



REPORT TO COUNCIL

TO: Richmond City Council
FROM: Cllr. McNulty, Chair
Planning Committee

DATE: September 22, 2004
FILE: 4045-20-04-TR

RE: TRITES AREA REDEVELOPMENT GUIDELINES

The Planning Committee, at its meeting held on Tuesday, September 21st, 2004, considered the attached report, and recommends as follows:

COMMITTEE RECOMMENDATION –

- (1) *That the Trites Area be permitted to convert to residential uses over time based on market forces;*
- (2) *That, once updated, pages 82 and 92 of the report to Planning Committee (dated March 1, 1999 from the Manager of Land Use), be attached to the Trites Area Redevelopment Guidelines.*
- (3) *That the floodproofing guidelines be modified so that between properties floodproofing is compatible.*
- (4) *That the Trites Area Redevelopment Guidelines be approved to provide a framework to manage the redevelopment of the Area; and*
- (5) *That rezoning applications be processed according to the Trites Area Redevelopment Guidelines.*

Cllr. McNulty, Chair
Planning Committee

Attach.

VARIANCE

Please note that Committee added Parts 2 and 3 above.

Staff Report

Note: This is the same report that went to the September 21, 2004 Planning Committee meeting, except that minor changes have been made to reflect Planning Committee's recommendation. The changes include:

- clarifying the acreages of developed and undeveloped land;
- appending the interim and long-term plans from the 1999 Trites Area Plan to the proposed design guidelines; and
- clarifying the floodproofing requirements.

As per Planning Committee's direction, members of the former Trites Road Area Working Group, as well as residents along the north end of the Trites Area and Area developers, were notified in writing that this report would be considered at the September 27, 2004 Council meeting.

Origin

The purpose of this report is to respond to several Council and Planning Committee referrals regarding the Trites Area.

Previous Referrals

October 21, 2003

Staff presented a report that outlined a set of land use principles and policies for the Trites Road Area. Planning Committee passed the following resolution:

That the Trites Road Land Use Planning Principles and Policies (as outlined in Attachment 3 to the report dated October 10, 2003, from the Manager, Policy Planning) be referred to staff for further exploration of an industrial mix in the area.

Prior to the question being called direction was given to:

- i) amend the report to replace the words 'Principles and Policies' with the word guideline wherever practical;*
- ii) look at retaining some industrial use in the area;*
- iii) not applying the guidelines throughout the whole area but rather to smaller areas;*
- iv) maintain compatibility with the existing Agricultural Land Reserve guidelines on the other side of Andrews Road; and*
- v) provide information as to where the displaced light industrial uses could be relocated should the industrial uses be phased out.*

April 20, 2004

Staff presented a draft Light Industrial Management Policy for the London-Princess Area and Trites Area. Planning Committee passed the following resolution:

- (1) That the proposed "Draft Light Industrial Management Options for the London-Princess Area and Trites Area" be referred to staff to evaluate and report on the types of use which would be compatible from a service/commercial viewpoint and how much space was required; and*

(2) To report on the types of industrial services which could be accommodated in Steveston and other parts of the City.

August 23, 2004

An application for a three-storey over parking seniors' assisted living project at 12251 No. 2 Road was considered at a Public Hearing on August 23, 2004. Some area residents opposed the project, which was referred back to the applicant for re-design of the project.

At the Public Hearing, Council passed the following resolution:

That staff report on the timing of a community plan for the Trites Road area.

Consultation

Steveston Harbour Authority

On May 28, 2004, City Staff met with Steveston Harbour Authority (SHA) Staff and toured the SHA lands at the south end of Trites Road. The SHA has been exploring different ways to better utilize their land holdings and develop new revenue sources to help support its services to the fishing industry.

It appears that the SHA would be interested in accommodating light industrial, marine industrial and service commercial uses (not necessarily all marine related) in its existing buildings or, if there is demand, in new buildings on its land that is currently vacant. The SHA is also interested in discussing opportunities to partner with the City to utilize the City's Phoenix Net Loft, which has the potential of freeing up space in its existing buildings.

In doing so, SHA lands may become available to accommodate the various light industrial, marine industrial and service commercial uses that may be displaced from the Trites and London-Princess Areas. This would help to create additional revenue for the SHA which may enable it to provide lower fees to its fishing industry customers.

