

# **Report to Committee**

To:

Planning Committee

Date:

September 8, 2005

From:

Holger Burke

File:

RZ 05-309078

**Acting Director of Development** 

AG 05-312731

**Terry Crowe** 

Manager, Policy Planning

Re:

Application by Sandhill Developments Ltd. for an Official Community Plan

Amendment and Rezoning of 12060 Steveston Highway from "Agricultural

District (AG1)" to "Comprehensive Development District (CD/161)"

#### Staff Recommendation

- 1. That Official Community Plan Amendment Bylaw No. 7972, to redesignate 12060 Steveston Highway from "Business and Industry" to "Commercial" in Attachment 1 (Generalized Land Use Map) and Attachment 2 (Specific Land Use Map) to Schedule 1 of Official Community Plan Bylaw No. 7100 and to amend the Development Permit Area Map in Schedule 2.8A (Ironwood Sub-Area Plan) of Official Community Plan Bylaw No. 7100, be introduced and given first reading.
- 2. That Bylaw No. 7972, having been considered in conjunction with:
  - the City's Financial Plan and Capital Program;
  - the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;

is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.

- 3. That Bylaw No. 7972, having been considered in accordance with the City Policy on Consultation During Official Community Plan Development, is hereby deemed not to require further consultation.
- 4. That Bylaw No. 7973, for the rezoning of 12060 Steveston Highway from "Agricultural District (AG1)" to "Comprehensive Development District (CD/161)", be introduced and given first reading.

5. That the following recommendation be referred to Public Hearing in accordance with the Agricultural Land Reserve Use, Subdivision and Procedure Regulation:

That authorization for the City of Richmond to apply to the Agricultural Land Commission for the exclusion of 12060 Steveston Highway be approved.

Holger Burke

Acting Director of Development

Manager, Policy Planning

HB:wc Att.

FOR ORIGINATING DIVISION USE ONLY				
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER		
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#### Staff Report

# Origin

Sandhill Developments Ltd. has applied to rezone 12060 Steveston Highway (**Attachment 1**) from "Agricultural District (AG1)" to "Comprehensive Development District (CD/161)" to permit phase II of a small commercial development with surface parking (**Attachment 2**).

Amendments to the Official Community Plan (OCP) are required to redesignate the properties from "Business and Industry" to "Commercial" and to designate the subject site a Development Permit area in the Ironwood Sub-Area Plan. The subject site also needs to be removed from the Agricultural Land Reserve (ALR).

# **Findings of Fact**

## **Project Description**

The proposed rezoning is intended to facilitate the second phase of a recently approved commercial development at the southeast corner of No. 5 Road and Steveston Highway (RZ 04-286494 & DP 05-292236). The Phase II proposal includes the addition of approximately 650 m<sup>2</sup> (7,000 sq. ft.) of commercial floor area distributed between two buildings with vehicle access from No. 5 Road through the Phase I area. The subject site will be consolidated with the existing Phase I area to the west.

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 3).

## **Surrounding Development**

An older single family dwelling previously occupied the site, although the dwelling has now been removed. The site is located in the Agricultural Land Reserve. Development surrounding the site is described as follows:

- To the North: across Steveston Highway a vacant lot zoned "Service Station District (G2)" and Fantasy Gardens zoned "Botanical Garden District 2 (BG2)";
- To the East & South: an existing industrial warehouse building zoned "Business Park Industrial District (I3)"; and
- To the West: Phase I of the commercial development zoned "Comprehensive Development District (CD/161)". The site was excluded from the ALR and rezoned through applications AG 04-273857, RZ 04-269188 & RZ 04-286494 respectively. The Phase I Development Permit (DP 05-292236) was issued by Council on September 6, 2005.

#### **Related Policies & Studies**

#### Official Community Plan

An amendment to the OCP to redesignate the subject site from "Business and Industry" to "Commercial" is required to facilitate the proposed development. An additional amendment to the Ironwood Sub-Area Plan is also required to designate the site as a Development Permit area in order to ensure the Ironwood Sub-Area Plan design guidelines are applicable.

