



To: Public Works and Transportation Committee TO PWT - April 4, 2002
 From: Gordon Chan Date: March 28, 2002
 Director, Transportation File: 6360-06
 Re: **Proposed Closure of No. 8 Road at Granville Avenue Right-of-Way**

Staff Recommendation

1. That the proposed permanent closure of No. 8 Road at the Granville Avenue road right-of-way for all traffic except for emergency vehicles be endorsed.
2. That staff be directed to continue to work with all landowners, business operators, area farmers and residents to ensure reasonable alternative access for Fraser Port Lands is provided while respecting the intent and direction of the OCP, the City's long term road network expansion strategies, and related City policies.

Gordon Chan
Director, Transportation

Att. 3

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Development Applications	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Policy Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

Recently, major industrial development of the Fraser Port and Kingswood lands in East Richmond has prompted staff to examine the issue of access to these industrial properties from Westminster Highway via No. 8 Road and/or Nelson Road. At the March 20, 2002 meeting of the Public Works and Transportation Committee, a report was presented on the nature of the proposed industrial development, existing City policies and strategies regarding the support of agriculture in the area. The report also discussed the rationale for the recommended permanent closure of No. 8 Road north of the development to minimize the potential traffic conflicts between industrial and farming uses.

As a result of discussions at the Committee meeting, the following referral motion was approved:

That the report (dated March 6th, 2002, from the Director, Transportation), regarding the Proposed Closure of No. 8 Road at the Granville Avenue Right-of-Way, be referred to staff for referral to the Farmers' Institute, and report to the April 4th, 2002 meeting of the Public Works & Transportation Committee.

This report incorporates the results of the Richmond Farmers Institute's review of the report and also discusses correspondence received from Emerson Real Estate Group, which is involved in the development of the property, subsequent to the preparation of the original report and distributed at the March 20, 2002 meeting of the Public Works and Transportation Committee.

Analysis

1. Existing Conditions on No. 8 Road and Nelson Road

No. 8 Road is currently a 2-lane rural standard roadway between Westminster Highway and the Fraser Port site, south of the Granville Road allowance. It is fronted on both sides by agricultural land and serves both farm traffic as well as heavy industrial truck traffic generated by the sand sales and recycling operations currently operating on the Fraser Port land. Nelson Road is also a 2-lane rural standard roadway south of Westminster Highway which currently serves as the primary access to a number of existing industrial users in this area.

2. Proposed Industrial Development

The Fraser River Port Authority (Fraser Port) and Bontebok Holdings each has large development sites located adjacent to agricultural land in East Richmond (see Attachment 1). The Fraser Port site, known as Fraser-Richmond, is approximately 720 acres in size while the Bontebok site, known as Kingswood, is approximately 90 acres in size. Both properties have industrial zoning that is consistent with the City's OCP and their sites are presently accessible from Westminster Highway via No. 8 Road or Nelson Road.

Fraser Port and Bontebok Holdings have both secured tenants for part of their properties and are working with the City to obtain approvals for development. As a condition of development, the applicants are required to dedicate and construct Blundell Road from Nelson Road to just west of No. 8 Rd, construct No. 8 Rd from Blundell Road to the northern boundary of the Fraser Port site

and construct improvements to the intersection of Nelson Road and Westminster Highway. Future road requirements will be made as additional areas develop.

In addition to the above road improvements, in order to preserve the function of No. 8 Road north of the site primarily as a farm access road with minimal conflicts with industrial traffic, the permanent closure of this roadway at the site boundary (at approximately the Granville Avenue road right-of-way) is also required. This proposed permanent closure of No. 8 Road is consistent with the City's policies on preserving farming viability and strongly supported by the Farmers Institute. The applicants of the above developments, however, have now requested staff to keep No. 8 Road open so that access to and from the industrial site via this roadway can be maintained.

