



City of Richmond
Planning and Development Department

Report to Committee

To: Planning Committee
From: Wayne Craig
Acting Director of Development

To Planning - Sept 18, 2007

Date: August 28, 2007

File: 08-4040-01/2007-Vol 01

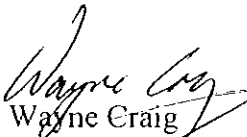
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Terry Crowe
Manager Policy Planning

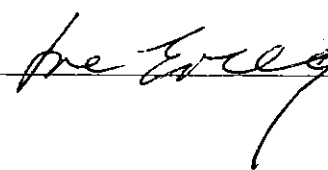

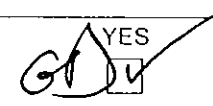
Re: **River Road Referral – Proposed Action Plan**

Staff Recommendation

1. That as per the report dated August 28, 2007 from the Acting Director of Development and Manager, Policy Planning regarding the River Road Referral – Proposed Action Plan, the Interim and Long-Term Action Plans be approved for consultation purposes.
2. That staff undertake consultation with applicants and residents along impacted portions of River Road regarding the Interim and Long-Term Action Plan and report back on the results.


Wayne Craig
Acting Director of Development
WC:ke
Att.


Terry Crowe
Manager Policy Planning

| FOR ORIGINATING DEPARTMENT USE ONLY | | | |
|---|--|---|--------------------------|
| ROUTED TO: | | CONCURRENCE | |
| Engineering | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> |  | |
| Community Bylaws | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> | | |
| Law | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> | | |
| Transportation | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> | | |
| REVIEWED BY TAG | | REVIEWED BY CAO | |
| YES | NO | YES | NO |
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Staff Report

Origin

This report proposes an action plan to address the Council referral on land use issues and rezoning applications along the 16,000 block of River Road. Properties located further east (on the east side of the Kartner Road ROW) are not included in this proposed action plan as these lands are designated for Agriculture in the Official Community Plan (OCP) and contained in the Agricultural Land Reserve (ALR) (**Attachment 1 – Context Map**). Staff also note that properties east of the Kartner Road ROW do not have any rezoning applications currently being processed and that a majority of property owners wish to retain the status quo. Further review of an action plan for the land uses of properties east of the Kartner Road ROW could be explored through the upcoming OCP review.

The objective of the staff report and accompanying recommendations are to:

- Confirm information on existing City regulations (i.e., road weight limitations) as they relate to proposed and potential future uses for properties along River Road.
- Explore the implications of an Agri-Industrial Service Area as it relates to land uses given the surrounding context.
- Propose an action plan to process and bring forward the current rezoning applications and referral to undertake a land use study of the area.

Background Information

On July 9, 2007, Council passed the following referral:

1. *That the City of Richmond document any bylaw infractions in the River Road area and enforce the law; and*
2. *That staff investigate the advantages and disadvantages of establishing a new “AG2” zone for an ‘agri-industrial service area’, as suggested by the Agricultural Land Commission in 1988.*

This report addresses Item 2, as Community Bylaws is addressing Item 1 in a forthcoming report. Community Bylaws is investigating non-compliance of property uses and potential enforcement in consultation with the RCMP, Business Licensing, ALC staff, Engineering, Transportation and Finance.

Staff conducted a review of the Item 2 issues in this area in conjunction with an examination of rezoning applications being processed. The recommendations contained in this report do not impact Community Bylaw initiatives for this area.

Findings of Fact

Agricultural Land Commission Direction on Agri-Industrial Service Areas

In the late 1980's, ALC staff in consultation with City of Richmond and Ministry of Agriculture and Lands staff conducted a detailed review of a number of properties contained in the ALR along River Road. As a result of this review and direction from the ALC, some properties were excluded from the ALR (including properties contained in the 16,000 block of River Road in 2000).

The ALC also provided land use comments on properties east of the Kartner Road ROW to reaffirm their status in the ALR. However, the ALC indicated that this area could possibly constitute a location for agri-industrial operations and related services. A copy of the ALC correspondence is contained in **Attachment 2**.

The agri-industrial service area identified by the ALC for properties east of the Kartner Road ROW would still be subject to the constraints associated with the 16,000 block of River Road. These limitations are the River Road weight limitation, no sanitary sewer service being available and Riparian Area Regulations (RAR) for the open drainage ditch, which limits potential storm upgrades and driveway crossings. Staff can conduct further examination of agri-industrial service activities east of the Kartner Road ROW through the upcoming review of the OCP as recommended in the Long-Term Action Plan section of this report.