The adjacent site to the west was redesignated "Commercial" as part of the Phase I rezoning proposal (RZ 04-286494 & RZ 04-269188). Given the existing site area, property dimensions and road dedication requirements it would be difficult for this site to develop as an industrial site. Based on these factors, staff support the proposed OCP amendments.

#### Council Policy 5043 – OCP Bylaw Preparation Consultation Policy

This policy provides direction regarding the consultation requirements for an OCP amendment. In accordance with this policy the Richmond School Board – School District #38 was consulted and identified no concerns related to the proposal. Consultation with other external agencies, organizations and authorities was not deemed to be required. The statutory Public Hearing will provide area residents, businesses and property owners an opportunity to comment on the application.

#### **Staff Comments**

Staff Technical Review comments are attached (Attachment 4). No significant concerns have been identified through the technical review.

# **Analysis**

## Agricultural Land Reserve Exclusion

The nine properties at the corner of No. 5 Road and Steveston Highway were not excluded from the ALR in 1998 when the surrounding lands were excluded from the ALR for industrial development. In 2001, the ALC reviewed the City's new OCP and Area Plans and identified some isolated ALR properties in the Shellmont Area and requested that a block exclusion application come forward to remove these remnant parcels from the ALR (Commission Resolution #169/1999). A letter dated March 12, 2001 from the ALC is included as **Attachment** 5 and the relevant passage is found in Section 4.b. on page 3 of the letter. Rather than proceed with ALR exclusion at that time, the City chose to wait until an actual development proposal for the lands was submitted.

The adjacent site to the west was excluded from the ALR, through an application by the City, as part of the Phase I rezoning proposal (RZ 04-269188). The City's Agricultural Advisory Committee (AAC) reviewed the exclusion of the adjacent site to the west on May 19, 2004 and did not have any objections to the proposed exclusion. The subject site is not actively farmed and is not subject to the *Agricultural Land Commission Act* as the site is less than 2 acres in area and was on a separate Certificate of Title on December 21, 1972. The subject site's ALR exclusion was not referred to the City's AAC as it is a minor ALR boundary adjustment for a small isolated ALR property and no objections were provided for the Phase I area exclusion.

The subject site was not included in the City's previous ALR exclusion application for the Phase I area to the west as the property owner at that time declined the option to be included in the City's ALR exclusion application. ALR exclusion is now appropriate given the development proposal for the site (Attachment 6).

#### Road Dedication & Vehicle Access

The subject site is required to dedicate approximately 6.7 m of land across the Steveston Highway frontage as a condition of the site rezoning. The road dedication is required to facilitate future road widening of Steveston Highway and is to be provided at the developers sole cost with no DCC credits.

Vehicle access to the site is restricted to No. 5 Road. As the subject site will be consolidated with the existing site to the west, no additional cross-access agreement is required. A restrictive covenant limiting driveway access to No 5 Road is required as a condition of the rezoning application.

## Future Development Permit Requirements

The OCP amendments proposed for this application include designating the subject site a Development Permit area within the Ironwood Sub-Area Plan. This would enable the Ironwood Design Guidelines to be applied to the project at the Development Permit stage. The preliminary site design has not been developed to a sufficient degree to evaluate it against the Ironwood Design Guidelines.

- 5 -

The subsequent Development Permit will need to demonstrate:

- Compliance with the Ironwood Sub-Area Plan Development Permit guidelines;
- Adequate vehicle and pedestrian circulation;
- Compatibility with the approved Development Permit on the Phase I area (DP 05-292236);
- Compliance with the required floodplain elevation; and
- Compliance with the City's zoning requirements, including off-street vehicle parking. The preliminary site plan submitted with the rezoning application indicates that site is able to provide the required off-street parking, however, a more detailed analysis will be required as part of the Development Permit process.

# Financial Impact or Economic Impact

None

#### Conclusion

The proposed land use is a subsequent phase of the commercial development approved on the adjacent site to the west. The proposed zoning is compatible with surrounding development and will expand the range of services available to the growing numbers of area employees and nearby residents.

Adherence to the Ironwood Design Guidelines will be required as part of the Development Permit process. Detailed design information including pedestrian and vehicle circulation, building designs and landscaping will be required as part of the subsequent Development Permit application.

