



REPORT TO COUNCIL

TO: Richmond City Council
FROM: Councillor Bill McNulty, Chair
Planning Committee
DATE: March 21, 2002
FILE: 8060-20-
7313/7314/7317/7318
RE: WILLIAMS ROAD REZONING APPLICATIONS STATUS UPDATE

The Planning Committee, at its meeting held on Tuesday, March 19, 2002, considered the attached report, and recommends as follows:

COMMITTEE RECOMMENDATION

- (1) That new applicants for rezoning in the 10,000 and 11,000 block of Williams Road, the 10,000 block of Shell Road and the 10,000 block of No. 4 Road be advised that their applications will not be processed until staff report to Council in approximately one year with further information regarding the sanitary sewerage and storm drainage issues in the area;**
- (2) That the rezoning applications which have not received first reading or proceeded to Committee or Council (11111 Williams Road (RZ 02-201789), 11471 Williams Road (RZ 02-200844), 10120 Williams Road (RZ 01-198290) and 10451 Shell Road (RZ 01-198474)), be given the option of withdrawing their applications with a full refund, or having their applications put on hold for approximately one year when staff will report back to Council with further information regarding the sanitary sewerage and storm drainage issues in the area.**
- (3) That the rezoning applications that proceeded to the February and March Public Hearings with the appropriate rezoning signage (10571 Williams Road - RZ 01-195817 - Bylaw 7313; 11171 and 11191 Williams Road - RZ 01-196031 - Bylaw 7314; 11231 Williams Road - RZ 01-197729 - Bylaw 7317 be referred to another Public Hearing subject to each applicant providing a drainage plan for each lot (showing that there is no substantial increase in runoff over what is permitted under the existing zoning) prior to consideration of adoption.**
- (4) That the rezoning application that proceeded to the February 2002 Public Hearing without the appropriate rezoning signage (RZ 01-197785 - 11671 Williams Road - Bylaw 7318) be referred to another Public Hearing, subject to the rezoning requirement that the applicant provide a drainage plan for each lot that demonstrates no substantial increase in stormwater runoff over what is permitted under the existing zoning.**

Councillor Bill McNulty, Chair
Planning Committee

Attach.

VARIANCE

Please note that staff recommended the following for (3) and (4):

- (3) That the rezoning applications that proceeded to the **February Public Hearing** with the appropriate rezoning signage (10571 Williams Road - RZ 01-195817 - Bylaw 7313; 11171 and 11191 Williams Road - RZ 01-196031 - Bylaw 7314; 11231 Williams Road - RZ 01-197729 – Bylaw 7317) be given second and third reading subject to each applicant providing a drainage plan for each lot (showing that there is no substantial increase in runoff **over the existing situation**) prior to consideration of adoption.
- (4) That the rezoning application that proceeded to the February 2002 Public Hearing without the appropriate rezoning signage (RZ 01-197785 - 11671 Williams Road – Bylaw 7318) be referred to another Public Hearing, subject to the rezoning requirement that the applicant provide a drainage plan for each lot that demonstrates no substantial increase in stormwater runoff **over the existing situation**.

Staff Report

Origin

There are currently 12 applications in various stages of the rezoning process with the City in the area of Williams and Shell Roads (see chart below and Attachment 1).

File	Address	Bylaw	Status
RZ 01-114608	11611, 11631, 11651 Williams Road	7239	Adopted 702 Policy 5409 Amended Not yet Subdivided
RZ 01-194842	10531 Williams Road	7295	Adopted Not yet Subdivided
RZ 01-195817	10571 Williams Road	7313	Public Hearing Feb 18, 2002 Referred to staff
RZ 01-196031	11171, 11191 Williams Road	7314	Public Hearing Feb 18, 2002 Referred to staff
RZ 01-197729	11231 Williams Road	7317	Public Hearing Feb 18, 2002 Referred to staff
RZ 01-197785	11671 Williams Road	7318	Public Hearing Feb 18, 2002 Referred to staff
RZ 01-198983	10091 Williams Road	7325	Public Hearing March 18, 2002
RZ 02-199174	11271 Williams Road	7326	Public Hearing March 18, 2002
RZ 01-198290	10120 Williams Road		702 Policy 5443 Requires Amending
RZ 01-198474	10451 Shell Road		702 Policy 5443 Requires Amending
RZ 02-200844	11471 Williams Road		In Circulation
RZ 02-201789	11111 Williams Road		In Circulation

Council has recently heard from the public and staff regarding some sanitary and storm drainage issues in this area. The purpose of this report is to:

