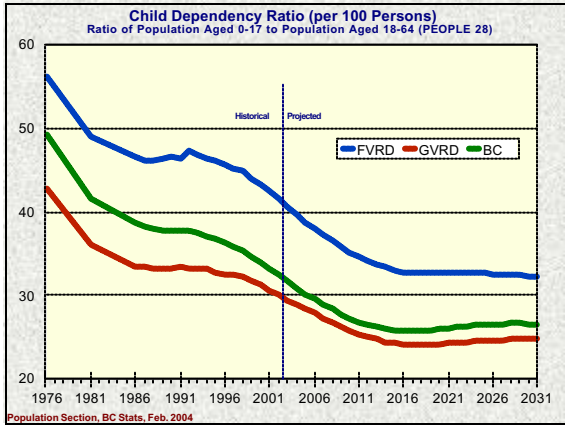












**APPENDIX P**

**ADDITIONAL STATISTICAL INFORMATION**

**British Columbia Municipal Population Estimates  
30 Largest Municipalities**

Name	Area Type	1996 †	1997	1998	1999	2000	2001††	2002	02-03 chg	2002-03' 2003 % Chg.
Vancouver	C	536,511	545,373	550,433	556,863	563,114	569,475	568,807	(365)	568,442 -0.10
Surrey	C	316,655	328,933	338,003	345,446	353,340	363,013	378,173	11,972	390,145 3.20
Burnaby	C	186,712	190,250	191,423	194,337	198,584	202,421	203,665	1,596	205,261 0.80
Richmond	C	154,695	159,597	163,233	166,219	168,280	171,520	173,545	656	174,201 0.40
Abbotsford	C	109,538	113,117	114,460	116,302	118,187	120,501	124,627	2,824	127,451 2.30
Coquitlam	C	105,917	108,762	111,643	113,702	115,290	117,816	121,341	1,355	122,696 1.10
Saanich	DM	105,252	106,663	107,029	107,373	107,402	108,178	107,919	45	107,964 0.00
Kelowna	C	92,859	94,989	97,176	97,865	99,276	100,496	101,708	1,713	103,421 1.70
Delta	DM	99,034	100,349	100,534	100,681	101,051	101,177	100,901	(330)	100,571 -0.30
Langley, Township of	DM	83,192	87,437	88,857	89,509	90,001	90,685	90,624	735	91,359 0.80
North Vancouver	DM	83,418	84,543	85,046	85,293	85,454	85,904	85,645	194	85,839 0.20
Kamloops	C *	79,385	80,333	80,352	80,177	80,431	80,655	80,749	(333)	80,416 -0.40
Victoria	C	76,677	76,976	76,738	76,520	76,515	77,361	76,987	(600)	76,387 -0.80
Prince George	C	78,239	78,426	77,368	76,990	77,018	75,567	74,849	760	75,609 1.00
Nanaimo	C	72,804	74,474	74,838	75,150	75,355	76,185	76,344	392	76,736 0.50
Maple Ridge	DM	58,340	60,156	61,250	62,552	64,144	65,924	68,824	2,575	71,399 3.70
Chilliwack	C	62,466	63,169	64,051	64,895	65,034	65,672	65,947	671	66,618 1.00
New Westminster	C	51,488	52,804	54,445	55,669	57,156	57,045	57,529	1,897	59,426 3.30
Port Coquitlam	C	48,590	50,321	51,234	51,841	52,361	53,497	55,783	1,525	57,308 2.70
North Vancouver	C	43,268	43,725	44,550	44,938	45,489	46,236	47,662	474	48,136 1.00
West Vancouver	DM	42,269	42,792	42,929	43,025	43,027	43,228	43,042	(175)	42,867 -0.40
Vernon	C *	32,993	33,705	34,278	34,277	34,657	34,957	34,956	117	35,073 0.30
Mission	DM	31,683	32,024	32,282	32,304	32,403	32,638	32,688	206	32,894 0.60
Penticton	C	32,097	32,360	32,349	32,371	32,318	32,339	32,399	120	32,519 0.40
Campbell River	DM *	29,982	30,518	30,591	30,120	29,759	29,699	29,513	104	29,617 0.40
North Cowichan	DM	26,222	26,549	26,802	27,051	27,144	27,290	27,361	7	27,368 0.00
Port Moody	C	21,689	22,806	23,331	24,106	24,292	24,854	25,674	1,016	26,690 4.00
Langley	C	23,437	23,763	24,126	24,264	24,413	24,673	24,517	60	24,577 0.20
Courtenay	C *	18,016	18,613	18,809	18,924	18,999	19,103	19,236	1,104	20,340 5.70
Langford	DM	18,206	18,839	19,026	19,175	19,450	19,661	19,980	312	20,292 1.60