The list of rezoning conditions is included as **Attachment 7**. The applicant has agreed to these conditions as evidenced by his signed acceptance.

Staff are satisfied that the outstanding issues can be resolved as part of the final rezoning and Development Permit refinement, and can support the proposed rezoning based on the preliminary information provided. It is recommended that this application be approved to proceed.

Wayne Craig

Program Coordinator – Development

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WC:rg

Attachment 1: Location Map

Attachment 2: Conceptual Site Plan

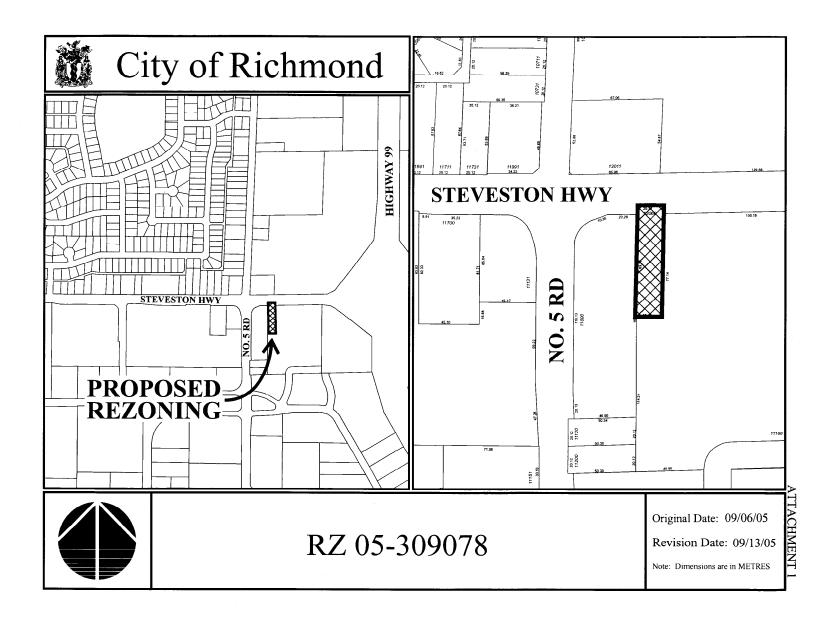
Attachment 3: Development Application Data Sheet

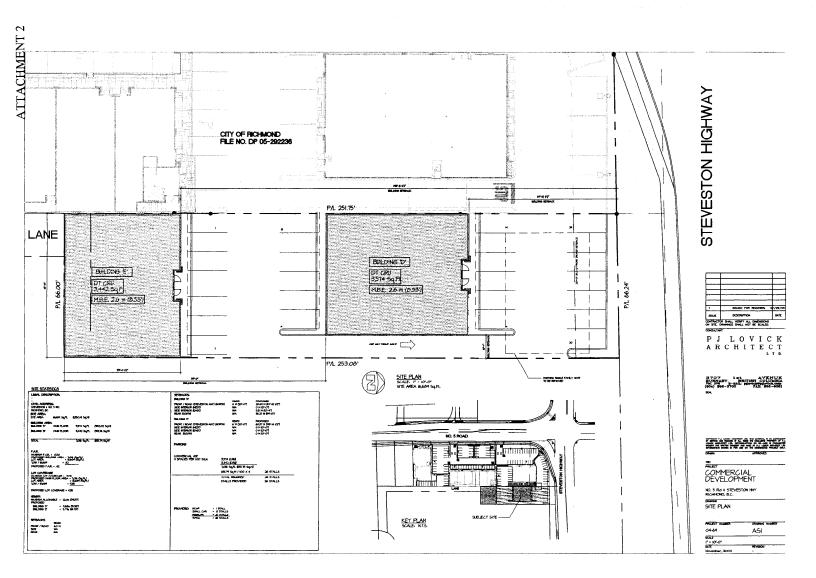
Attachment 4: Staff Technical Review Comments

Attachment 5: Letter from the Agricultural Land Commission, dated March 12, 2001

Attachment 6: Location Map showing property to be excluded from the ALR

Attachment 7: Conditional Rezoning Requirements Concurrence





RZ 05-309078 ATTACHMENT 3



# Development Application Data Sheet

**RZ 04-**05-309078 Attachment 3

Address: 12060 S

12060 Steveston Highway

Applicant:

Sandhill Developments Ltd.