Developers and Industrial Property Owners

On June 14, 2004, Staff met with development stakeholders that included area industrial property owners, developers and the SHA (see **Attachment 1**), to gain a better understanding of the issues and challenges regarding the existing uses. The key points of the discussion are summarized below:

Suitability of Existing Buildings for Industrial Use

- Existing buildings are older and in disrepair, and have low ceiling heights and low deck levels.
- Existing buildings are ill-suited to the current space demands of light industry, which require upgraded utilities and costly tenant improvements.
- As the buildings are outdated, they are difficult to lease.

Economics

- Ongoing vacancies within existing buildings have affected the owners' abilities to upgrade and maintain the buildings.
- The rents, being low, are not enough to justify the substantial upgrading of the older buildings.
- The long-term viability of industry in this area is virtually impossible to achieve due to difficulties in securing tenants, the operational limitations and state of the buildings and the potential for residential-industrial conflicts.
- **Removing some of the industrial buildings in the area has actually helped to improve the viability of some of the remaining industrial buildings as tenants were able to relocate within the area and reduce vacancy rates.**
- The redevelopment of the Trites Area will not occur all at once; it will happen over time if existing industrial premises are not economically viable. This gradual transition will enable the market to respond and absorb businesses that seek relocation.

Location and Industrial Demand

- The Trites Area is not perceived as a desirable industrial location because it is remote and difficult to access.
- Some of the industries that have moved away from the area did so to obtain better road access.
- The future of industry is elsewhere (e.g., East Richmond) where properties have better access to freeways, the Border, etc.
- It is difficult to accommodate industrial uses, on a permanent basis, alongside residential uses because there will be conflicts between residents and businesses.
- The light industrial, marine industrial and service commercial uses in the Trites Area can be accommodated in the London-Princess area, Steveston Village, the Maritime Mixed Use area and on SHA lands.

Land Use

- There are already commercial uses on the Trites Area industrial zoned properties that should and could be elsewhere (e.g. Steveston Village, London-Princess, the Maritime Mixed Use precinct, on SHA lands).
- Steveston is a jewel of Richmond and its excellent residential setting should be enhanced.
- Residents, businesses and stakeholders need more certainty regarding land use and the future of the Trites Area.

Analysis

Light Industrial, Marine Industrial and Service Commercial Relocation Options

Staff has considered the relocation options available for light industrial, marine industrial and service commercial uses in the Steveston Area and the comments made by industrial property owners and stakeholders.

Staff note that industrial and service commercial uses are able to relocate to the following areas in the Steveston Area:

1. London-Princess Area – The Area Plan designated “Mixed Use” area is currently zoned I2 for light industrial uses. As redevelopment occurs, this “Mixed Use” area must have light industrial or commercial uses, at least on the ground floor. Residential and office uses may locate above the ground floor.
2. Steveston Village – The zoning throughout Steveston Village (C4 and C5) is capable of supporting a range of light industrial and service commercial uses. The uses currently found in the Trites Area could relocate to Steveston Village, thereby improving the viability of the Village.
3. Steveston Harbour Authority Lands – The Steveston Harbour Authority (SHA) currently has approximately 10.4 ha (25.6 acres) of land (vacant and built) at the foot of Trites Road. SHA staff have already provided an early indication that they would be interested in diversifying the uses on SHA land by accommodating a range of light industrial, marine industrial and service commercial uses. This could potentially benefit the SHA by enabling the generated revenue to possibly reduce their service fees to their fishing industry customers. The SHA lands offer a realistic opportunity to accommodate Trites Area light industrial, marine industrial, and service commercial uses.
4. Maritime Mixed Use Area – Approximately 1.1 ha (2.8 acres) of land along the waterfront of the former BC Packers site is designated for “Maritime Mixed Use”. The current zoning permits a range of maritime industrial and marine related businesses.
5. As individual sites redevelop, some uses can relocate, within the Trites Area to improve the viability of remaining properties.

Given that the transition of the Trites Area from industrial to residential uses would occur over a period of time, not all at once, Staff are comfortable that the market will be able to adjust to any existing Trites Area light industrial, marine industrial and commercial uses that require relocation.

Other areas in Steveston, including the London-Princess Area, SHA lands and the Maritime Mixed Use lands, have the potential to accommodate the relocation of the existing industrial and service commercial uses in the Trites Area.

