



# City of Richmond

## Report to Committee Planning and Development Department

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

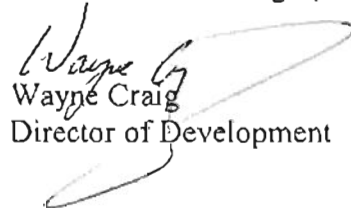
**Date:** November 20, 2012  
**File:** RZ 12-603740


Victor Wei, P. Eng.  
Director, Transportation

**Re:** 2012 River Road and No. 7 Road Traffic Counts and Application by Dagneault Planning Consultants Ltd. for Rezoning at 16700 River Road from Agriculture (AG1) to Industrial Storage (IS1)

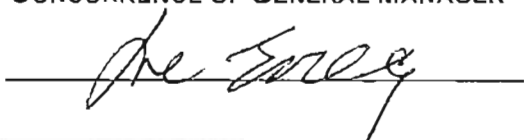
### Staff Recommendation

1. That the Interim Action Plan (amended by Council in 2008) continue to be endorsed to allow for the consideration of rezoning applications for commercial truck parking, outdoor storage and supporting uses in the 16,000 block of River Road.
2. That Bylaw 8979, for the rezoning of 16700 River Road from "Agriculture (AG1)" to "Industrial Storage (IS1)", be introduced and given first reading.

  
Wayne Craig  
Director of Development

  
Victor Wei, P. Eng.  
Director, Transportation

WC:ke

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Community Bylaws RCMP	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	

## Staff Report

### Purpose

This report:

1. Informs Council on truck traffic counts taken in 2012 along River Road (east of Nelson Road) and No. 7 Road (between Bridgeport Road and River Road) and examines the Interim Action Plan to determine if any revisions to permitted interim uses (i.e., truck parking) are necessary as directed by Council on January 23, 2012.
2. Brings forward an application at 16700 River Road to rezone the subject site to allow commercial truck parking and outdoor storage in compliance with the provisions of the Interim Action Plan (recommended for continued endorsement by Council with no revisions).

### Background Information – Council Referrals for the 16,000 Block of River Road

On January 23, 2012, the following Council referral was made in relation to the 16,000 block of River Road:

*That:*

1. *The "Interim Truck Parking Action Plan (Interim Action Plan), as amended by Council in February 2008, be continued until the end of 2012 to allow for consideration of further rezoning applications for commercial vehicle parking and storage within the plan area in the 16,000 block of River Road;*
2. *A daily traffic count be undertaken over two (2) one-week periods on No. 7 Road (between Bridgeport Road and River Road) and on River Road (East of Nelson Road) in 2012 either by the City or by future applicants' consultants, to the satisfaction of City staff, as part of the rezoning applications that facilitate commercial vehicle parking and storage within the Plan area;*
3. *Staff report back to Planning Committee with an update on such a daily traffic count trends by the end of 2012 to consider the option of amending the Interim Action Plan to allow only commercial outdoor storage and not commercial vehicle parking in the short term, depending on the City's review of traffic counts in 2012;*
4. *The existing 1999 OCP "Business and Industry" designation and policies allowing for a range of long-term intensive industrial uses for the 16,000 block of River Road as well as the agri-industrial uses set out in the Long-Term Action Plan be considered for inclusion in the proposed, updated OCP; and*
5. *The City send a letter to Port Metro Vancouver regarding the shortage of truck parking in the City of Richmond, inquiring about opportunities for truck parking on Port land.*

The first section of this report addresses the first three (3) parts of the Council referral.

Staff have confirmed that the 2041 Official Community Plan designates the 16,000 block of River Road for industrial uses (which includes allowances for agri-industrial uses) over the long-term, which responds to item 4 of the Council referral.