Planning

Area(s): Ironwood Sub-Area Plan

	Existing	Proposed
Owner:	Sandhill Developments Ltd.	Sandhill Developments Ltd.
Site Size (m²):	1,680 m <sup>2</sup>	1,545 m <sup>2</sup>
Land Uses:	Single-Family Dwelling (vacant)	Commercial
OCP Designation:	Business & Industry	Commercial
Zoning:	AG1	CD/161
Other Designations:	Not a Development Permit Area	Ironwood Sub-Area Plan Development Permit Area

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 0.5	0.42	none permitted
Lot Coverage – Building:	Max. 50%%	42 %	None
Public Road Setback	Min. 6 m	20.5 m Min.	None
Setback – East (m):	N/A	Min. 0 m	None
Setback – South (m):	N/A	Min. 0 m	None
Height (m):	12 m	10 m	None
Off-street Parking Spaces – Total:	4/100 m <sup>2</sup> Gross commercial floor area = 26 spaces	26 spaces	None

RZ 05-309078 ATTACHMENT 4

# **Staff Technical Review Comments for the Rezoning of 12060 Steveston Highway**

# **Development Applications**

- 1. OCP amendments required. Land use designation in Schedule 1 & Schedule 2 from "Business & Industry" to "Commercial". Ironwood Sub-Area Plan to include site in Development Permit area map also.
- 2. MoT referral & approval required.
- 3. Restrictive Covenant limiting driveway access to No. 5 Road required.
- 4. Floodplain covenant required.
- 5. Consolidation of subject site with 11000 No. 5 Road required.

## **Transportation**

- 1. Access off Steveston Highway is not supported due to traffic safety and operational concerns. Access through the site to the west (i.e., 11000 No.5 Road) as a cross access easement was granted to this site (12060 Steveston Highway) on the title of 11000 No.5 Road.
- 2. Require land dedication (approximately 6.7 metres) along the site's entire north frontage along Steveston Highway. Align the north property line with the north property line of 11000 No.5 Road. Dedication to be at developers sole cost.
- 3. Provide an update of the previous traffic impact study for 11000 No5. Road to confirm if the accesses of 11000 No.5 Road are adequate for the increase in traffic generated from this site.
- 4. MoT to be consulted on their requirements. MoT approval required.
- 5. Conform to City's Parking Bylaw on the number and dimensions of the off-street parking and loading spaces.
- 6. A construction parking and traffic management plan to be provided to the Transportation Department to include: location for parking for services, deliveries, workers, loading, application for request for any lane closures (including dates, times, and duration), and proper construction traffic controls as per Traffic Control Manual for Works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.

#### **Engineering**

- 1. There is sufficient water available, but it is up to the on site engineer to determine whether there is enough for Fire Flow.
- 2. The developer is required to hire an engineering consultant to conduct a sanitary sewer and storm sewer capacity analysis prior to final adoption of the rezoning bylaw. Any upgrading identified by the analysis must be provided at the developer's sole cost and will not be eligible for development cost charge credits.

TO: PAR & COUNCILLORS
FUR INFORMATION
Acting City Clerk

Marager.

Land Reserve Commission

Porests & DISTRIBUTED

CATE: May 2001 QS

Reply to the attention of Tony Pellett

B/L 7190

xr: B/L7215

City of Richmond

12 March 2001

6911 No. 3 Road Richmond BC V6Y 2C1

Attention: Mayor Greg Halsey-Brandt and members of Council

# Re: Richmond Official Community Plan and Neighbourhood Plans --- our file #O-32237

This letter is intended to provide the Land Reserve Commission's formal response to the referral of Sub-Area Plans for Terra Nova, Ash Street and McLellan North and also to bring forward a number of unfinished items from the Commission's response to the 1999 referral of the base Official Community Plan for the City of Richmond.

# 1. Thompson Area Terra Nova Sub-Area Plan

By letter of 14 February 2001, Commission staff provided comments on this Sub-Area Plan.