Staff recommend that since there are other locations better suited for light industrial, marine industrial and service commercial uses, the Trites Area should be permitted to transition to residential uses based on market forces.

The Question of an Area Plan

Since the failure to adopt a Trites Area Plan in 1999, rezoning applications have been considered on a case-by-case basis, as directed by Council. It is understood that the area will develop in an incremental manner, where each proposal is evaluated to determine if it makes a contribution to overall land use compatibility and achieves an effective road network in the area.

Since the City started to consider and approve applications on an incremental basis, Staff note that, of the total 11 ha (28 acres) of industrial land in the Trites Area:

- 3.3 ha (8 acres) have been rezoned or redesignated for residential use; and
- 2.4 ha (6 acres) are currently under active application for residential use.

As a result, only the remaining 5.6 ha (14 acres) are currently zoned for industrial or single-family residential use with no current redevelopment applications. A detailed inventory of land are is included as **Attachment 2**.

Area residents have occasionally raised the question about whether an Area Plan will be prepared for the Trites Area to guide redevelopment on the remaining lands that are still currently zoned or designated for industrial use.

Staff note the following considerations:

1. The preparation of an Area Plan for such a limited remaining area will require a disproportionate and significant amount of Staff time and resources that would have to be diverted from other City approved projects currently underway;
2. All rezoning applications currently underway would not be processed until an Area Plan would be completed (e.g. minimum 4-6 months);
3. No new rezoning applications would be accepted until an Area Plan was completed;
4. One-third of the Trites Area has already been redesignated and rezoned for accepted residential uses;
5. 22% of the Trites Area is currently under application for rezoning, at Council's direction, and these applications, while not approved, appear compatible with community preferences (e.g. low density and low height townhouses);
6. The remaining currently industrial-zoned lands represent too small an area to warrant an area planning process and can be managed to be in keeping with community preferences;
7. The public process that has been associated with recent applications has provided a very good indication of resident issues and opinions on land use and development. This information can be utilized in future decision-making;
8. Prospective rezoning applicants have been required to fit their projects in with existing and recently approved new developments to ensure overall land use compatibility and a viable road pattern.
9. The use of guidelines to manage the redevelopment of the Trites Area are a viable alternative.

Based on the foregoing, Staff recommend that:

- an Area Plan not be prepared for the Trites Area; and
- guidelines, which reflect previous community input and decisions, be adopted to manage the transition and redevelopment of the Trites Area in an acceptable way.

Trites Area Redevelopment Guidelines

In 1999, after extensive public consultation and input, a Trites Road Area Plan (the third such plan) was proposed but never adopted. In 2003, staff drafted Trites Road Land Use Planning Principles and Policies which were also not adopted.

At this time, Staff, based on the previous work and current findings, recommend that a new set of guidelines entitled “Trites Area Redevelopment Guidelines” be approved (**Attachment 3**).

Parks Comments

In preparing these Guidelines, it is noted that the City’s Parks Department has advised that the provision of parkland within the Trites Area is not required. Parks will be exploring other opportunities for parkland elsewhere in southeast Steveston. The proposed Guidelines continue to envision the provision of a north/south pedestrian link between Southcove and Moncton Street, and an east/west pedestrian link between Trites Road and No. 2 Road.

Benefits of the Guidelines

- Balance and best coordinate community, developer and City interests;
- Continue the generally accepted Vision of:
 - single-family uses along the west side; and
 - multi-family uses along the east side;
- Build on previous community input, development proposals and Council decisions;
- Allow for the successful redevelopment transition of the Trites Area in a timely manner;
- Allow for rezonings to proceed;
- Minimize conflicts; and
- Achieve an attractive, livable area.

Removing Constraints

Staff acknowledge that the proposed Trites Area Redevelopment Guidelines may not completely satisfy every interest.

For example, in the past, the community has indicated that it does not wish to see high apartment buildings in this area (on the east side). This matter has been a constraint to the redevelopment and transition of the Trites area. There is one industrial property owner who, due to the good condition of existing industrial buildings, would require apartment densities in order for redevelopment in the foreseeable future to be economically viable.

To address this longstanding matter and complete the Trites Area planning process, Staff feel that it is appropriate to consider an apartment building, on the east side of the Trites Area, subject to the following conditions:

- the proposed Guidelines are achieved,
- any such development is on a limited and site specific basis,
- the proposal is away from existing older residential development,
- the proposal incorporates detailed design elements to make it compatible with adjacent land uses,
- the proposal achieves an appropriate transition of scale and building massing with respect to adjacent uses.