In response to Item 5 of the Council referral, City staff have contacted Port Metro Vancouver (PMV) staff about commercial truck parking opportunities on Port land. PMV staff noted that

they have liaised with existing tenants and parking companies to establish a truck parking facility; however, preliminary investigations do not show economic viability for such an activity. PMV staff also identified that some commercial trucks have been illegally parking on Port land in the past and that a program to evict and monitor this has been implemented. In the long-term, it is not envisioned that PMV will be engaging in leasing land or future development sites for commercial truck parking or storage.

#### **Timeline and Rezoning Applications for Truck Parking in the 16,000 Block of River Road**

- 2008 – Richmond City Council approves the Interim and Long-Term Action Plan for the 16,000 block of River Road, to process and consider rezoning applications for interim uses, such as truck parking and unenclosed outdoor storage. These interim uses are considered appropriate for this area as it is designated for “Industrial” in the 2041 Official Community Plan, with the potential for intensive light industrial development (manufacturing and warehousing) when the necessary City services and transportation infrastructure is available.
- September 2010 – Richmond City Council approves unrestricted truck parking for 16780 River Road.
- 2011 – City staff undertake a Council directed review of the Interim Action Plan and overall truck parking strategy in the 16,000 block of River Road.
- November 2011 – Richmond City Council approves truck parking (with restriction on number and type of trucks) and a limited area light industrial building for 16540 River Road.
- January 2012 – Richmond City Council reaffirms the Interim Action Plan for truck parking and outdoor storage rezoning applications in the 16,000 block of River Road as a result of the City staff review conducted in 2011. Staff were also directed to undertake traffic counts and report back to Council.
- July 2012 – Approval of a Zoning Text amendment for 16540 River Road (ZT 12-610945) that removes the previous truck parking restrictions (i.e., maximum of 40 trucks; linkage to Richmond agricultural operation; prohibition of parking of dump trucks) placed on the subject site.

#### **Findings of Fact**

##### Rezoning Applications in the 16,000 Block of River Road

The map contained in **Attachment 1** outlines the approved and in process rezoning applications in the 16,000 block of River Road. A total of four (4) applications have been submitted in this area to date. Two (2) rezoning applications are currently in process at 16700 River Road (RZ 12-603740; being brought forward in this report) and 16360 River Road (RZ 10-523713; Berane application in process).

##### Community Bylaw – Commercial Vehicle Enforcement Measures Along River Road

On May 28, 2012, Council considered and endorsed a report that provided information on commercial vehicles along River Road and No. 7 Road and related enforcement measures being undertaken by Community Bylaws and the RCMP (refer to **Attachment 2** for a copy of the report from Community Bylaws). The information and recommendations contained in this report on traffic counts and rezoning proposal at 16700 River Road does not impact any of the initiatives and enforcement measures being undertaken by Community Bylaws.

### 1. Traffic Count Data: River Road and No. 7 Road

This section of the report provides information on traffic counts for River Road (east of Nelson Road) and No. 7 Road (between Bridgeport Road and River Road) in 2012. Refer to **Attachment 3** for a map of traffic count locations and surrounding road network map for reference purposes. Through the Interim Action Plan for truck parking on River Road properties, traffic control measures were implemented for each approved site to ensure that commercial truck movements did not utilize the following routes to get to and from truck parking sites:

- River Road east of 16,000 block (existing vehicle weight restrictions in place).
- No. 7 Road south of River Road (existing westbound-to-southbound truck turning restrictions in place at No. 7 Road / River Road).

Trucks travelling to and from approved truck parking sites in the 16,000 block of River Road would therefore utilize River Road, travelling west of No. 7 Road to No. 6 Road, which enables access to other transportation thoroughfares and highways.