OCP Land Use Designation

The OCP defines the properties along River Road between No. 7 Road and the Kartner Road ROW for “Business and Industry” in the Generalized and Specific Land Use Map. This designation allows for the production and/or distribution of goods or business services and applies to the study area identified in this report. Staff note that any consideration of more intensive industrial uses permitted based on a properties designation as “Business and Industry” would be subject to the availability of supporting City services (water/sanitary/storm systems) and adequate transportation infrastructure.

The “Industry” section (2.3) in Schedule 1 of the OCP outlines a number of objectives and supportive land use policies to ensure that there is an adequate supply of land, which is appropriately designated or zoned for a variety of industrial uses ranging from warehousing/manufacturing to advanced technology industrial oriented uses.

Existing Weight Limitation on River Road

The following is a summary of the existing weight limitation for River Road:

- ❑ Traffic Bylaw (5870) imposes general restrictions pertaining to weight limitations on City roads. The posted limit identifying a 9 tonne weight limitation along River Road is from the intersections at No. 7 Road to Westminster Highway (approximately 6.5 km long).
- ❑ Technical issues pertaining to the existing design of the roadway also contributed to the 9 tonne weight limitation being implemented (i.e., pavement width; lighting; limited shoulder width).
- ❑ Weight measurement is based upon what a vehicle is rated for, regardless of whether the vehicle is fully loaded or empty.
- ❑ The Traffic Bylaw could be amended to change vehicle weight limitations generally or with respect to River Road specifically as a particular area. A detailed engineering assessment of the road (i.e., existing structure and upgrades) along with a traffic assessment would need to accompany any weight limitation review of River Road.

It should also be noted that this portion of River Road is not built to current City road standards. Transportation staff have identified a number of issues arising from a traffic operations examination of the roadway, including limited street lighting, decreased pavement and shoulder width and limited pedestrian facilities (i.e., walkways).

Existing Engineering Services

- ❑ Sanitary Sewer – sanitary sewer does not service the portion of River Road east of No. 7 Road. Sanitary sewer service is situated further to the west, where the existing pipe terminates at the end of Knox Way (approximately 800 m west of No. 7 Road). A substantial amount of works will be required to service the 16,000 block with sanitary sewer service, which will include a significant extension of the sewer line in conjunction with the addition of a pump station. An application to the Metro Vancouver for inclusion of this area into the Lulu Sewerage Area would also be required to facilitate an extension of sanitary sewer.
- ❑ Storm Sewer – an open ditch services the 16,000 block of River Road. Should future property uses generate more storm run-off, options to upgrade the capacity of the existing storm system will need to be examined. The existing open ditch is contained within a RAR, which will place a number of limitations on any works to facilitate upgrades to the storm system.
- ❑ Water – A water line runs along River Road and services the area being reviewed. The existing water line may be sufficient to address the existing needs.
- ❑ At this time, there are no works proposed in the City's Capital Plan to extend or upgrade City services in this area. All works would be at the developers cost to undertake.
- ❑ A servicing capacity analysis to examine the capacity of sanitary, storm and water systems will be required with any proposal involving more intensive industrial or agri-industrial service activities, which would be requested and completed through future rezoning applications.

River Road – Engineering Assessment

Engineering staff conducted an assessment of River Road infrastructure in July 2007, which examined the road/dyke, ditch, watermain and river bank armour. The assessment concluded that there appeared to be no deterioration of the infrastructure between No. 6 Road and No. 8 Road along River Road due to traffic volumes and associated use in this area (**Attachment 3** contains a summary of the assessment).

Rezoning Applications

Three separate rezoning applications involving a total of 5 properties along River Road between No. 7 Road and the Kartner Road ROW have been submitted. Provisions for the unenclosed outdoor storage of vehicles and goods on the properties under rezoning application is being requested by the property owners. A map of the rezoning applications listed below is contained in **Attachment 4**:

- ❑ 16360 River Road (RZ 06-338974);
- ❑ 16540 River Road (RZ 06-365508); and
- ❑ 16700/16780/16820 River Road (RZ 07-380171).

The subject rezoning applications are currently being processed and reviewed by staff. The processing of these applications will be impacted by the land use examination and strategic approach recommended in this staff report; therefore, staff are bringing forward the River Road referral for Council comment and consideration prior to the rezoning applications.

Staff Comments

A two-phased action plan is proposed for a coordinated approach to examining existing and future industrial and agri-industrial service uses for this area, while providing direction to the

rezoning applications currently in process. This two-phased action plan is outlined in the following sections.