Retaining the flexibility to consider a limited, sensitively-designed apartment building in the area would help to create some housing variety in the area. It would also facilitate the redevelopment of the industrial buildings so that conflicts between industrial and residential uses would be removed in a timely manner.

Perspective and Summary

The redevelopment of the Trites Area has been debated extensively, with and without a formal Council approved community advisory committee, for approximately 10 years.

When discussions started, the community generally preferred low density development (e.g. single-family uses). Developers preferred higher density development (e.g. townhouses and apartments).

What emerged, over time, is the current generally accepted Vision of having:

- single-family development along the west side, and
- low density multi-family development along the east side.

Recently approved redevelopment has been managed to achieve this generally accepted Vision.

It is suggested that the proposed Trites Area Redevelopment Guidelines, if approved, can result in redevelopment which achieves the generally accepted Vision, compatible land uses and an effective road pattern.

In approving the proposed Guidelines, it is suggested that the community, developers and the City will have made significant progress towards achieving their objectives, balancing their interests and completing the Trites Area planning process.

It is for these reasons that the Guidelines are recommended.

Options for Next Steps

Staff have considered the following options regarding whether or not the proposed Guidelines should be referred to the community for comment.

Option 1- More Community Consultation

Description - Refer the proposed Guidelines for community comment, at open houses, and a report back to Council, prior to finalization.

Pros:

- Would ensure that public views are known.

Cons:

- The proposed Guidelines already reflect significant community input, including public comments regarding the most recent development proposals,
- May not result in new comments,
- Would take time.

Option 2- No Additional Community Consultation (Recommended)

Description – Do not refer the Proposed Guidelines for public comment, prior to finalization.

Pros:

- After the previously long and extensive community consultation process, most community views are known,
- The proposed Guidelines already reflect significant community input, including public comments regarding the most recent development proposals,
- Once the Guidelines are approved, community input, on specific proposals, is still ensured through the rezoning and public hearing process,
- Provides needed certainty for all, in a timely manner,
- Resolves this longstanding matter in a timely way.

Cons:

- Precludes additional community input on the proposed Guidelines.

Financial Impact

- The proposed Guidelines – none.
- For Area Plan preparation - would require approximately \$15,000.00 which has not been budgeted.

Summary of Findings

The key findings of this report are summarized below:

- Displaced light industrial, marine industrial and service commercial uses can be located within Steveston and elsewhere;
- The costs of undertaking an area planning process have not been budgeted.
- The approval of the proposed Trites Area Redevelopment Guidelines is the best approach to managing redevelopment in the Trites Area, in a timely manner.



Janet Lee
Planner 2
(4108)

JL:cas

**List of Industrial Property Owners and Developers
Who Attended the June 14, 2004 Meeting
Regarding Trites Area Redevelopment Possibilities**

- Olga Ilich, Suncor Development Corporation
- Kush Panatch, Centro Developments Ltd.
- Hershey Porte, Porte Realty
- Dana Westermarck, Oris Development Corporation
- Steve Kurrein, Progressive Construction Ltd.
- Alison Davies, Progressive Construction Ltd.
- Bob Baziuk, Steveston Harbour Authority
- Lorne Herzog, Herzog Leasing

- Terry Crowe, Manager, Policy Planning, City of Richmond
- Janet Lee, Planner, City of Richmond

TRITES AREA LAND INVENTORY

Developed Sites	Site Area	Land Use
5999 Andrews Road	12,020 m ² (2.97 acres)	Townhouses
12240 Trites Road	8,418 m ² (2.08 acres)	Single-Family Housing
12320 & 12340 Trites Road	12,141 m ² (3.0 acres)	Single-Family Housing
<i>Total Developed Sites</i>	<i>32,579 m² (8.05 acres)</i>	
Sites Currently Under Application		
12320 & 12340 Trites Road	8,094 m ² (2.0 acres)	Single-Family Housing (proposed)
12311 No. 2 Road	9,713 m ² (2.4 acres)	Townhouses (proposed)
12251 No. 2 Road	6,192 m ² (1.53 acres)	Townhouses (proposed)
<i>Total Sites Currently Under Application</i>	<i>23,999 m² (5.93 acres)</i>	
Sites Not Currently Under Application		
Moncton Street residential properties	24,809 m ² (6.13 acres)	Single-Family Housing
12351 No. 2 Road	8,094 m ² (2.0 acres)	Industrial
12417 – 12491 No. 2 Road	23,432 m ² (5.79 acres)	Industrial
<i>Total Sites Not Currently Under Application</i>	<i>56,335m² (13.92 acres)</i>	
Total Land Area in Trites	112,913 m² (27.9 acres)	