- Recommend actions with regard to the rezoning applications currently still in process with the City in the subject area; and
- Respond to the following Council referral from the February 18th, 2002 Public Hearing:
 - 1) *confirmation that a Development Application Permit sign was in place on the subject property; and*
 - 2) *a report on the drainage issues of the area which would include:*
 - i) *information on the impact of fill required for new development;*
 - ii) *the street elevations;*
 - iii) *what development can take place without drainage implications;*
 - iv) *a timeline in which the issues would be addressed.*

Findings Of Fact

Sanitary

System Description

The sanitary system in the subject area is approximately 35 years old and is a part of the Edgemere and Sherman pump station catchments. Both stations pump sewage into the trunk forcemain along Williams Road, which was extended about five years ago to connect to the Shell Road forcemain, and then flows south along Shell Road into the GVRD trunk main and eventually to the Lulu Island Treatment Plant (see Figure 2).

Issue

There are two sanitary sewer issues in this area. The first more pressing issue has to do with some overflows from the forcemain along Williams Road. The second issue relates to the service to individual properties. Both issues are exacerbated in periods of high rainfall due to high inflow and infiltration from groundwater and rainfall into the system. Staff are not clear as to the exact cause of each of the issues, however, problems with service to individual properties, which occurs in all parts of Richmond to some degree, can relate in part to maintenance problems such as roots or grease in the system.

Response

1. City crews have already started undertaking structural assessments of the system to remove blockages and mend broken pipes which helps the problems with service to the individual properties. This work will continue throughout the whole Shellmont catchment area over the next few months and should increase the effectiveness of the system.
2. Staff has also just begun working on a sanitary hydraulic model which will help determine the causes of the overflows in the forcemain as well as enable staff to assess whether the system can handle additional capacity from the subdivision of properties. This flow monitoring work will be **complete in approximately September of 2002** at which time staff will be able to provide a more detailed assessment of the situation, make recommendations on improvements to the sanitary system for the neighbourhood and make a recommendation to Council on whether to permit additional rezoning of lots.
3. In the meantime, staff have made some temporary adjustments to the Williams Road forcemain system to address the overflow problems while further analysis occurs.

Storm Drainage

System Description

The storm sewers within the subject neighbourhoods are approximately 37 years old while the portion along Williams Road was upgraded in 1996 when Williams Road was widened. The system directs the flow along Williams Road to a major ditch on Shell Road and then a lift station at Shell Road and Steveston Hwy moves the stormwater towards the Horseshoe Slough pump station (see Figure 1).

Issue

Annually, for at least the last 5 years, numerous flooding occurrences have been reported by the public as well as by staff in the area south of Williams Road between No. 4 Road and Shell Road and in the area north of Williams Road between Shell Road and No. 5 Road. The storm drainage system for the City as a whole was designed in such a way that it was deemed acceptable for the system to surcharge from time to time, however, this area seems to be affected by flooding to a greater degree and staff and Council have heard from numerous residents in the area with regard to flooding of individual properties.

Response

1. The pump station at Shell Rd and Steveston Hwy was inspected for possible malfunctions and improper settings and repairs have been made to one pump and settings have been adjusted that should assist with the drainage problems.
2. A video inspection of the storm pipes in the area is being carried out to determine whether localized problems are present such as blocked or collapsed pipes.
3. Staff are currently reviewing the replacement program for the numerous pump stations throughout the City and the pump station at Shell Rd/Steveston Hwy has been identified as a priority. The infill of the Shell Road ditch has been scheduled in the Capital Program, and staff will be reviewing the timing for this work.
4. Staff have recently conducted a geographic survey of the area to help identify possible causes of the flooding (i.e. low spots, reverse grade). However, because the drainage system is a complicated system of interconnected pipes and pumps, the cause of the problem is not always easy to identify. In order to properly identify the causes of the problems a computer drainage model is being developed by Engineering Planning to simulate the real life conditions and will be **complete in approximately March 2003**. At that time staff can report back to Council on the sources of the problems and options to remedy the situation.
5. In the meantime, City staff do take measures to try to reduce the flooding in the City by pumping down the water in the ditches immediately prior to a storm to provide additional storage capacity. While the pumps are set to turn on automatically at different levels they can not always keep up with the large storms like the City experienced in December 2001.

Development Application Signage

Of the five applications that were reviewed at the February 18th, 2002 Public Hearing, one applicant (11671 Williams - RZ 01-197785) failed to erect signage but has since, at the time of writing this report, erected the necessary rezoning sign. The Clerk advises that this application will have to be reviewed once again at another Public Hearing.

Two of the newer applications that are still being processed need signage before they will be presented to Committee or Council.