Phase 1 - Interim Action Plan – Process rezoning applications along the 16,000 block of River Road on the following principles:

- a. Currently, this portion of River Road does not have adequate servicing to support agri-industrial service uses or intensive light industrial activities involving warehousing or manufacturing buildings.
- b. The outdoor parking and storage of vehicles and goods would be consistent with the Official Community Plan (OCP) land designation as 'Business and Industry'. A rezoning application to consider this use would not require an OCP amendment. The outdoor parking and storage of vehicles and goods could be reviewed further through the processing of each rezoning application.
 - i. This proposed use can be regulated and managed through a restrictive Comprehensive Development zoning district, which could be implemented for all rezoning applications in this area. Measures to ensure adequate landscape buffering and screening from the public road can be identified in the proposed zoning district. Screening would general consist of a solid planting scheme installed at a minimum of 6 ft. in height. Behind the landscaping would be a solid fence installed at a minimum of 6.6 ft. in height. A solid perimeter fence around the remainder of the lot will also be examined to address adjacency conditions to neighbouring properties. Submission and review of the appropriate landscape plans through the processing of each rezoning application will be required.
 - ii. The restrictive Comprehensive Development zoning would also enable subsequent rezoning application to be processed to allow a wider range of light industrial uses in order to achieve the full development potential of the lands.
- c. Agri-Industrial service activities, which support the agricultural sector, can be considered along the 16,000 block of River Road. However, depending on the nature of the operation, agri-industrial service activities are subject to the same regulations and servicing requirements as a typical industrial use (i.e., 9 tonne weight limitations; adequate City services for storm/sanitary/water).
- d. Vehicle parking and storage areas must consist of an acceptable permeable surface to minimize storm-run-off. The surface materials must also minimize dust and the tracking of debris onto the City road. Provisions to prevent the leaking or spilling of oil/fuel from vehicles on to the properties surface treatment must be put in place to prevent possible contamination.
- e. Confirmation that any fill already placed (or proposed to be located) on the sites under rezoning is deemed acceptable and will not pose any existing or future contamination issues. The applicants will be required to submit any necessary follow-up information and professional geo-technical reports to the appropriate Provincial Ministry (Environment) for comment and approval as a condition of final adoption on the rezoning.
- f. Vehicle access for site-generated traffic (especially truck traffic) to the subject properties under rezoning application must be arranged and organized so that:
 - i. Use of River Road for truck traffic is minimized or eliminated along the 16,000 block of River Road. To enable this, the preferred long-term solution

is to establish an alternate direct vehicle access to No. 7 Road. The future road alignment is to be situated along the south property line of the subject properties along River Road. Existing industrial zoned operations are located between the subject rezoning sites and No. 7 Road, which constrains the establishment of an alternate access to No. 7 Road in the short term.

- ii. Require each rezoning application to dedicate their portion of the required road width (20 m) as a condition of final adoption as it would enable the creation of an operational city road, should existing industrial zoned sites develop between the sites under rezoning application and No. 7 Road.
- iii. Establishment of a driveway for all properties under application through appropriate legal arrangements, which will enable site-generated traffic to gain access to subject properties, with minimal use of River Road. An engineering and traffic assessment (along with any works or upgrades identified) must be completed for applicable portions of River Road impacted by the vehicles travelling to and from the group of properties. The engineering and traffic assessment is to be submitted, reviewed and approved by the appropriate City Departments as part of the processing of each rezoning application.
- iv. In the case of future rezoning applications for more intensive industrial uses, design and construction (through a Servicing Agreement) of all necessary city services (sanitary/storm/water systems) and transportation infrastructure (roads) will be required. This will enable an operational City road to be established in the future, thus fulfilling the City's long-term objective of gaining an alternate direct access to No. 7 Road.
- g. Staff will undertake consultation with property owners and residents in the area to review the Interim and Long Term Action Plan to obtain comments so they can be identified in the subsequent rezoning reports to Council.

Implications of the Interim Action Plan involves property owners cooperation to ensure that shared vehicle access can be established through the appropriate legal document.

To staffs' knowledge, many of the goods and vehicle related movements from the subject properties under rezoning application are over the existing 9 tonne load limitation. As a result, an engineering assessment of the road structure (along with any identified upgrades) in conjunction with a traffic impact study will need to be submitted by developers and approved by the City through the processing of the rezoning applications currently being processed along River Road. Further staff review and Council approval will be required in order to permit motor vehicles over the 9 tonne limit along this portion of River Road.