3. Recommended Closure of No. 8 Road

The rationale for the recommended permanent closure of No. 8 Road at the northern boundary of the Fraser Port Lands is as follows:

3.1 Existing City Policies

Official Community Plan

Richmond's Official Community Plan (OCP) is clear on the protection of land within the ALR from intrusion from roadways not directly benefiting farming activities. The following guiding principle and policy objectives speak directly to this issue:

- Transportation Guiding Principle: *To support the productive use of agricultural land through improved farm access and by discouraging the development of major new roads which negatively impact on farming;*
- Agriculture Objective 2(j): *Discourage, wherever possible, major roads through the ALR;* and
- Road Network Objective 4(d): *Restrict the development of major new roads in the ALR to avoid jeopardizing farm viability, except for service roads intended to serve adjacent industrial land.*

Agricultural Viability Strategy

In January 2002, the City released its draft Agricultural Viability Strategy. The strategy articulates the City's commitment to "protecting the supply of agricultural lands and ensuring the viability of farm operations." Several sections of the draft Agricultural Strategy contain objectives and recommendations that are applicable to the No. 8 Road discussion. With respect to Services and Infrastructure, the Agricultural Strategy contains the following objectives:

- *ensure that servicing an infrastructure projects do not interfere with farm practises;* and
- *ensure that farm vehicles can adequately move between agricultural area.*

Specifically, the strategy recommends that the City revisit OCP Transportation Policy 4d to "limit future major road development on ALR land that does not serve the viability of agriculture." With respect to Non-Farm Uses, the Agricultural Strategy contains the following objectives:

- *ensure all existing and any proposed non-farm uses of ALR land do not interfere with normal farm practises; and*
- *ensure that City policies related to parks, transportation and others support overall agricultural viability.*

The strategy further recommends that the City: “*Restrict the upgrading of existing roads and development of new roads unless there is a direct or net benefit to farming.*”

3.2 Access via Nelson Road

Access to the Fraser-Richmond and Kingswood sites is possible via Nelson Road or No. 8 Road. While both roads pass through agricultural land, there is a historical precedent for industrial traffic on Nelson Road as the Lafarge Cement plant and ConForce operations have generated truck traffic on this road for many years. Moreover, Nelson Road is in better structural condition than No. 8 Road and thus better able to accommodate existing and future the truck traffic.

3.3 Potential Impacts of Allowing Industrial Traffic on No. 8 Road

Allowing industrial traffic on No. 8 Road could result in a number of negative impacts as detailed below.

Traffic Impacts

It is estimated that 4500-5000 vehicles per day could be using No. 8 Road within ten years. While these volumes represent a “best estimate”, it is clear that this order of magnitude would have a significant impact on existing farming operations. This increased industrial traffic would also likely result in worsening the conflicts with farm vehicles which are significantly slower moving vehicles.

Maintenance Impacts

No. 8 Road is not constructed to the same standard as Nelson Road. By allowing increased heavy truck traffic onto No. 8 road, the City will be faced with an increased maintenance burden for the portion of No. 8 Road between Westminster Highway and the northern Fraser Port boundary.

Established Road Network Improvements

Off site roadway improvements currently established between the City, Fraser Port and Bontebok Holdings as part of the development approvals process were predicated on No. 8 Road being closed. Keeping No. 8 Road open would necessitate revisiting the improvements previously agreed to and potentially requiring the developers to provide an increased level of roadway improvements.

Impact on Long Term Road Network - Blundell Road Extension to New Interchange

Keeping No. 8 Rd open would provide an additional access to Westminster Highway and allow industrial traffic to distribute itself over two access points on this 2-lane rural arterial road. This condition would undoubtedly result in increased traffic pressure on Westminster Highway which

is not planned for future widening to preserve its shared use by the adjacent farm lands. In order to facilitate the increased industrial traffic adequately in the long term, the OCP calls for the extension of Blundell Road to the west with a new interchange at Highway 99. Such a significant shift of traffic pattern from Blundell Road to Westminster Highway would be inconsistent with long-term transportation strategies for the area.

4. Consultation with Richmond Farmers Institute

The Richmond Farmers Institute met on March 27, 2002 to review the report and subsequently issued a letter to the City outlining their official position on the issue (see Attachment 2). The Richmond Farmers Institute fully supports the closure of No. 8 Road. In addition, the Institute supports the extension of Blundell Road and requests that the City provide a push-button activated traffic signal at No. 8 Road and Westminster Highway to address safety concerns related to the manoeuvring of slow moving farm equipment from No. 8 Road to Westminster Highway. Staff are reviewing this request.