By Resolution #91/2001, the Commission confirms these comments and advises it has no concerns with the Terra Nova Sub-Area Plan.

# 2. Broadmoor Area Ash Street Sub-Area Plan

By letter of 14 February 2001, Commission staff provided comments on this Sub-Area Plan, including the comment that the separation provided by No. 4 Road obviates the need to have the development permit area for the protection of farming apply to single family residences. During the 23 February 2001 meeting on the Richmond Agriculture Strategy, staff elaborated on the comment that under Section 879(1)(c) of the Local Government Act, development permit areas for the protection of farming may be applied to single family residences — i.e. they are not limited to multi-family residential development as in the case of Section 879(1)(e).

By Resolution #91/2001, the Commission confirms these comments and advises it has no concerns with the Ash Street Sub-Area Plan.

# 3. City Centre McLellan North Sub-Area Plan

The proposed amendment of this Sub-Area Plan was received 02 March 2001, just in time to be considered at the recent Commission meeting. The Commission was prepared to consider this proposal even though staff were unable to find a copy of the original Sub-Area Plan in our files. The Commission notes that the McLellan North Sub-Area adjoins the ALR on two sides.

By Resolution #91/2001, the Commission advises it has no concerns with the proposed McLellan North Sub-Area Plan amendments subject to the same level of DPA protection for farming on each ALR interface as provided on the No. 4 Road interface in the Ash Street Sub-Area Plan.

Once the McLellan North Sub-Area Plan has been amended, would you please supply action of the amended plan for our files?

(MAR 2 0 2001

Richmond Mayor & Council
12 March 2001 — page 2

#### 4. Richmond OCP outstanding issues

Early in 1999, the Commission enacted Resolution #167/1999, endorsing the 08 December 1998 draft of the Richmond OCP subject to some detailed recommendations and suggestions, notably one related to a proposal to prepare an agricultural lands strategy to improve viability. Now that the Agriculture Strategy is nearing completion, the Commission considers it is timely to provide an update of its recommendations and suggestions. Given that the draft Agriculture Strategy contains a policy to "maintain the existing ALR boundary in Richmond, and do not support a change to the boundary to permit a non-agricultural use, unless there is a substantial net benefit to agriculture and that the agricultural stakeholders are fully consulted", the most urgent items are those under which the Resolution #167/1999 recommended Richmond undertake "block" applications to amend the existing ALR boundary.

# a. River Road Agri-Industrial Area

A 1986 review of the Richmond OCP identified an area along River Road requiring further study. Following a 1987 study, Commission Resolution #1014/1987 identified an area to be excluded from the ALR and an area for agri-industrial use within the ALR. In 1999, Commission Resolution #167/1999 included a recommendation that Richmond proceed with the exclusion by means of a "block" application. Resolution #167/1999 did not comment on the omission of the proposed agri-industrial use within the ALR (shown simply for Agriculture on the OCP map). In 2000, Council proceeded with a public hearing on a block application to exclude most of the recommended area, but withdrew a portion of the area from the ALR following public opposition. Owners of land in the area originally recommended for agri-industrial use within the ALR asked to form part of the exclusion, but Council declined. Commission Resolution #362/2000 allowed the requested exclusion, but did not give direction on the rest of the area south of River Road. Given that the OCP map still shows the ALR boundary following the original Commission recommendation from 1987 and given that the OCP also identifies some environmentally sensitive areas within the agri-industrial area proposed in 1987, some clarification is now needed.

By Resolution #91/2001, the Commission asks Richmond to modify its OCP by relocating the depiction of the ALR boundary to follow the actual ALR boundary along the east side of the Kartner Road allowance and

- either to extend the <u>Business and Industry</u> designation to No. 8 Road in conjunction with a text amendment referring to the Commission's 1987 recommendation that agri-industrial development occur within the ALR in this area
- or to delete the Business and Industry designation east of Kartner Road.

We also ask that the City check with the Fraser Port Authority as to the timing of their proposed application for exclusion of the lands north of River Road. If that application is not proceeding in a timely manner, it may be appropriate to incorporate those lands into a broader "block" application. See attached Drawing I, identifying areas of discussion.