2. Long Term Action Plan – The following factors will serve to guide land uses along the 16,000 block of River Road:

- a. Light industrial uses in this area can be a considered future land use. As noted in the Interim Action Plan, the outdoor storage of vehicles can be considered under specific conditions and limitations.
- b. Agri-industrial service uses are also considered appropriate for this portion of River Road outside of the ALR. Staff can explore the following options regarding allowing agri-industrial service uses through zoning regulations:

- i. Depending on the nature of the agri-industrial service activities, these uses could potentially comply with uses already permitted in the City's Light Industrial (I2) zoning district.
 - ii. Undertake an examination and create a more specific agri-industrial service activity zone if it is determined that more specific regulations and definitions are required. This could ultimately lead to the creation of new zoning district.
- c. Explore the implications of creating an agri-industrial service activity zone available for properties contained within the ALR to take into account specific provisions and regulations in the ALC Act.
- d. From an engineering perspective, the main limitations for intensive industrial or agri-industrial service development in this area is that there is no sanitary sewer and insufficient storm sewer to handle buildings and structures and associated impermeable surfaces of industrial sites.
- e. Long term transportation objectives for this area are:
 - i. Ensuring sufficient access without generating additional industrial traffic on River Road. As a result, the preferred approach would be the establishment of a new road east of No. 7 Road. The future road is proposed be aligned along the south property line of the River Road lots. The creation of this operational road is contingent on the redevelopment of the existing industrial zoned parcels adjacent east of No. 7 Road. The future road would be secured through the appropriate dedications and designed and constructed to the necessary industrial standards. An alternative would be to examine upgrades of River Road from No. 7 Road to the Kartner Road ROW. However, there are a number of implications to this alternative approach including additional site-generated traffic on other portions of River Road and the impacts on the RAR associated with the drainage waterway along River Road.
 - ii. There is a City-wide objective on maintaining roads, with direct water frontage to the Fraser River, for a mix of recreational uses (i.e., walkways, bike lanes). More intensive industrial traffic along River Road will pose significant challenges to achieving this objective.
- f. The proposed Interim Action Plan to process applications on the premise of permitting unenclosed vehicle and good storage as a restricted use under limited services will not preclude the ability for future rezoning applications to permit a wider range of industrial uses with full services. Consideration of future rezoning applications is contingent on resolving servicing constraints (adequate water, sanitary and storm service), as well as transportation and vehicle access issues.
- g. Agri-industrial service activities uses can be considered now or in the future for properties wishing to undertake such activities in the 16,000 block of River Road. However, these operations would be constrained by the same City servicing limitations (i.e., sanitary sewer) as a typical light industrial operation.
- h. The ALC's direction for properties east of the Kartner Road ROW indicates that they should remain in the ALR, but for agri-industrial service activities. Due to the location of these properties in the ALR and agricultural zoning, staff can review options for an agricultural zone with provisions for supporting activities. To better define agri-industrial land uses and related impacts, it is suggested that:
 - i. This matter be reviewed during the upcoming review of the OCP.

- ii. All agri-industrial activities are considered a non-farm use, requiring an application to the ALC to ensure that the proposed activity will not damage or negatively impact agricultural activities on the property or surrounding area.
- iii. Potential road and City servicing upgrades will need to be examined for agri-industrial service activities in the ALR.

Analysis

Forthcoming Process

If Council endorses in principle the Interim and Long-Term Action Plans, they will guide staff to liaise with proponents of the rezoning applications and residents along impacted portions of River Road. Neither proposed Action Plan entails a land use or servicing decision from Council at this time.

If the feedback generated from the Interim Action Plan is positive, individual rezoning applications along the 16,000 block of River Road will be brought forward to Council for consideration with information included on the results of the public consultation. If the feedback is negative, a report, separate from the rezoning applications, will be presented.

Similarly, if the feedback from the Long-Term Action Plan is positive, it will be incorporated into the upcoming review of the OCP and no further report will be required at this time (although the results will be noted in the staff reports on the individual rezoning applications along the 16,000 block of River Road). Again, if the feedback is negative a report, separate from the rezoning applications, will be presented regarding both the Interim and Long-Term Action Plan.

Agricultural Advisory Committee Feedback

Feedback and comments on an agri-industrial service area in Richmond was sought from the Agricultural Advisory Committee. Committee members indicated that:

- ❑ Currently, there was limited demand for agri-industrial designated land required by the agricultural community as a whole in Richmond.
- ❑ Agri-industrial activities in Richmond are an important component to achieving agricultural viability should the need arise in the short or long-term future.
- ❑ ALC staff indicated that agri-industrial service activities are defined as a “non-farm use” requiring an application to the ALC for their approval.