Source:  
Population Section, BC Stats,  
Ministry of Management Services,  
Government of British Columbia,  
December 2003.

**Estimated Population Changes, Top 10 Municipalities Sorted by Absolute Increase 01 to 03**

Name	Type	96-97 chg	97-98 chg	98-99 chg	99-00 chg	00-01 chg	01-02 chg	02-03 chg	Total 96 to 03	01 to 03
Surrey	C	12,278	9,070	7,443	7,894	9,673	15,160	11,972	73,490	27,132
Abbotsford	C	3,579	1,343	1,842	1,885	2,314	4,126	2,824	17,913	6,950
Maple Ridge	DM	1,816	1,094	1,302	1,592	1,780	2,900	2,575	13,059	5,475
Coquitlam	C	2,845	2,881	2,059	1,588	2,526	3,525	1,355	16,779	4,880
Burnaby	C	3,538	1,173	2,914	4,247	3,837	1,244	1,596	18,549	2,840
Richmond	C	4,902	3,636	2,986	2,061	3,240	2,025	656	19,506	2,681
Langley, Township of	DM	4,245	1,420	652	492	684	(61)	735	8,167	674
North Vancouver	DM	1,125	503	247	161	450	(259)	194	2,421	(65)
Delta	DM	1,315	185	147	370	126	(276)	(330)	1,537	(606)
Vancouver	C	8,862	5,060	6,430	6,251	6,361	(668)	(365)	31,931	(1,033)

Population Section, BC Stats

**Lower Mainland Major Urban Centres - Population Growth 1971 to 2001 Census**

		71 pop	76 pop	81 pop	86 pop	91 pop	96 pop	01 Pop	71-01 change	Total Change	% of total
South of Fraser	Surrey	98,601	116,497	147,138	181,447	245,173	304,477	347,825	249,224		
	Richmond	62,121	80,034	96,154	108,492	126,624	148,867	164,345	102,224		
	Abbotsford	31,029	40,685	54,746	68,778	86,928	105,403	115,463	84,434		
	Langley DM	21,936	36,659	44,617	53,434	66,040	80,179	86,896	64,960		
	Delta	45,860	64,492	74,692	79,610	88,978	95,411	96,950	51,090		
	Chilliwack	32,874	36,939	40,642	43,030	49,531	60,186	62,927	30,053		
	Langley C	4,684	10,123	15,124	16,557	19,765	22,523	23,643	18,959		
	White Rock	10,349	12,497	13,550	14,387	16,314	17,210	18,250	7,901	608,845	59%
North of Fraser	Vancouver	426,298	409,734	414,281	431,147	471,844	514,008	545,671	119,373		
	Burnaby	125,660	131,599	136,494	145,161	158,858	179,209	193,954	68,294		
	Coquitlam	53,070	55,464	61,077	69,291	84,021	101,820	112,890	59,820		
	Maple Ridge	24,476	29,462	32,462	36,023	48,422	56,173	63,169	38,693		
	Port Coquitlam	19,560	23,926	27,535	29,115	36,773	46,682	51,257	31,697		
	North Vancouver DM	57,861	63,760	65,367	68,241	75,157	80,418	82,310	24,449		
	Mission	8,763	14,997	20,056	22,887	26,202	30,519	31,272	22,509		
	New Westminister	42,835	38,393	38,550	39,972	43,585	49,350	54,656	11,821		
	North Vancouver C	31,847	31,934	33,952	35,698	38,436	41,475	44,303	12,456		
	Port Moody	10,778	11,649	14,917	15,754	17,712	20,847	23,816	13,038		
	Pitt Meadows	2,771	4,689	5,209	8,004	11,147	13,436	14,670	11,899		
	West Vancouver	36,440	35,754	35,728	36,266	38,783	40,882	41,421	4,981	419,030	41%
	Total									1,027,875	100%