TRITES AREA REDEVELOPMENT GUIDELINES

1. Purpose

The Trites Area Redevelopment Guidelines are to guide the redevelopment of the Trites Area bounded by Trites Road on the west, No. 2 Road on the east, Andrews Road on the south and Moncton Street on the north (**Appendix 1**).

2. Vision

The Vision for the Trites Area is:

- North side single family;
- West side: single-family uses;
- East side: multiple-family uses;

3. Timing and Phasing

- The redevelopment and the transition of the Trites Area will be market-driven and occur in phases.
- In the short-term, development phasing may occur as shown in **Appendix 2**.
- Over the long term, redevelopment may occur as shown in **Appendix 3**.

4. Land Use

- North side (along Moncton Street): Single-family uses.
- West side (along Trites Road): Single-family uses.
- East side (along No. 2 Road): Multiple-family uses:
 - Encourage a mix of two-storey townhouses (two levels total, including residential and parking) and three-storey townhouses (three levels total, consisting of two levels of residential over a level of parking), and affordable housing for families and seniors.
 - Apartments (three to four levels of residential over a level of parking) are not encouraged, but may be considered, only on a limited, site specific basis, subject to the following conditions:
 - the proposed Guidelines are achieved,
 - any such development is on a limited and site specific basis,
 - the proposal is away from existing older residential development,
 - the proposal incorporates detailed design elements to make it compatible with adjacent land uses, and
 - the proposal achieves an appropriate transition of scale and building massing with respect to adjacent uses.

5. Form and Character

- Developments within the Trites Area shall address and respect adjacent existing developments in both form and character. In particular, the height and character of new buildings along the northern and western edges in the Trites area, of the site should be similar to adjoining or facing buildings.
- The existing deep single-family lots (5460 to 5620 Moncton Street) are not to be precluded from realizing redevelopment potential.

6. Buffers

- Development timing and methods may be subject to the provision of interim and permanent buffers, roadways, public open space, servicing, utility corridors, property consolidations, etc.
- Structures along No. 2 Road shall be set back from the property line along No. 2 Road to establish a tree-lined urban/rural buffer. New developments adjacent to the ALR will be required to register a restrictive covenant to prevent the removal of the landscape buffer and to notify future residents of the potential impacts from normal farm activities (noise, dust, odour, spraying, etc.).
- Residential uses that are adjacent to or across a lane or street from existing industrial uses shall be buffered with a combination of trees, landscaping, solid fencing and open space.
- New developments adjacent to industrial uses will be required to register a restrictive covenant for noise attenuation and visual impact, and to notify future residents of the proximity of any industrial uses.

7. Roads and Access

- Limit new road access by allowing only up to two roadway accesses to Trites Road, Andrews Road and No. 2 Road.
- Maximize the provision of lanes in order to reduce front driveway access points, particularly for properties along Trites Road, Andrews Road, No. 2 Road and Moncton Street.
- Permit selected temporary road accesses during the transition period to allow for the redevelopment of properties which would otherwise be unable to develop in a manner consistent with the intent of these guidelines.
- Implement traffic calming measures at strategic locations in and immediately around the Trites Area.

8. Pathways and Trails

- A network of pedestrian pathways in the Trites Area shall integrate with existing open space networks in the surrounding neighbourhoods. In particular, encourage the development of a north/south pedestrian link between Southcove and Moncton Street, and an east/west pedestrian link between Trites Road and No. 2 Road.

9. Community Amenities

- Community amenities (e.g. child care, affordable housing) shall be encouraged.

10. Floodproofing

- Require new developments to comply with the City's floodproofing requirements.
- The floodproofing of new developments should be compatible with neighbouring new and existing developments.