Neighbourhood Concerns

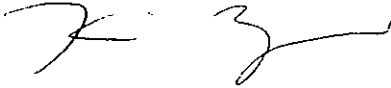
Staff recognize that a number of River Road residents and property owners have voiced concerns over the:

- ❑ Alleged use of River Road properties in non-compliance with zoning.
- ❑ Resulting use of River Road for vehicles gaining access to properties undertaking operations in non-compliance with the zoning.
- ❑ Negative impacts associated with both alleged operations on the properties and increased vehicle traffic.

Consultation with property owners and residents of the area is recommended as part of the Interim Action Plan to review individual rezoning applications, where concerns can be identified and addressed. Responses to these concerns will be incorporated into the forthcoming rezoning reports. A map of the consultation area is contained in **Attachment 5**.

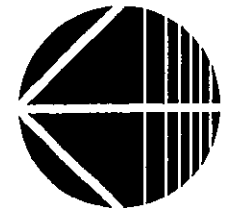
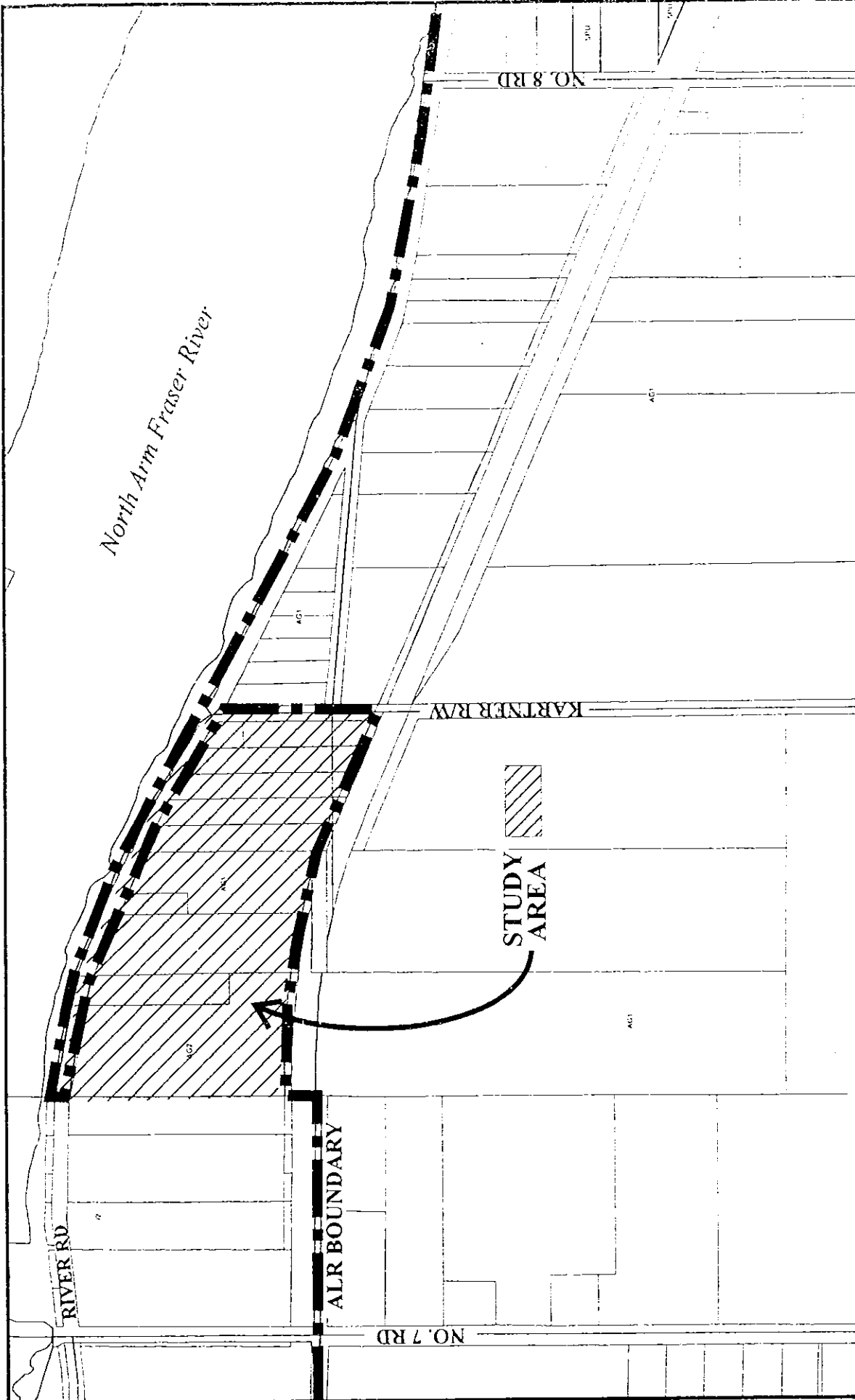
Conclusion

Staff recommend support of the proposed Interim and Long-Term Action Plan outlined in this report to address the active rezoning applications and Council referral in the 16,000 block of River Road.