#### b. Isolated ALR Blocks in the Shellmont Area

Commission Resolution #169/1999 recommended Council come forward with an ALR application or applications to "properly render the ALR boundary". Following exclusion applications approved in 1988, some small areas remain in the ALR between No. 5 Road and Highway 99, south from Steveston Highway.

By Resolution #91/2001, the Commission asks that these areas form part of a "block" application to exclude land from the ALR. See attached Drawing 2.

#### c. Sea Island ALR Blocks

Commission Resolution #169/1999 suggested Council amend the draft OCP to show the entire ALR boundary within Richmond. Council did not do and the Sea Island ALR blocks are still not shown on the OCP map. The Commission has now reconsidered this 1999 recommendation and its 1986 recommendation that the ALR boundary on Sea Island be amended by excluding from the ALR those lands taken into Vancouver International Airport and including into the ALR those non-ALR areas of Sea Island lying to the north of Vancouver International Airport. In its reconsideration, the Commission questioned whether there is any point in trying to work toward eventual agricultural use of this area, given that

- The Airport now extends much farther north than anticipated in 1986,
- The remaining ± 300 m strip of federal lands north of the Airport is partly used for airport infrastructure and partly as recreational lands,
- The abandoned residential area has not been reclaimed to an agricultural standard,
- Agricultural capability mapping is unavailable for the rest of the area, even though it
  once grew excellent vegetables and
- The Richmond Agriculture Strategy is not considering Sea Island.

By Resolution #91/2001, the Commission accepts that the Sea Island lands may have no agricultural future and asks Council to incorporate at least the Airport lands and possibly the entire Sea Island ALR into its block exclusion application. Nevertheless, if Council decides to retain the ALR designation north of the Airport or to include lands into the ALR as requested in 1986, the Commission would have no objection. See drawing 3, showing three options – total exclusion, exclusion of the Airport only, or exclusion of the Airport combined with inclusion of non-ALR areas north of the Airport.

#### d. Federal Lands on Lulu Island

In 1999, the Commission did not object to the <u>Public and Open Space Use</u> designation applied to the federal lands north of Westminster Highway on either side of No. 4 Road. The Commission has become aware that the Federal Government is considering devolution of these lands and wishes the City to be aware that upon devolution, the lands will be fully affected by the ALR designation.

Richmond Mayor & Council 12 March 2001 — page 4

By Resolution #91/2001, the Commission advises that its 1999 endorsement of the <u>Public and Open Space Use</u> designation for ± 130 ha of prime farmland should not be inferred as endorsement of a non-agricultural future for all federal ALR lands on Lulu Island.

If the City requires clarification regarding any of the foregoing points, please do not hesitate to contact Tony Pellett of this office at 660-7019. Yours truly