Statistics Canada, 1971 to 2001 Census



## 2001 GVRD INDUSTRIAL INVENTORY

	Industrial inventory (sq ft)	Sq. Ft. per Employee	Employment in Industrial	Total Employment	Population	Share of Regional Inventory
Burnaby/NewWestminster	28,212,000	542	52,000	147,600	259,300	19%
Delta	18,470,000	542	34,000	42,800	101,600	13%
Langley	11,344,000	542	20,900	55,100	115,800	8%
North Shore	4,681,000	542	8,600	71,100	186,000	3%
Northeast Sector	10,909,000	542	20,100	67,400	196,000	7%
Richmond	27,066,000	542	49,900	110,200	171,400	18%
Ridge-Meadows	1,650,000	542	3,000	23,800	81,400	1%
Surrey/White Rock	22,486,000	542	41,500	128,200	382,100	15%
Vancouver	21,597,000	542	39,800	360,100	578,600	15%
GVRD	146,415,000	542	269,900	1,006,200	2,072,200	100%

Source: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Royal LePage (for the GVRD), September 2003.

## 2021 GVRD INDUSTRIAL INVENTORY FORECAST

	Industrial inventory (sq ft)	Sq. Ft. per Employee	Employment in Industrial	Total Employment	Population	Share of Regional Inventory
Burnaby/NewWestminster	28,407,000	635	44,800	207,900	366,800	12%
Delta	29,544,000	635	46,600	50,300	109,000	13%
Langley	30,907,000	635	48,700	97,500	185,800	14%
North Shore	4,772,000	635	7,500	89,600	203,700	2%
Northeast Sector	16,863,000	635	26,600	123,800	320,900	7%
Richmond	31,816,000	635	50,100	150,000	207,100	14%
Ridge-Meadows	8,863,000	635	14,000	38,500	113,100	4%
Surrey/White Rock	55,110,000	635	86,800	219,700	557,500	24%
Vancouver	21,022,000	635	33,100	434,300	677,700	9%
GVRD	227,305,000	635	358,200	1,411,500	2,741,500	100%

Source: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Royal LePage (for the GVRD), September 2003.

## GVRD 2001 TO 2021 CHANGE - Sorted by Industrial Floor Space Inventory

2001 TO 2021 CHANGE	Industrial inventory (sq ft) Change	Employment in Industrial Change	Total Employment Change	% Industrial Employment of Total New Employment	Population Change	Sq Ft per Year
Surrey/White Rock	32,624,000	45,300	91,500	50%	175,400	1,631,200
Langley	19,563,000	27,800	42,400	66%	70,000	978,150
Delta	11,074,000	12,600	7,500	168%	7,400	553,700
Ridge-Meadows	7,213,000	11,000	14,700	75%	31,700	360,650
Northeast Sector	5,954,000	6,500	56,400	12%	124,900	297,700
Richmond	4,750,000	200	39,800	1%	35,700	237,500
Burnaby/NewWestminster	195,000	-7,200	60,300	-12%	107,500	9,750
North Shore	91,000	-1,100	18,500	-6%	17,700	4,550
Vancouver	-575,000	-6,700	74,200	-9%	99,100	(28,750)
GVR Net Change	80,889,000	88,400	405,300		669,400	4,044,450

Based on: *Commercial and Industrial Floor Space Trends and Forecasts for the Greater Vancouver Region*, Royal LePage (for the GVRD), September 2003.