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Kevin Eng
Planner I

KE:cas



16,000 Block of River Road: Area Under Study

Original Date: 07/03/07

Revision Date: 08/30/07

Note: Dimensions are in METRES

March 22, 1988

Reply to the attention of
Barry Smith

Mr. Ian Chang
Planning Department
Township of Richmond
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Dear Mr. Chang:

Re: ALR Review: River Road Area - Richmond
Our File #59-0-87-21294

As indicated at the time of the Commission's consideration of the Richmond O.C.P., staff was instructed to undertake a detailed review of the River Road area of Richmond as outlined on the attached map. This has now been completed and involved discussions and on-site work with Ministry of Agriculture and Fisheries staff as well as on site visits by the Commission. In addition, information provided by Richmond staff concerning the study area was very valuable and appreciated.

Subsequent to the adoption of the O.C.P., a portion of the River Road area (22.6 hectares) was excluded from the ALR with the Commission's concurrence as part of "block application" #01-0-87-20796. The remaining area under review includes approximately 133 hectares. By and large the area rests between River Road and the C.N. Railway and is characterized by small parcel sizes relative to most areas of Richmond's ALR. There are some agricultural uses in the area interspersed with vacant land and non-farm uses causing varying degrees of debilitation in agricultural terms.

By Resolution #1014/87 the Commission wishes to forward the following recommendations regarding the River Road area. The recommendations are based on a combination of reasons including; current uses, parcel sizes, agricultural capability, road alignments and rights-of-way, degree of debilitation and potential for agricultural use where not now in existence. By way of an overview it was found that the general potential for agricultural use improved in the eastern portion of the study area; especially east of No. 8 Road.

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Page 2

Commission Recommendations (See attached map)

Area A: That an area directly east of the lands subject to application 01-0-87-20796 be considered for exclusion from the ALR.


Area B: That the lands between Area A and No. 8 Road be retained in the ALR at this time and that consideration be given by Richmond to designate the area for Agri-industrial and service uses thus taking pressure off other ALR lands for this form of use. Given locational circumstances it is felt that uses of this nature will be compatible with industrial lands developing to the west while also being a benefit to the agricultural community. Examples of uses the Commission has in mind would include, facilities similar to the existing B.C. Coast Vegetable Co-operative and B.C. Blueberry Co-op, other cold storage and agricultural warehousing, the sale and repair of farm equipment and, given the location of the railway, trans-shipment facilities for agricultural products.

Area C: That lands east of No. 8 Road be retained in the ALR for agricultural purposes.

If there are any questions regarding the above recommendations do not hesitate to contact the Commission accordingly.

Yours truly,

PROVINCIAL AGRICULTURAL LAND COMMISSION

Per  R. P. Murdoch, General Manager

BES/lv

cc: Ron Charles, Ministry of Agriculture and Fisheries
Abbotsford



City of Richmond
Engineering & Public Works

Memorandum

To: Mayor and Council
From: Tom Stewart, ASCT.
Manager, Sewerage & Drainage
Date: July 12, 2007
File:
Re: **River Road Infrastructure Condition Assessment**

At the Regular Council Meeting held July 9, 2007, Council received a delegation representing the residents of the 7000 blk River Road concerned with the possible affect heavy traffic could have on the infrastructure in the area. As a result, Council requested staff look into the condition of the assets on River Road between No. 6 Road and No. 8 Road.

Subsequently, staff has completed a preliminary condition assessment of the infrastructure on River Road between No. 6 Rd and No. 8 Road. The assessment is based on a review of record drawings to confirm dyke/road elevations, a visual inspection of the road to confirm its integrity, a visual inspection of the river bank armouring to confirm the overall condition, and a review of historical data regarding watermain breaks in the area.

The result of the assessment is as follows:

Road/Dyke

A review of the record drawings compared to the most recent survey generally confirms the road elevations have not significantly changed since January 2002. As well, a visual inspection of the area does not indicate any areas where there is the type of road base or asphalt failure one would expect from combination of inadequate road structure and heavy traffic loading.

Ditch

The integrity of the ditch appears to be satisfactory for this area. A visual inspection does not reveal any significant bank failure or sloughing that would normally be attributed to repetitive, heavy traffic loading. A review of the record drawings indicates the bank and elevations are relatively similar to the original design.