LAND RESERVE COMMISSION,

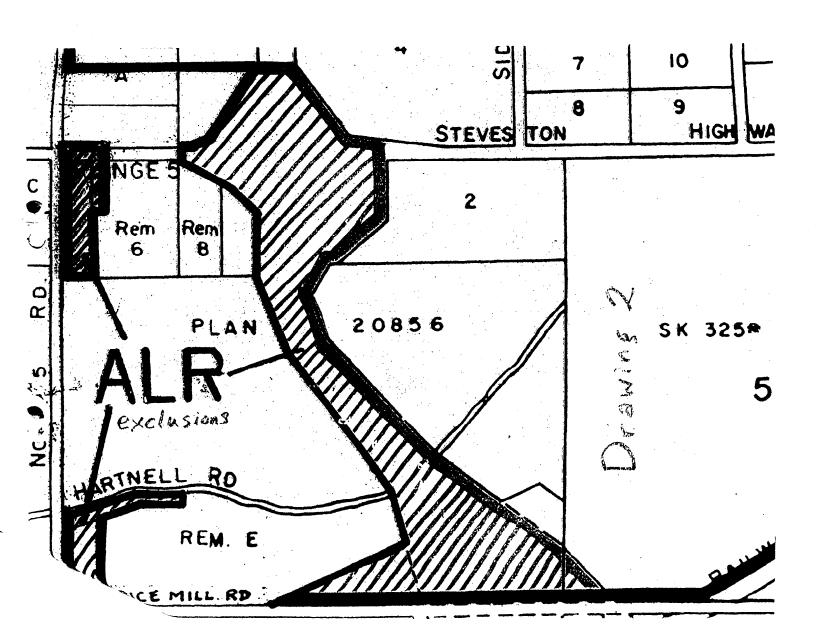
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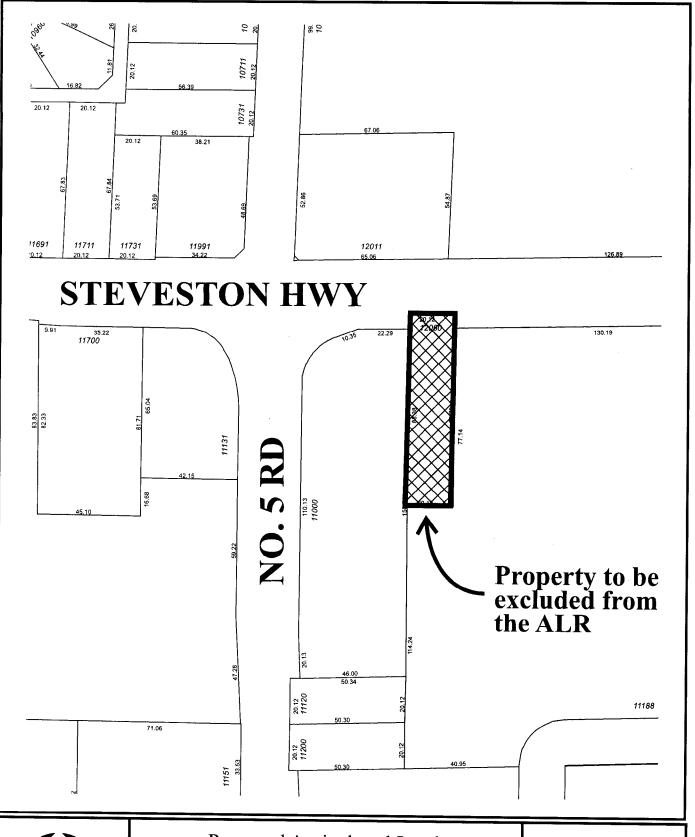
A. Chambers, Chair

encl.

cc: Dave Melnychuk, Regional Agrologist · MAFF Abbotsford

TP/ 32237 d2







Proposed Agricultural Land Reserve (ALR) Exclusion Application by the City of Richmond (AG 05-312731)

Date: 09/09/05

Amended Date:

Note: Dimensions are in METRES

604 276 4157 10 96042768937

ATTACHMENT 7

# Conditional Rezoning Requirements 12060 Steveston Hwy RZ 05-309078

Prior to final adoption of Zoning Amendment Bylaw 7973, the developer is required to complete the following requirements:

1. Ministry of Transportation Approval. To be administered by the City of Richmond - Development Applications Department.

2. Agricultural Land Commission approval for exclusion of 12060 Staveston Hwy from the Agricultural Land Reserve. To be administered by the City of Richmond - Development Applications Department.

3. Require land dedication (approximately 6.7 metres) along the site's entire north frontage along Steveston Highway. Align the north property line with the north property line of 1 1000 No.5 Road. Land dedication is to be provided at the developer's sole cost with no DCC credits.

Consolidation of the subject site, with the adjacent site to the west (11000 No. 5 Road).

The submission and processing of a Development Permit Application to the satisfaction of the Director of Development.

Registration of a restrictive covenant ensuring that there will be no driveway access to Steveston Hwy.

Registration of a floodplain covenant.

SEP 14 2005 09:39 FR CITY OF RICHMOND

Provide an update of the previous traffic impact study for 11000 No 5. Road to confirm if the accesses of 1 1000 No. 5 Road are adequate for the increase in traffic generated from this site.

The developer is required to hire an engineering consultant to conduct a sanitary sewer and storm sewer capacity analysis prior to final adoption of the resoning bylaw. Any upgrading identified by the analysis must be provided at the developer's sole cost and will not be eligible for development cost charge credits.