5. Correspondence Received from Emerson Real Estate Group

Subsequent to the preparation of the original report, two letters were received by the City from Emerson Real Estate Group regarding the proposed closure of No. 8 Road. These letters were distributed at the March 20, 2002 meeting of the Public Works and Transportation Committee and are included in this report as Attachment 3. Emerson Real Estate Group asks the City to consider keeping No. 8 Road open for the following uses:

- to service primarily light vehicle traffic generated by businesses locating on No. 8 Road; and
- to facilitate transit service to the area.

Staff offer the following comments on these proposals.

5.1 Restrict No. 8 Road to Light Vehicle Traffic

Restricting No. 8 Road to light vehicles only by banning trucks from using the road is not considered a viable option. There is no effective way of preventing heavy trucks from using No. 8 Road that does not rely heavily on continuous enforcement. Experience elsewhere in the city (e.g., No. 6 Road) has shown that signage alone is ineffective at restricting heavy truck traffic. The level of enforcement required to maintain compliance is not consider an effective use of the City's resources.

In addition, allowing light vehicles to use No. 8 Road does not address the primary reasons for proposing the closure. The impact on slow moving farm traffic and farm operations is not addressed through this suggestion. Keeping No. 8 Road open will effectively provide improved access to the area via Westminster Highway, which is inconsistent with the City's long range investment strategy for the area. This proposal also has the ability to delay the ultimate extension of Blundell Road eastward towards Highway 99. Increased vehicle traffic will also impact the existing pavement condition and, as a result, the City's road maintenance budget. Finally, this proposal would necessitate a new review of the required improvements for the industrial developments as the original off-site road and transportation improvements were

established and agreed upon with the developers on the assumption that No. 8 Road would be closed.

5.2 Facilitate Transit Service to Area

The Emerson Real Estate Group suggests that transit service to the Fraser-Richmond / Kingswood area would be facilitated by keeping No 8 Road open. The Group claims that TransLink would prefer serving this area by routing transit service through Nelson Road and No. 8 Road. Staff are unable to confirm this claim and this rationale is not considered a sufficient argument for maintaining No. 8 Road open. Other measures are available to facilitate transit only usage of No. 8 Road should that be desirable. The City will work with TransLink to ensure there are no barriers to the provision of transit service to this area.

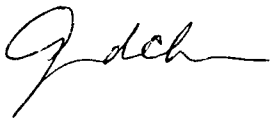
Financial Impact


There is no direct financial impact to the City at this time. However, a decision to keep No. 8 Road open may have an immediate impact on the maintenance cost related to this road as it is currently substandard to accommodate the anticipated industrial traffic.