Watermain

The watermain, installed in 1991, is constructed of Poly Vinyl Chloride (PVC). The normal life expectancy of in service PVC pipe is around 75 years so it is reasonable to expect many more years of service. As well, a visual inspection of the valve boxes was conducted and it appears there has been no significant settlement or leaks that may be caused by repetitive, heavy traffic loading. Furthermore, the manufacturer allows for a small deflection at each pipe joint so even if the main was being subjected to dynamic loading it should be able to accommodate the resulting differential settlement.

River Bank Armour

The armour rock was inspected during the low tide of July 13, 2007. It appears the rock structure has maintained its integrity and there are no indications of sloughing or failures caused by repetitive, heavy traffic loading. As well, the armour rock is generally located well beyond the road/dyke right of way.

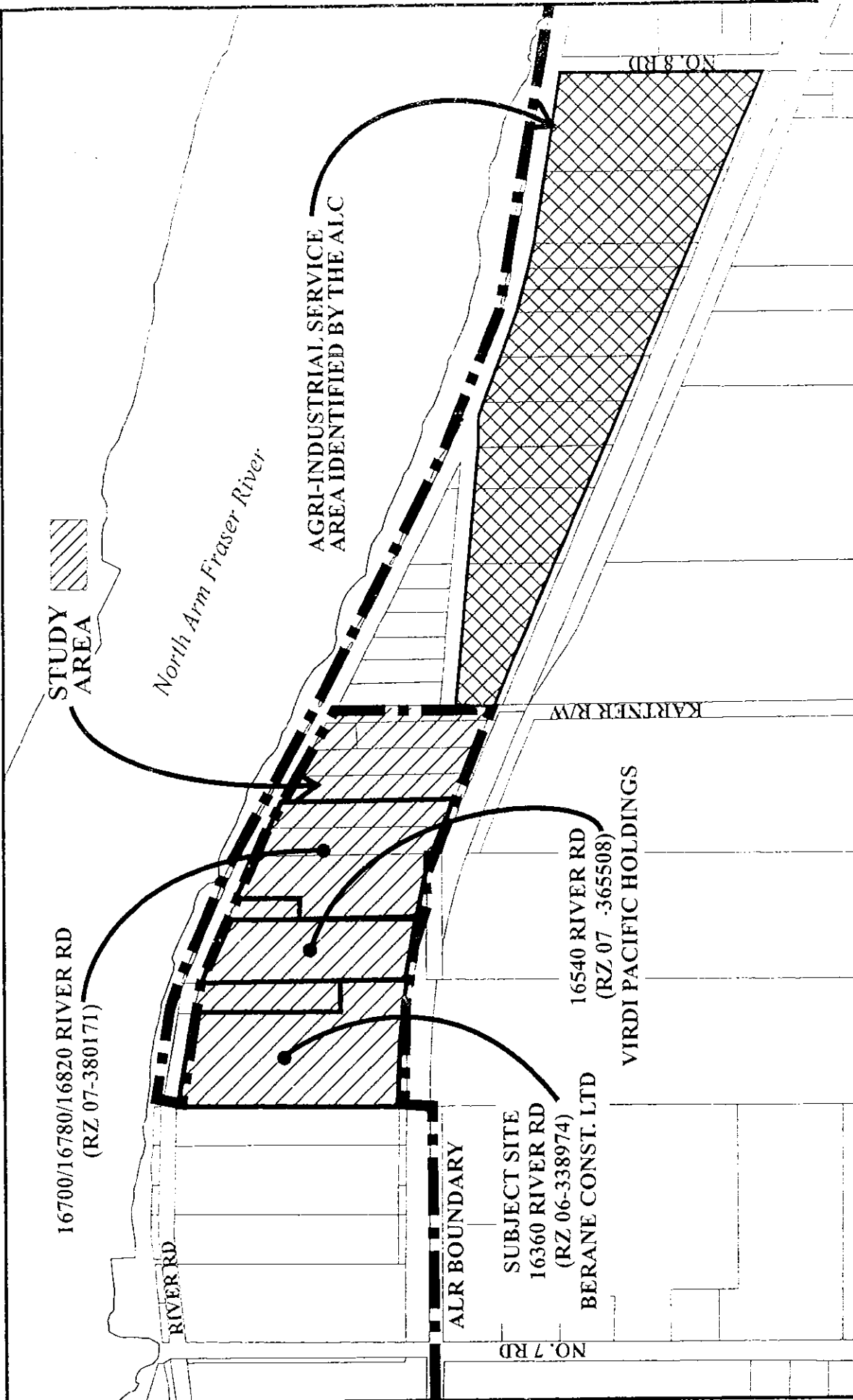
Conclusion

At this time it does not appear the traffic using River Road between No 6 Road and No. 8 Road is causing any significant deterioration to the infrastructure in this area.