Analysis

One of the more common concerns that staff and Council hear from some of the long time residents in Richmond have to do with flooding of individual properties in periods of high rainfall. This is symptomatic of Richmond being situated in a floodplain and its heavy reliance on its pumping and dyke system. As redevelopment occurs in Richmond overall, storm drainage will continue be an issue and will likely become more acute, especially for the older lower lying properties.

This is for two reasons. As more properties are raised there are less places for the water to sit while it is absorbed into the groundwater system. Additionally, drainage from impervious surfaces such as roofs or driveways funnels water more directly into the storm drainage system creating higher peak volumes than when the water would have entered the system more slowly through the ground or yards.

Staff note that there are no requirements to fill individual properties to a certain level either:

- to meet building requirements; or
- to meet floodproofing requirements as West Richmond is in the Floodplain Exemption Area.

With the work that is being done on the assessment of the sanitary and storm drainage systems, staff will be better able to pinpoint the areas with the greatest problems, such as the subject area, make adjustments to accommodate the problems and make recommendations as to some of the capital investments that will be required to improve service.

In the meantime, dispersed redevelopment of properties elsewhere over West Richmond is not a concern. However, in the subject area where there are some existing drainage issues coupled with a higher level of redevelopment activity with the potential to add 40 new people per year over the next few years, a specific response is required.

In terms of dealing with the rezoning applications in the area, staff recommend that the applications that have not yet proceeded to Planning Committee or Council be put on hold, however, for the seven lots that have had 1st reading Council has three options:

Option 1 – Permit the Applications to Proceed

Under this option, the applications would proceed to Council for 2nd and 3rd readings and there would be the potential to add additional lots in the area. This option recognizes that the applicants have made some financial and time commitments. However, engineering staff point out that while they can't say the exact effect of the additional development due in part to the unpredictable nature of the weather, there will be a greater chance of additional flooding in these neighbourhoods. In view of this situation, the City Solicitor does not support this option.

Option 2 – Put the Applications on Hold

Under Option 2, the applications would be put on hold for approximately 12 months until staff reports back to Council with further information regarding the sanitary sewerage and storm drainage issues in the area. However, while this option would be justifiably cautious, staff believe that there should be some other options available that address the issues at hand and don't require the seven lots to be put on hold.

Option 3 – Permit the Applications to Proceed with Drainage Sensitive Designs

Option 3 recognizes that there may be some other ways to address the drainage issues. Under this option the applicants would submit a drainage plan for each new lot which demonstrates that stormwater runoff will not increase substantially, and which Engineering staff have agreed to review, as part of the 4th reading requirements. These drainage designs could address details such as the level of fill of the lot, the extent and method of containing roof top runoff, or the amount of impervious surface. Ultimately, Engineering Planning would have to be satisfied that the designs will not substantially increase the amount of runoff over what is permitted to be built under the existing zoning or compound the surface drainage issues.

It should be noted that with any of these options the applicants could abandon their rezoning applications in favour of building a large house on the property (which could not be denied based on sanitary sewerage or storm drainage issues).

The following chart outlines the rezoning applications in their various stages and the corresponding recommended actions.

Status of Rezoning Application	Application	Recommended Action
Potential new applications		Advise applications will not be processed until staff reports back
Not received 1 st reading	RZ 02-201789 (11111 Williams) RZ 02-200844 (11471 Williams)	Put on hold with option of withdrawal
Not received 1 st reading but 702 Policy amendment process initiated by staff	RZ 01-198290 (10120 Williams) RZ 01-198474 (10451 Shell)	Put on hold with option of withdrawal
Received 1 st reading and proceeded to Feb 18 th , 2002 Public Hearing	RZ 01-195817 (10571 Williams) RZ 01-196031 (11171 Williams, 11191 Williams) RZ 01-197729 (11231 Williams)	Proceed with Drainage Sensitive Designs
Received 1 st reading and proceeded to Feb 18 th , 2002 Public Hearing	RZ 01-197785 (11671 Williams)	Send back to Public Hearing (signage) & Proceed with Drainage Sensitive Designs
Received 1 st reading and will be proceeding to Mar 18 th , 2002 Public Hearing	RZ 01-198983 (10091 Williams) RZ 02-199174 (11271 Williams)	To be determined
Received 4 th reading	RZ 01-114608 (11651 Williams, 11631 Williams, 11611 Williams) RZ 01-194842 (10531 Williams)	Complete. Subdivision status still to be resolved.

Financial Impact

None.