### 2003 Housing Inventory Estimate

	Single Family	Townhouse	Apartment	Suite	Total Units
2003	24,809	6,259	11,315	3,400	45,783
	54%	14%	25%	7%	100%

### Residential Building Permits Issued 1981 - 2003 EXCLUDING SUITES

	SD	Duplex	TH	Apt	Total	Urban Multi	Multi as % of Total
1981	527	10	498	749	1784	1247	70%
1982	373	0	290	259	922	549	60%
1983	504	2	123	67	696	190	27%
1984	333	4	229	93	659	322	49%
1985	735	2	208	89	1034	297	29%
1986	486	2	203	198	889	401	45%
1987	641	4	432	539	1616	971	60%
1988	745	0	211	408	1364	619	45%
1989	983	4	301	447	1735	748	43%
1990	619	2	193	653	1467	846	58%
1991	673	0	0	451	1124	451	40%
1992	571	2	2	533	1108	535	48%
1993	408	4	4	704	1120	708	63%
1994	540	2	2	630	1174	632	54%
1995	367	0	31	502	900	533	59%
1996	442	0	96	168	706	264	37%
1997	392	2	94	168	656	262	40%
1998	328	2	93	55	478	148	31%
1999	317	2	28	0	347	28	8%
2000	274	0	43	0	317	43	14%
2001	308	2	0	0	310	0	0%
2002	507	0	112	161	780	273	35%
2003	455	5	69	60	589	129	22%
<b>Total 81-03</b>	<b>11,528</b>	<b>51</b>	<b>3,262</b>	<b>6,934</b>	<b>21,775</b>	<b>10,247</b>	<b>47%</b>

### Homes Built in Abbotsford Since 1981

<b>Multi-Single Split:</b>			
1981-2003	Multi-family	10,247	47%
	Single-family	11,528	53%
	Multi + single		21,775
	Suites		3,400
	Total Units		25,175
<b>Homes with suites coded as multi-family:</b>			
	Multi-family	17,047	68%
	Single family	8,128	32%
		25,175	

**City of Abbotsford  
Building Permit Values (\$) - 1996 to 2002**

Year	Residential	Commercial	Industrial	Institutional	Agricultural	Total**
1996	\$ 78,945,685	\$ 14,716,807	\$ 16,442,777	\$ 13,196,023	\$ 7,646,737	\$ 130,948,029
1997	\$ 78,059,007	\$ 32,599,946	\$ 10,117,851	\$ 12,343,000	\$ 7,797,198	\$ 143,317,775
1998	\$ 62,713,851	\$ 34,365,204	\$ 11,709,582	\$ 6,253,586	\$ 12,280,611	\$ 132,051,311
1999	\$ 47,131,908	\$ 22,809,607	\$ 20,093,240	\$ 12,364,833	\$ 14,663,450	\$ 123,209,661
2000	\$ 50,104,004	\$ 27,491,434	\$ 27,467,399	\$ 23,386,570	\$ 16,106,555	\$ 154,838,260
2001	\$ 47,061,810	\$ 24,374,709	\$ 12,255,151	\$ 77,084,900	\$ 23,773,567	\$ 193,050,827
2002	\$ 91,571,183	\$ 26,155,594	\$ 8,351,862	\$ 18,126,272	\$ 12,304,852	\$ 156,509,763