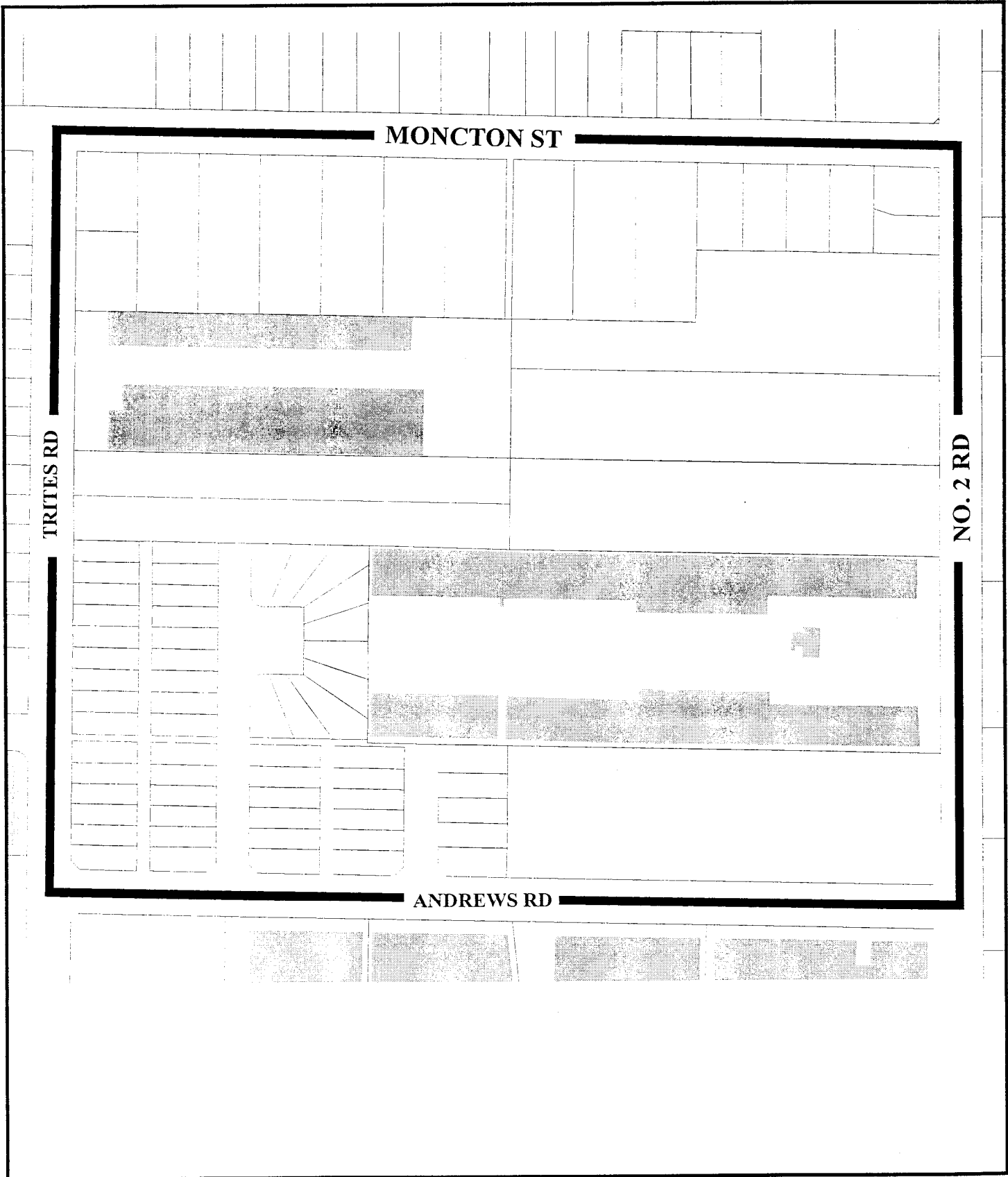
11. Services

- Ensure that appropriate upgrades to the storm sewer system, sanitary sewer system, hydro, telephone, and other utilities are made in conjunction with the redevelopment of the area and that these upgrades are in accordance with City standards and with the City's five year capital plan.
- Encourage the underground wiring of hydro and telephone lines within the redevelopment area.
- Ensure that provisions for transit are made in the design of road improvements in the area.