Conclusion

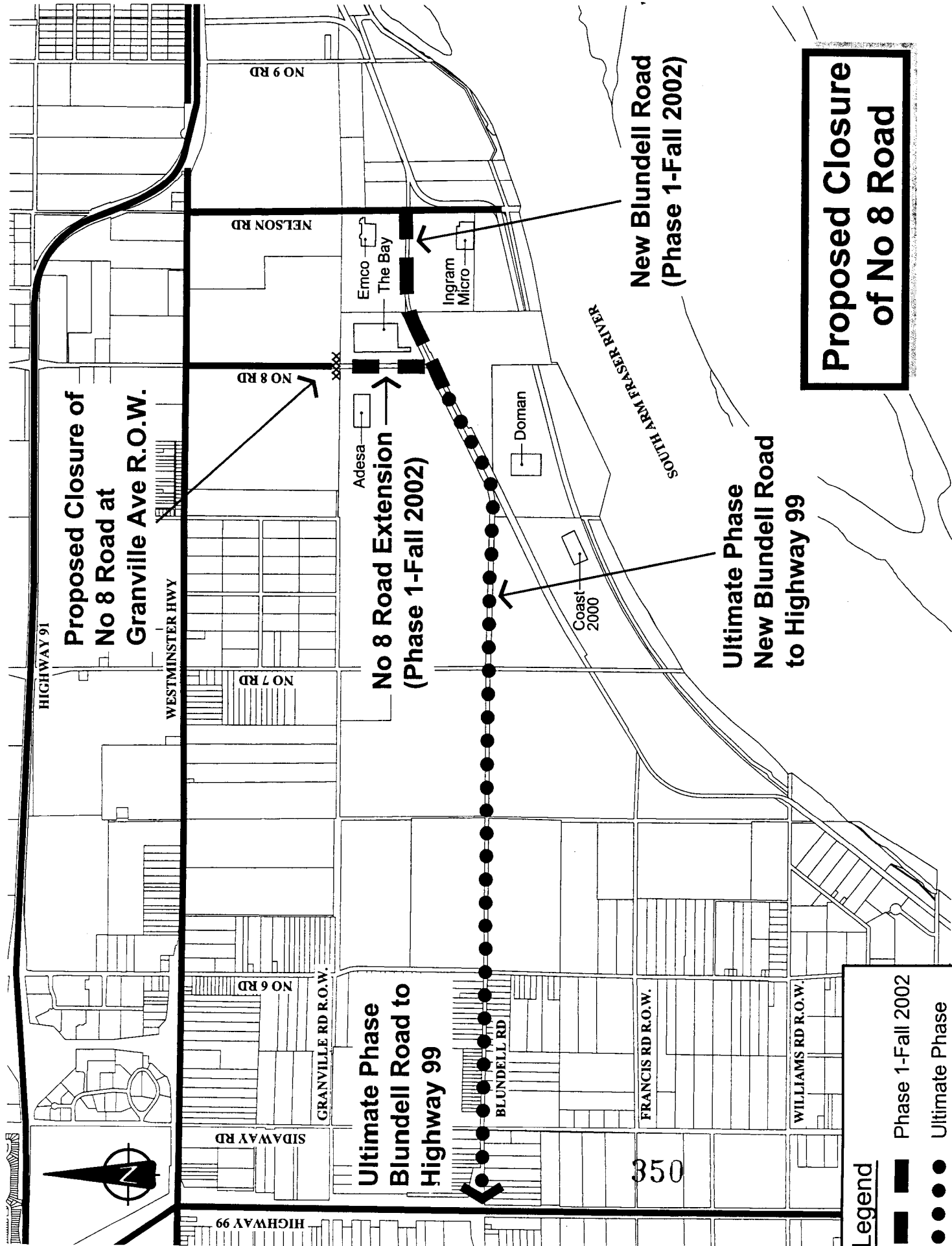
Given existing City policies to support the continued viability of agriculture within ALR lands and the potential impacts of allowing industrial traffic on No. 8 Road, staff recommend that access to all new sites to be developed in the Fraser Port Lands be from Westminster Highway via Nelson Road and Blundell Road via the new interchange at Highway 99. The City has required as condition of development that No. 8 Road be closed to all traffic at the northern boundary of the Fraser Port site with emergency access being maintained. This requirement was consistent with the objectives in the OCP and Agricultural Viability Strategy as described above. The Richmond Farmers Institute has also indicated its support of this recommendation.

By closing No. 8 Road now prior to development proceeding, conflicts between farming activities and non-farm traffic along No. 8 Road can be dealt with proactively, thereby eliminating similar types of conflicts that have been experienced on No. 6 Road as a result of the development of the Riverport area. The recommended closure would also support the orderly development of an area road network based on Blundell Road as an east-west spine and as the primary access point to the industrial area.



 Jim Hnatiuk
Transportation Engineer

JH:jh



Proposed Closure of No 8 Road at Granville Ave R.O.W.



No 8 Road Extension (Phase 1-Fall 2002)

New Blundell Road (Phase 1-Fall 2002)

Ultimate Phase New Blundell Road to Highway 99

Proposed Closure of No 8 Road

Legend

-  Phase 1-Fall 2002
-  Ultimate Phase

HIGHWAY 91

WESTMINSTER HWY

NO 8 RD

NELSON RD

NO 9 RD

NO 7 RD

NO 6 RD

GRANVILLE RD R.O.W.

SIDAWAY RD

HIGHWAY 66

Adesa

Emco
The Bay

Ingram
Micro

Doman

Coast
2000

SOUTH ARM FRASER RIVER

FRANCIS RD R.O.W.

WILLIAMS RD R.O.W.