Source: City of Abbotsford Development Services Department

\*\*Total includes Miscellaneous

**NOTE:** Unlike all other uses, agricultural development does not pay municipal Development Cost Charges

**Industrial Building Permits - Construction Value**

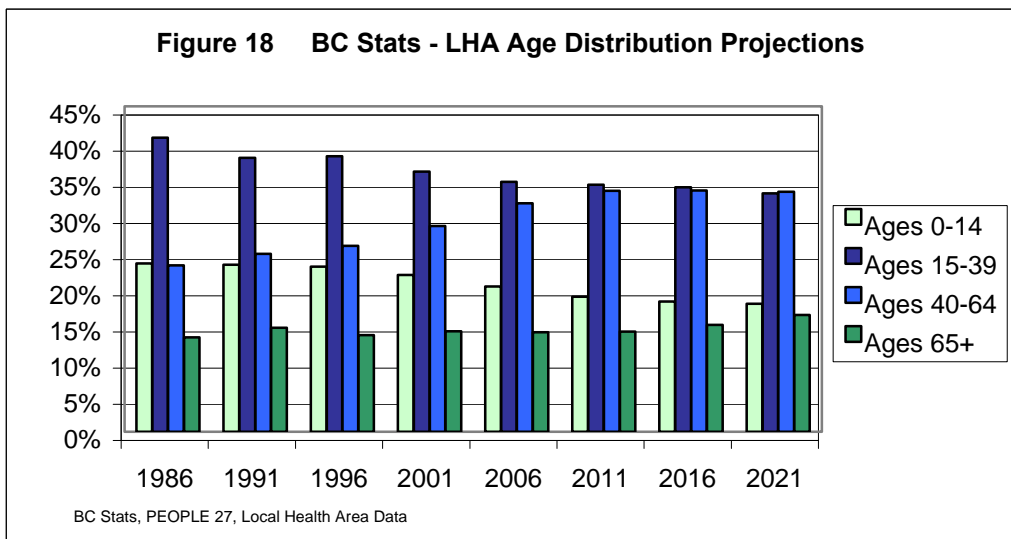
	Total 1995 to 2001
Delta DM	\$ 186,483,000
Langley DM	\$ 176,483,000
Abbotsford C	\$ 137,940,000
Surrey DM	\$ 126,350,000
Burnaby DM	\$ 123,882,000
Richmond DM	\$ 76,610,000
Chilliwack DM	\$ 59,807,000
Coquitlam DM	\$ 15,566,000
Port Coquitlam C	\$ 11,665,000
Langley C	\$ 10,739,000

BCStats "BC Building Permits by Type 1995 - 2001"

**Abbotsford Local Health Area  
BC Stats - Age Distribution Projections**

Year	1986	1991	1996	2001	2006	2011	2016	2021
Ages 0-14	23.29%	23.12%	22.82%	21.68%	20.11%	18.68%	18.03%	17.72%
Ages 15-39	40.66%	37.88%	38.10%	35.96%	34.57%	34.17%	33.81%	32.94%
Ages 40-64	23.00%	24.61%	25.72%	28.45%	31.58%	33.31%	33.38%	33.20%
Ages 65+	13.06%	14.39%	13.36%	13.91%	13.74%	13.84%	14.79%	16.14%
Totals	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

BC Stats, PEOPLE 27



## 2001 Labour Force Participation Rates - Lower Mainland

Geography	Participation rate M + F	Participation Rate Male	Participation Rate Female
Anmore VL	80.1	82.2	75.3
Bowen Island IM	75.4	81.7	69.4
Fraser Valley H	75.0	82.9	65.5
Lions Bay VL	73.8	80.7	66.4
Port Moody C	73.5	77.8	69.4
Belcarra VL	73.0	75.9	71.9
Port Coquitlam C	72.6	78.3	67.2
Langley DM	71.8	76.7	67.1
Pitt Meadows DM	71.5	77.5	65.9
North Vancouver C	71.2	75.7	67.2
North Vancouver DM	69.9	75.5	64.6
Maple Ridge DM	69.2	75.6	63.0
Delta DM	69.1	74.9	63.6
Coquitlam C	67.2	73.0	61.6
Abbotsford C	67.0	74.1	60.3
Surrey C	67.0	73.6	60.6
New Westminster C	67.0	72.4	61.8
Mission DM	66.2	72.2	60.2
Greater Vancouver Regional District	66.2	71.6	61.1
Langley C	65.9	73.1	59.6
British Columbia	65.2	70.7	59.9
Vancouver C	65.1	69.2	61.1
Fraser Valley Regional District	65.0	71.8	58.4
Greater Vancouver A	64.1	70.6	57.7
Richmond C	63.3	68.7	58.4
Burnaby C	62.5	67.8	57.5
Upper Sumas 6 R	61.5	64.3	58.3
White Rock C	58.9	66.3	52.8
West Vancouver DM	57.8	66.1	50.7