Tom Stewart, ASCT.
Manager, Sewerage & Drainage

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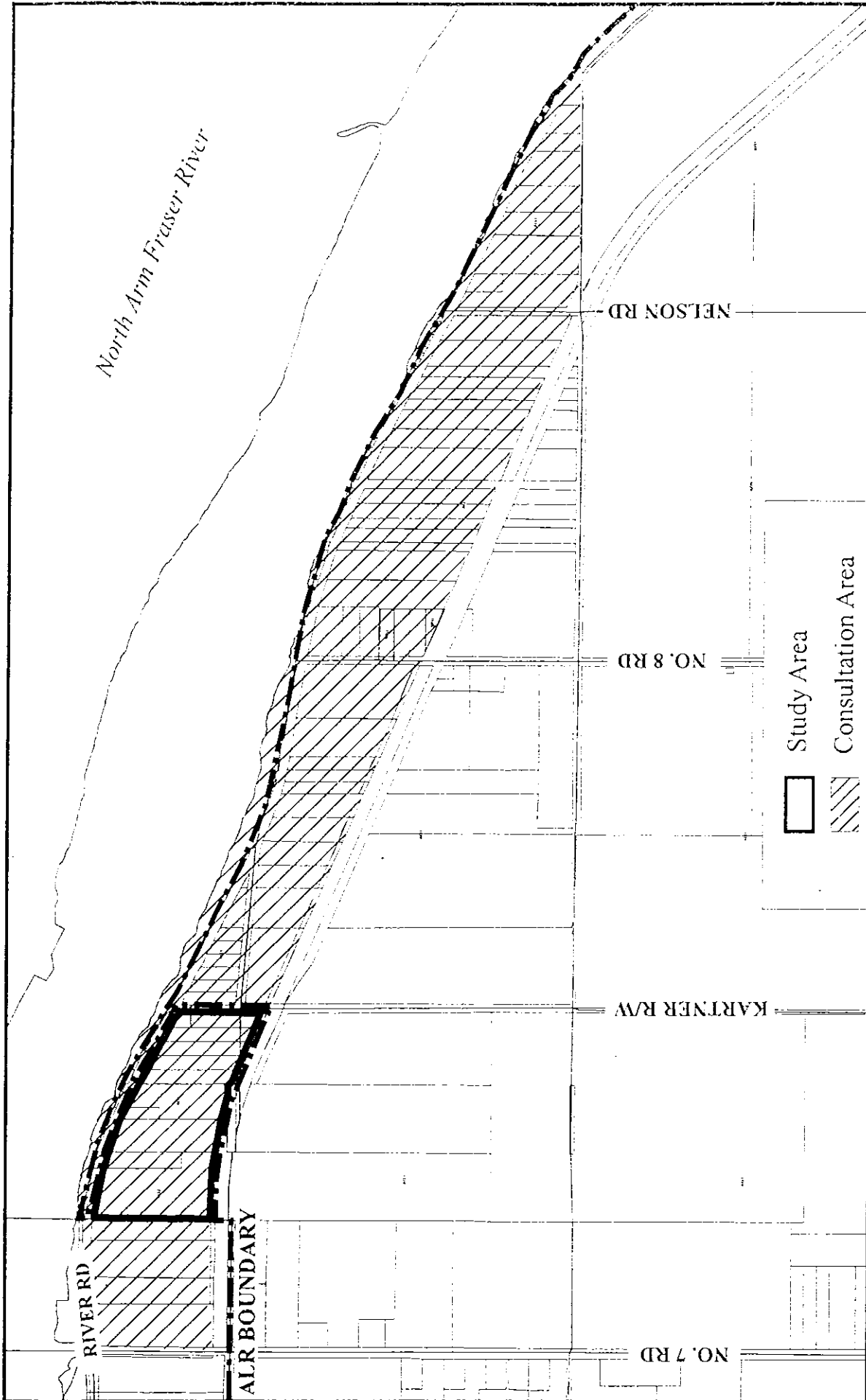
pc: TAG
Robert Gonzalez, P.Eng., Director of Engineering
Dave Semple, Director of Parks and Engineering Operations



Original Date: 07/03/07
 Revision Date: 09/05/07
 Note: Dimensions are in METERS

16,000 Block of River Road: Current Rezoning Applications





Original Date: 08/31/07
 Revision Date: 09/05/07
 Note: Dimensions are in METRES

Interim - Long-Term Action Plan: Consultation Area