Conclusion

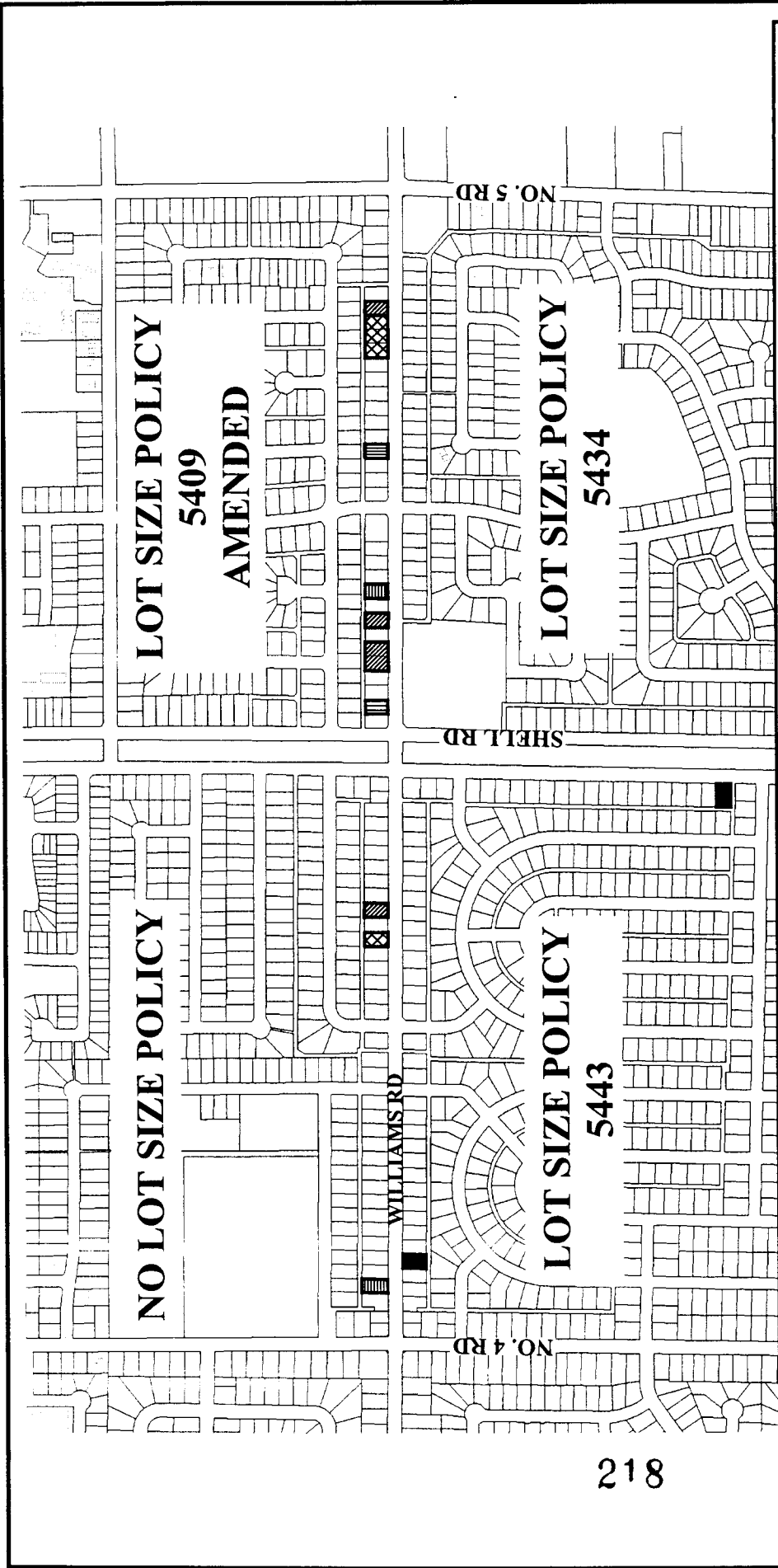
There are a number of applications in process with the City in the Williams and Shell Road areas. Until staff report back to Council in approximately six months regarding the sanitary sewerage and in approximately one year regarding the storm drainage issues in the neighbourhood, it is recommended that:

- New applications in the area be tabled until staff reports back to Council regarding the sanitary sewerage and storm drainage issues in the area;
- Applications that have recently been received by the City or which involve a proposed Lot Size Policy amendment, but have not been considered by Committee or Council, have the option of withdrawing their applications with a full refund or being put on hold until staff reports back to Council regarding the sanitary sewerage and storm drainage issues in the area; and
- Applications from this area that have proceeded to the February 2002 Public Hearings be permitted to proceed if Engineering Planning approves the drainage designs for the new properties.