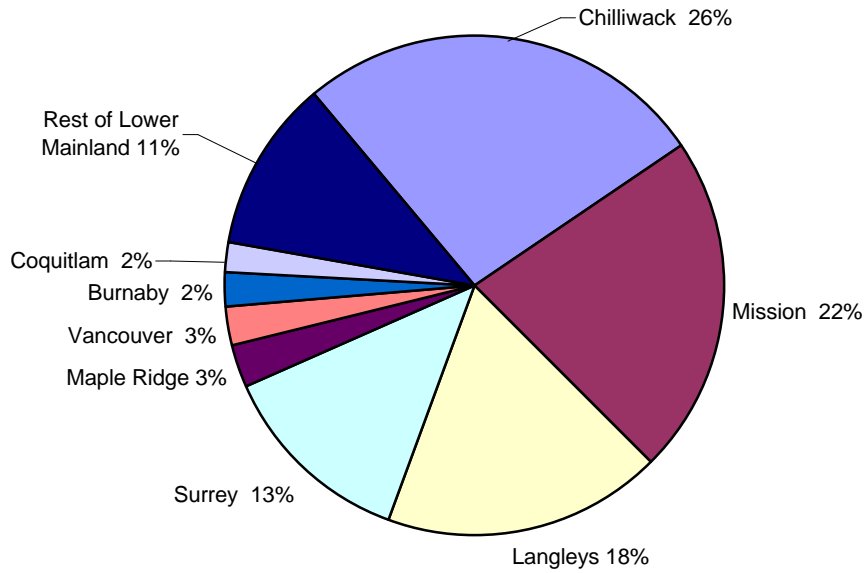
Source: Statistics Canada, 2001 Census

## 81 to 01 Labour Force Participation Rates - Abbotsford

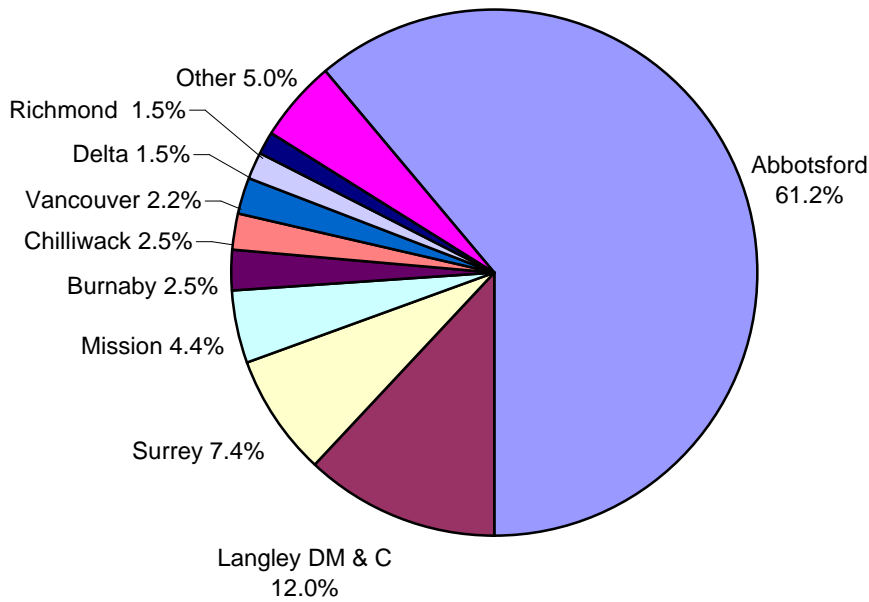
	Participation
2001 Census	67.0
1996 Census	66.2
1991 Census	65.9
1986 Census	62.5
1981 Census	62.3