12. Open Space

- Establish a tree-lined boulevard and sidewalk system along the north side of Andrews Road, the east side of Trites Road, and on both sides of all internal local roads.
- Ensure adequate improvements on No. 2 Road to enhance the streetscape and improve traffic flow as redevelopment occurs. This includes the provision of a tree-lined urban/rural buffer along No. 2 Road between Andrews Road and Moncton Street.

Prepared by:
Policy Planning Department
City of Richmond

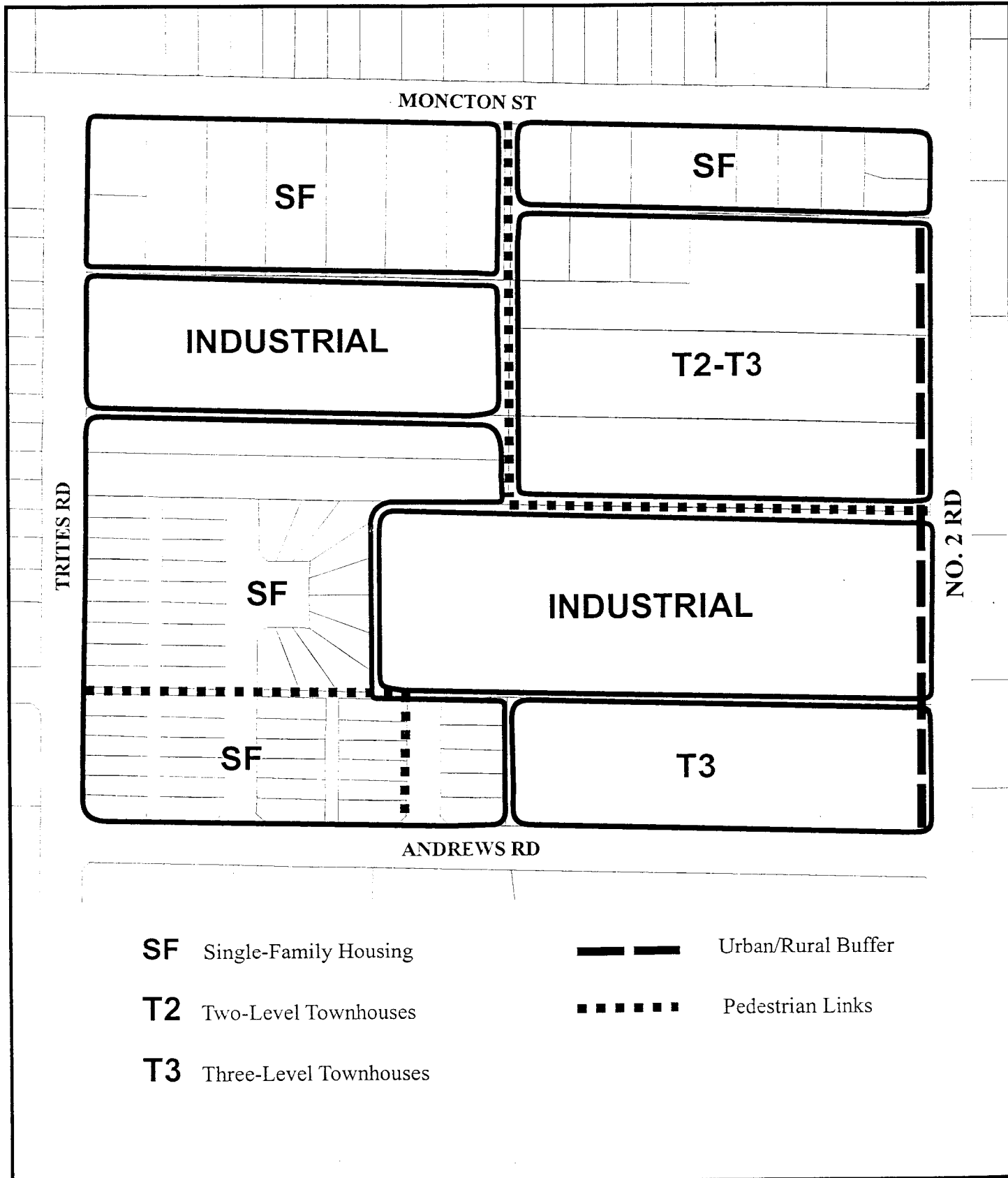


Trites Area Redevelopment Guidelines

Adopted Date: 09/14/04

Amended Date:

Note: Dimensions are in METRES



SF Single-Family Housing

— — — — Urban/Rural Buffer

T2 Two-Level Townhouses

•••••• Pedestrian Links

T3 Three-Level Townhouses

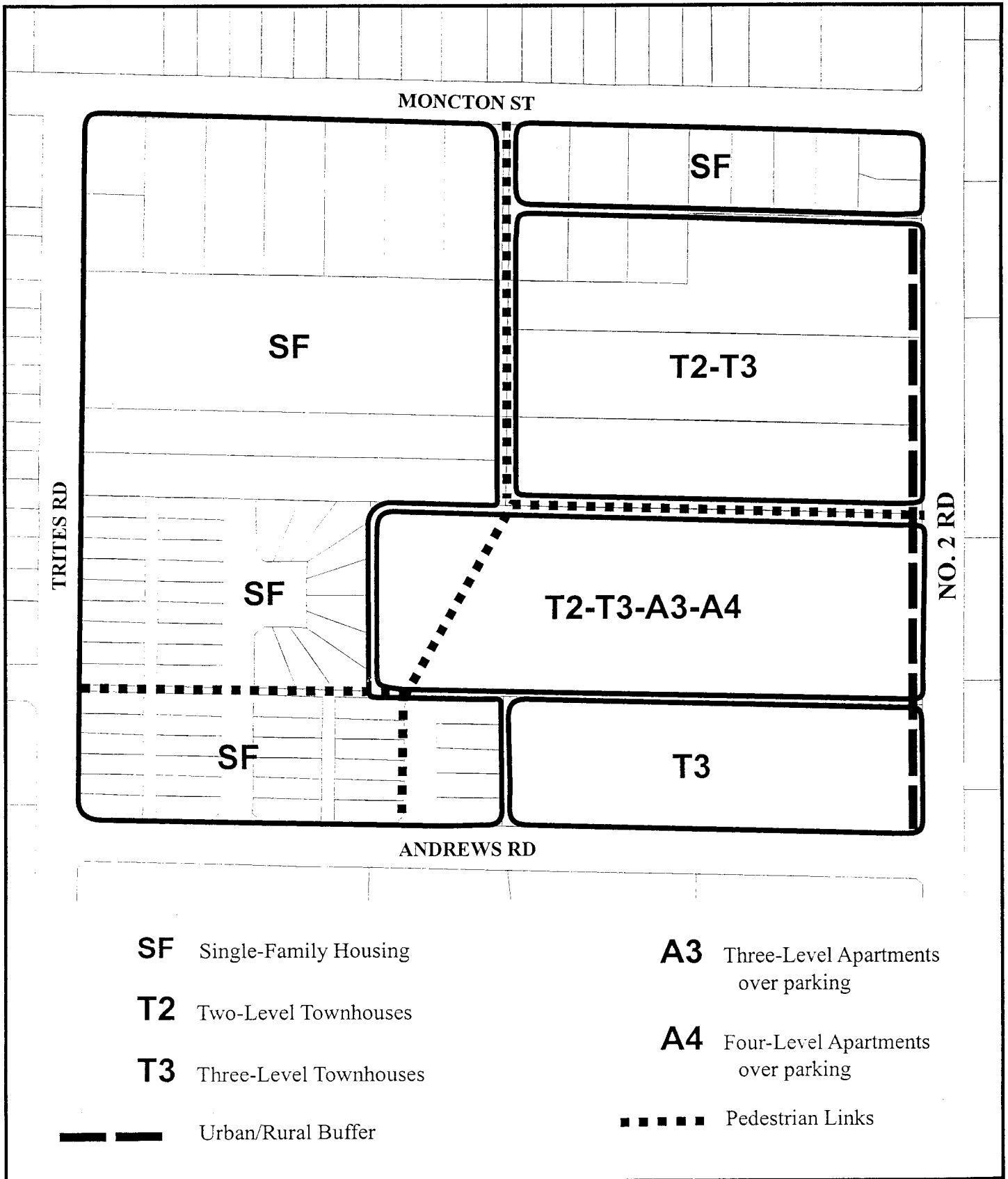


Interim Vision Trites Area

Adopted Date: 09/22/04

Amended Date:

Note: Dimensions are in METRES



Long-Term Vision Trites Area

Adopted Date: 09/22/04

Amended Date:

Note: Dimensions are in METRES