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Attachment 2

**RICHMOND FARMERS INSTITUTE
16060 Westminster Hwy.
Richmond, B.C.
V6V 1A8**

March 27, 2002

James Hnatiuk
Transportation Engineer
Urban Development Division
City of Richmond
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Dear Jim:

Proposed closure of No. 8 Road at Granville Ave. Right of Way

Please refer to the Committee meeting held Wednesday March 20, 2002 which was attended by two of our members, and subsequent discussions by telephone.

Our directors met this morning to consider our response.

While we are in agreement with the recommendation by staff to close No. 8 Road, from an agricultural perspective there are still issues that need to be addressed with respect to the traffic that will be created by the development of the Fraser-Richmond and Kingswood industrial areas. The traffic concern is Westminster Hwy as well as No. 8 Road. The solutions as we see them at this time include:

- 1) extension of Blundell Road as soon as possible
- 2) traffic light at No. 8 Road as soon as possible
- 3) closure of No. 8 Road as soon as possible

Westminster Hwy - has always been hazardous for farm vehicles and equipment but has increased to an alarming extent in recent years. This is the only east-west access route. With the new volume which will accompany development of Fraser-Richmond and Kingswood, we are deeply concerned with the inevitable rise in dangerous exposure, not only for farm traffic, but for children boarding and exiting school buses. We are looking for any measures which will reduce risk.

Blundell Road - is scheduled for future extension to accommodate new activities in Fraser-Richmond and Kingswood. We believe this must be a top priority for the City, and not deferred as the need is already here. There is also the obvious advantage of an alternate route for slow moving farm vehicles, and to open up opportunities for farm development along the route.

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Traffic light - our recommendation for a pedestrian controlled light was put forward at the committee meeting we attended on January 20, 2002. We have heard nothing further but now consider this installation a necessity. A similar control installed at the No. 7 Road intersection a few years ago serves to slow down east-west traffic when necessary and is extensively used by No. 7 Road traffic trying to access Westminster Highway.

No. 8 Road Closure reasoning is clearly laid out in your report and we fully agree with this.

We await your comments.

Yours truly,



Bill Jones
Secretary/Treasurer

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SCHEDULE A TO THE MINUTES OF
THE PUBLIC WORKS &
TRANSPORTATION COMMITTEE
MEETING HELD ON WEDNESDAY,
MARCH 20TH, 2002.

March 18th, 2002

Mr. Jim Hnatiuk
CITY OF RICHMOND
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Dear Jim,

Re: Proposed Closure of No. 8 Road South of Westminster Highway

I am writing to confirm that we will have an opportunity to present our position of opposition to the above noted action at the Transportation Committee meeting on March 20th. As indicated to you the Kingswood Industrial Park is developing and access to the area is critical.

In our opinion No. 8 Road is vital until such time that a secondary access/egress is developed to this area. We understand that eventually the City would like to close No. 8 Road because of slow moving farm traffic, however No. 8 Road in this location has a very limited amount of farm traffic at any time of the year. No. 8 Road is also in good condition and has been used by heavy truck traffic for the past 30 years with minimal signs of wear and tear.

Nelson Road will go through a significant upgrade as development continues in the area and Development Cost Charges are available for its upgrade. We cannot understand why the City would look at closing No. 8 Road in these circumstances. Both the Hudson's Bay Company and Adesa Canada who are locating on No. 8 Road will require No.8 Road access to operate their business. The traffic using No. 8 Road from both Adesa and Hudson's Bay will be primarily cars and vans.

We believe that until such time that Blundell Road is connected to the west that No. 8 Road is a vital access/egress for the companies who will be operating in the area. We also believe it is important for the City to understand the requirements of these industrial taxpayers and realize the importance to them of No. 8 Road remaining available for their use.

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I would appreciate receiving your confirmation as to the time of the Committee meeting and its location. I would also like to know the format we will be provided in presenting our position.

I look forward to hearing from you in this regard.

Yours Sincerely,

EMERSON REAL ESTATE GROUP INC.