Source: Statistics Canada, 1981 to 2001 Census

### In-Commuters From:



### Commuters From Abbotsford to:



Source: Statistics Canada, 2001 Census



## ABBOTSFORD CHARTER OF SUSTAINABILITY

### PREAMBLE

The City of Abbotsford, in order to protect and enhance the unique and spectacular beauty of our City, recognizes that sustainable development requires a constant and equitable balancing of three major areas: Economic, Environmental and Social.

A strong and vibrant local economy is one of the core elements of a sustainable community. The citizens of Abbotsford must be able to provide for the basic necessities of adequate food and shelter for themselves and their families.

Each member of our community must share the stewardship of our numerous environmental treasures. Clean air, pure water and uncontaminated soil are crucial to the well being of the City's entire economy and the health and quality of life of its citizens.

The City and its citizens create and foster a quality of life as reflected in the diverse expressions of the human spirit. We commit ourselves to creating a community with strong law enforcement coupled with equally strong community and civic leadership which works together towards eliminating poverty, ignorance and fear.



# Principles for Sustainable Community Development

The City of Abbotsford defines sustainable development as that which strives to balance the Economic, Environmental and Social needs of the City in order to provide the highest possible quality of life for all its residents today, without compromising the ability of future generations to meet their needs.

In order to meet our ongoing and ever-changing challenges, the City of Abbotsford, Council and staff, will adhere to the following principles and work with all organizations, businesses and residents to assist them to do likewise:

## ***Responsible Growth***

1. Vigorously promote the creation of environmentally and socially responsible economic growth by creating policies and infrastructure that support profitable industrial, commercial, agricultural and residential activities.
2. Streamline policies and regulations directed at protecting and improving the quality of air, water, land, and other natural resources.
3. Focus on development that will maintain a vibrant local economy in order to sustain the conditions for continued growth, competitiveness and job creation that will provide a reasonable quality of life for all citizens of Abbotsford.
4. Provide people with choices about how and where they live, present the public with transportation choices, build neighborhoods and encourage healthy communities to flourish.

## ***Pollution Prevention and Resource Conservation***

1. Focus on proactive measures for pollution prevention and resource conservation.
2. Enable the "Three R's" of waste management (Reduce, Reuse, Recycle) and composting.
3. Aggressively promote the efficient use of all renewable and non-renewable resources in order to reduce the demand for additional resource consumption, and support renewable, non-polluting energy infrastructure.
4. Discourage the development of facilities that will increase the level of harmful greenhouse gases and other toxic emissions in an already fragile air shed.

## ***Social Well-being***

1. Ensure that a broad range of social programs, cultural activities and recreational opportunities are reasonably accessible to all citizens.
2. Facilitate and encourage the development and sustainability of responsive community-based organizations.
3. Promote community caring and responsibility for individuals, families and community well being.
4. Commit to provide public information, education, advocacy and opportunities to participate in community decisions that affect the quality of life for all citizens.

## ***Shared Responsibility***

1. Consider the long-term economic, environmental and social consequences and benefits equally in all decision-making processes.
  2. Continuously improve and enhance co-ordination and communication between city departments and citizens to ensure that sustainable development principles are applied with streamlined procedures across City operations and throughout the community.
  3. Ensure that no one group or geographic area is unduly burdened by negative economic, environmental or social impacts.
  4. Develop strategic alliances and partnerships with other jurisdictions, agencies, organizations and the private sector to advance sustainable development goals.
  5. Foster an ethic of stewardship by urging all members of the community to assume personal responsibility for sustainability by adopting best management practices and by increasing their knowledge of economic, environmental and social issues.
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# APPENDIX R

## Candidate Areas Plus Public Consultation Feedback Areas