Prior to issuance of a Building Permit for the proposed use, the developer is required to provide the City's Transportation Department with a construction parking and traffic management plan to include: location for parking for services, deliveries, workers, loading, application for request for any lane closures (including dates, times, and duration), and proper construction traffic controls as per Traffic Control Manual for Works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.

\* Note: This requires a separate application.

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\*\* TOTAL PAGE. 22 \*\*



# Richmond Official Community Plan Bylaw 7100 Amendment Bylaw 7972 (RZ 05-309078) 12060 Steveston Highway

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended by repealing the existing land use designation in Attachment 1 (Generalized Land Use Map) and Attachment 2 (Specific Land Use Map) to Schedule 1 thereof of the following area and by designating it "Commercial".

P.I.D. 003-827-593

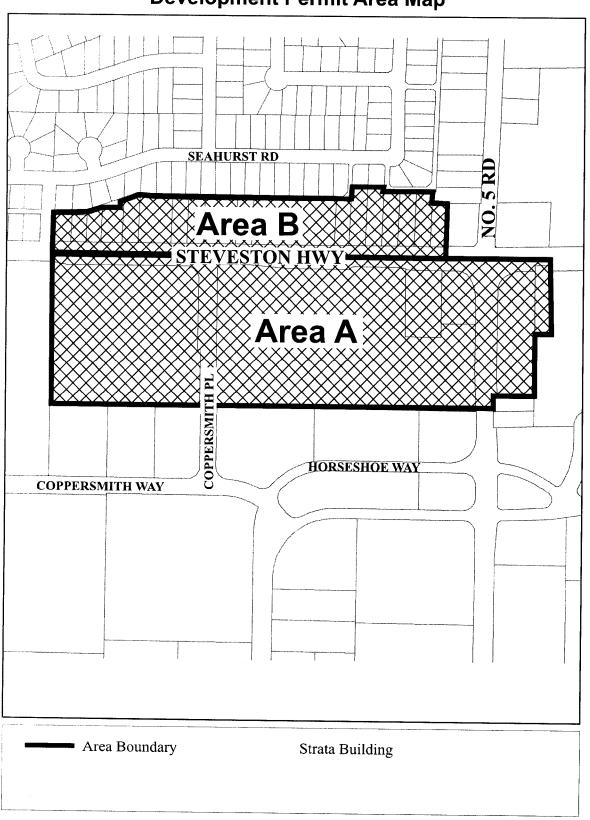
Parcel "A" (Explanatory Plan 11381) Lots 6 & 7 Except Part on Plan 49502 Section 6 Block 3 North Range 5 West New Westminster District Plan 10210

- 2. Richmond Official Community Plan Bylaw 7100 is amended by replacing the Development Permit Area Map in Schedule 2.8A (Ironwood Sub-Area Plan) with the map shown as "Schedule 1 attached to and forming part of Bylaw No. 7972".
- 3. This Bylaw may be cited as "Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7972".

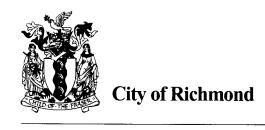
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PUBLIC HEARING		PROVED
SECOND READING		PROVED Manager
THIRD READING	ors of s	Solicitor
ADOPTED		
MAYOR	CORPORATE OFFICER	

# Schedule 1 attached to and forming part of Bylaw No. 7972

# **Development Permit Area Map**



CITY OF



# Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7973 (RZ 05-309078) 12060 STEVESTON HIGHWAY

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it "COMPREHENSIVE DEVELOPMENT DISTRICT (CD/161).

P.I.D. 003-827-593

Parcel "A" (Explanatory Plan 11381) Lots 6 & 7 Except Part on Plan 49502 Section 6 Block 3 North Range 5 West New Westminster District Plan 10210

2. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7973".

FIRST READING	
A PUBLIC HEARING WAS HELD ON	
SECOND READING	
THIRD READING	
MINISTRY OF TRANSPORTATION APPROVAL	
OTHER REQUIREMENTS SATISFIED	and the same of th
ADOPTED	
MAYOR	CORPORATE OFFICER