Jenny Beran, MCIP
Planner, Urban Development


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LEGEND

 Adopted (3 Lots)

 1st Reading Feb 18 PH (5 Lots)

 Application (3 Lots)

 Applications in 702 Policy Area 5443

 1st Reading Mar 18 PH (2 Lots)



Williams Road Rezoning Status

Original Date: 02/14/02

Revision Date: 03/06/02

Note: Dimensions are in METRES

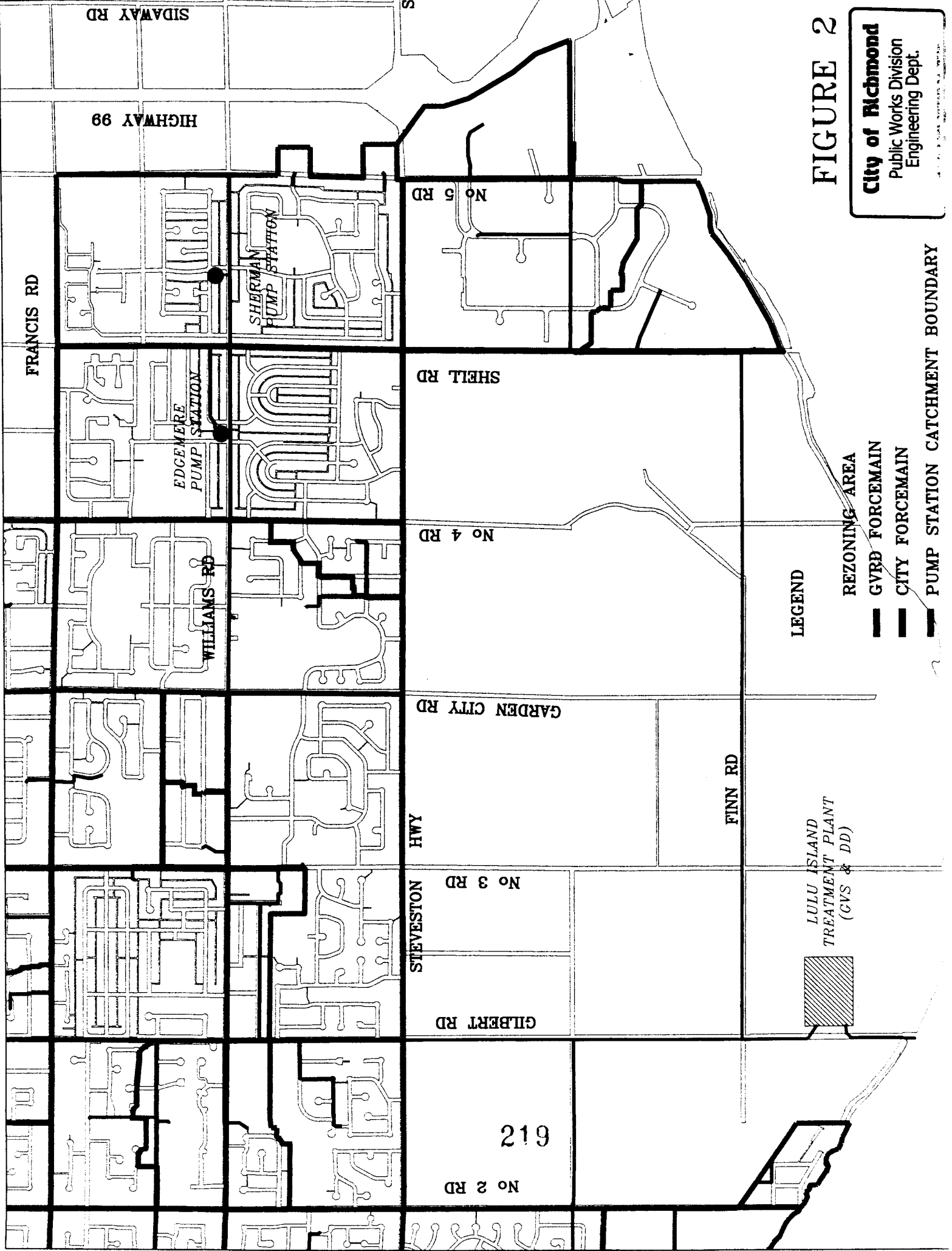


FIGURE 2

City of Richmond
Public Works Division
Engineering Dept.

- LEGEND**
- REZONING AREA**
- GVRD FORCEMAIN
 - - - CITY FORCEMAIN
 - PUMP STATION CATCHMENT BOUNDARY