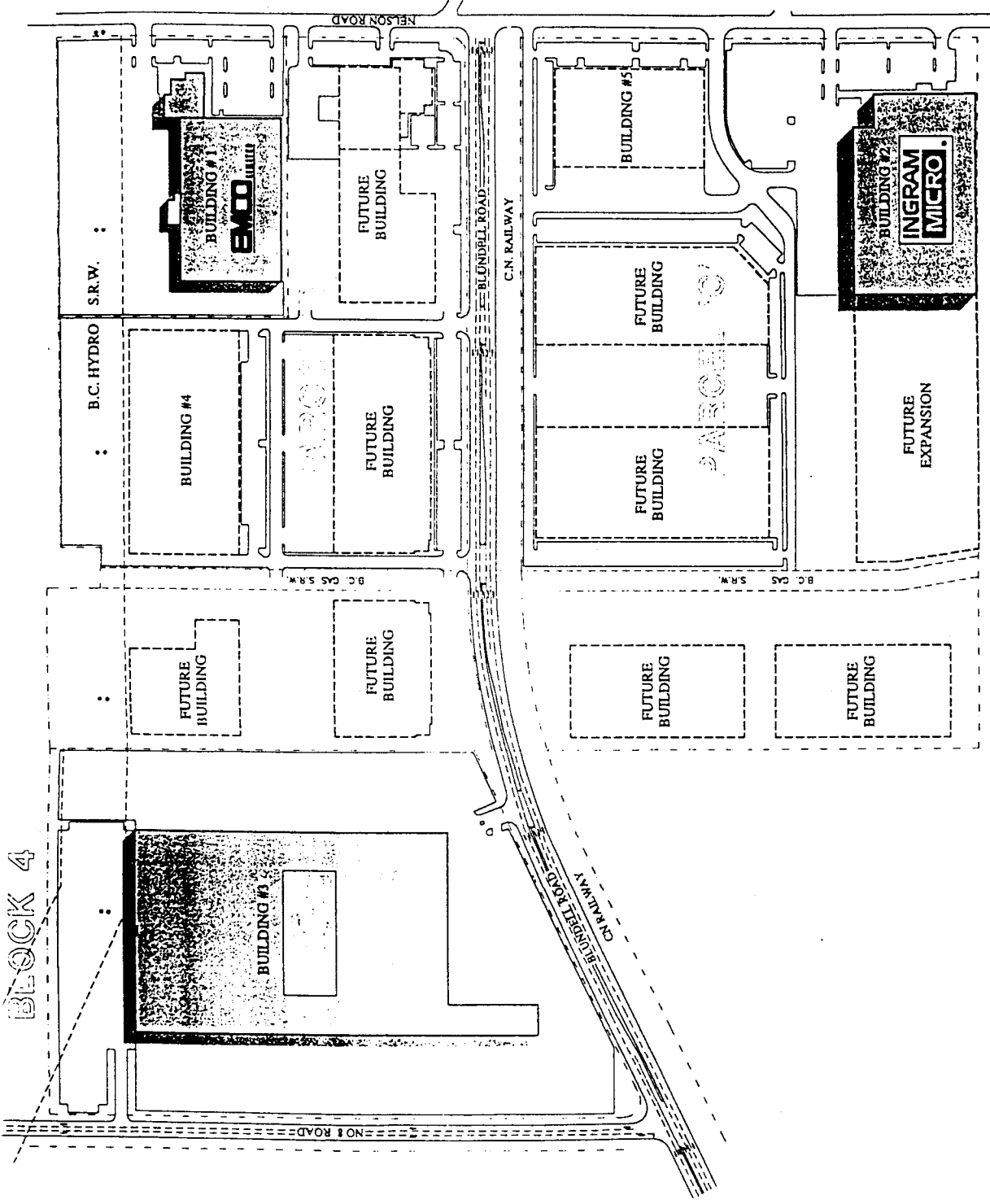
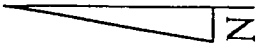
Per:

A handwritten signature in black ink, appearing to be 'Ron Emerson', written over a horizontal line.

Ron Emerson

Cc: Mr. J. Segal, Bontebok Holdings Ltd.

BLOCK 4



TITLE: **OVERALL SITE PLAN**

PROJECT: **KINGSWOOD**

DATE: **JAN, 2002** SCALE: **1" = 300'**

FILE: _____

PLOT: _____

DWG: **01**

ARCHITECTURE AND ENGINEERING
 101 - 923 WEST 8TH AVENUE
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 E-mail: info@ctadesign.com
 TEL: 604 736-3554
 FAX: 604 732-7451

cta design group
 A PARTNERSHIP OF LANDSCAPE ARCHITECTS
 AND ARCHITECTS

KINGSWOOD INDUSTRIAL PARK
 RICHMOND, B.C.

EMERSON

Real Estate Group

March 18th, 2002

Mr. Jim Hnatiuk
CITY OF RICHMOND
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Dear Jim,

Re: Translink Service to Kingswood Industrial Park

I submitted a letter to Mr. Ken Kuo of Translink on January 21st with respect to the above noted subject. I have attached a copy of the letter for your review.

At this point in time I have not heard anything with respect to this issue. I was told that service to this area would be determined between Translink and the City of Richmond. I would appreciate an update from the City's perspective on this issue, as our tenant's would like to know what is happening. As you are aware Ingram Micro will commence full occupancy of their premises on May 1st and the Hudson's Bay Company is due to take occupancy on September 1st of this year.

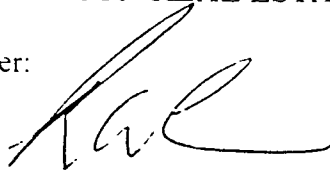
In discussion with Mr. Kuo he indicated that service down Nelson Road and out No. 8 Road seemed to be logical. Translink has a service that runs from the Edmonds street Skytrain station to Steveston.

I look forward to hearing from you in this regard.

Yours Sincerely,

EMERSON REAL ESTATE GROUP INC.

Per:



Ron Emerson

Cc: Mr. J. Segal, Bontebok Holdings Ltd.

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Suite 1180 • 625 Howe Street • Vancouver • BC • V6C 2T6
E-mail: rwemerson@telus.net

EMERSON

Real Estate Group

January 21st, 2002

COPY

Mr. Ken Kuo
TRANSLINK
Suite 1700, 4720 Kingsway
Burnaby, B.C.
V5H 4N2

Dear Ken,

Re: Kingswood Industrial Park, Richmond

Further to our recent discussions with respect to transit service to the above noted development I have enclosed our marketing brochure for your review. Included in the material is a site plan of the overall development, which will provide you with an idea as to the size of the project. We expect that the development will be in the range of 2,000,000 square feet of building area when completed. Completion is anticipated to be within four to five years. We currently have 307,000 square feet completed with another 417,000 square under construction to be completed by September 1st of this year.

We have held discussions with the City of Richmond with respect to transit service to this area and I believe it will be going to their Transportation Committee in late February or early March. We are asking the City of Richmond to maintain access along No. 8 Road until Blundell Road is constructed to the west and connects to Highway 99. In their OCP it is indicated that No. 8 Road is a rural road for farm vehicles and equipment. We expect that given the magnitude of development occurring that they will allow it to function as a full service road until such time that Blundell Road is extended to Highway 99.

In addition to our development there are a number of other developments occurring to the west of our site. Adesa Canada is under construction with their auto auction facility immediately to the west of No. 8 Road. They will be in operation by the fall of this year. Fraser River Port Authority is close with two other developments that will be located to the west and south of our development along the Fraser River. These developments will generate potential transit users.

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Phone: (604) 688-2776 • Fax: (604) 688-7002
Suite 1180 • 625 Howe Street • Vancouver • BC • V6C 2T6
E-mail: rwemerson@telus.net

Based on our conversation you indicated that transit service for this area would be provided by an existing service from the Edmonds Street Skytrain Station to the Steveston area that travels along Westminster Highway. Service to this area could be achieved by simply using Nelson Road and No. 8 Road.

The existing businesses in the Kingswood Industrial Park are Emco Limited (150 employees), Ingram Micro (300 employees) and the Hudson's Bay Company (300 employees). If you would like to speak with these companies with respect to potential transit use I would be pleased to put you in touch with a contact at each company. As the developer of the property these tenants and potential tenants have asked us when the area will be serviced by transit.

I would like to meet with you at your convenience after you have received this material to review with you your requirements to serve this area. We are currently finalizing the design of Blundell Road and expect to start construction in April. Completion of Blundell road should be achieved by July 1st.

I will contact you once you have received this information to arrange a meeting.

Yours sincerely,

EMERSON REAL ESTATE GROUP

Per:



Ron Emerson

Cc: J. Segal, Bontebok Holdings Ltd.