#### River Road and No. 7 Road Traffic Count Data

##### *River Road east of Nelson Road*

Date	Average Daily Total Number of Trucks (24 hour period)
April 2006 (7 day period)	68
September 2010 – Rezoning approved for 16780 River Road	
January 2011 (7 day period)	59
November 2011 – Rezoning approved for 16540 River Road	
April 28, 2012 to May 5, 2012 (7 day period)	35
September 27, 2012 to October 4, 2012 (7 day period)	59

##### *No. 7 Road between Bridgeport Road and River Road*

Date	Average Daily Total Number of Trucks (24 hour period)
March 2010 (7 day period)	26
September 2010 – Rezoning approved for 16780 River Road	
September 2011 (7 day period)	19
November 2011 – Rezoning approved for 16540 River Road	
April 28, 2012 to May 5, 2012 (7 day period)	16
September 27, 2012 to October 4, 2012 (7 day period)	14

#### Assessment of Traffic Data

Based on the two weekly truck traffic counts undertaken in 2012, there is no observed increase in truck movements along River Road east of Nelson Road or No. 7 Road (between Bridgeport Road and River Road). In fact, the truck traffic numbers show some decrease compared to

traffic counts conducted in April 2006 and January 2011 for River Road and March 2010 and September 2011 for No. 7 Road.

The traffic data for River Road in 2012 indicated that truck movements have remained steady and decreased overall from 68 trucks per day in April 2006 to 35 (49% reduction) and 59 (13% reduction) trucks per day in April/May 2012 and September/October 2012 respectively.

The traffic data for No. 7 Road in 2012 indicate that truck movements have reduced overall since data collected in March 2010 from 26 trucks per day to 16 and 14 trucks per day counted during the two periods in 2012, which is an approximate 40% reduction since traffic data collection commenced in March 2010 for No. 7 Road. Furthermore, the volume of trucks on River Road and No. 7 Road is not considered to be high compared to truck volumes on other major roads.

### **Analysis of Truck Traffic Data and Approved Truck Parking Sites**

Two rezoning applications (16780 and 16540 River Road) have been approved for truck parking along this portion of River Road. 16780 River Road has been utilized for commercial truck parking since the rezoning was approved in September of 2010. Although 16540 River Road was approved for truck parking in November 2011, this site has not been used intensively for this activity because of existing truck parking limitations imposed through the rezoning when it was first approved in November 2011. As a result of the Zoning Text (ZT 12-610945) amendment approved in July 2012, the previous truck parking limitations were removed. Based on recent site visits at 16540 River Road, a small number of trucks were parked on the site, but is not yet being intensively used for truck parking. Staff anticipate that use of 16540 River Road for vehicle parking will increase in the near future.

For 16780 and 16540 River Road, traffic control measures using physical channelization at the access points were implemented to ensure all trucks utilizing these properties for parking and storage only travelled on portions of River Road west of the driveway entrance for each site out to No. 6 Road.

Therefore, three separate traffic counts were conducted on River Road and No. 7 Road since the first truck parking application was rezoned in September 2010. The traffic data indicates that there has been no increase in truck volumes on either River Road or No. 7 Road. In fact, there had been slight decreases in volume observed. As a result, the traffic data indicates that trucks parking on approved sites in the 16,000 block of River Road are adhering to routes to and from the west along River Road to No. 6 Road and that the traffic control measures implemented for each rezoned site are working effectively.

### **Future Traffic Counts**

In the 16,000 block of River Road, staff anticipate that additional truck parking operations will continue based on the existing sites already rezoned and two in-process applications at 16700 River Road (RZ 12-603740) and 16360 River Road (RZ 10-523713). As a result, Transportation staff will continue to undertake traffic counts at the same locations on River Road east of Nelson Road and No. 7 Road between Bridgeport Road and River Road for the next two years (i.e., 2013 and 2014). Future traffic data collected will be examined based on previous trends and also

compared to approved and operational truck parking sites. Staff will update Council of any significant changes or increases in truck traffic volumes along these routes.

### **Traffic Data and the Interim Action Plan for Truck Parking**

The direction from Council at the January 23, 2012 Council meeting was to continue to utilize the Interim Action Plan to process proposals for truck parking and outdoor storage until the end of 2012 and also gather truck traffic data through 2012 to determine if provisions of the Interim Action Plan require revision to only allow uses that do not generate daily truck traffic (i.e., outdoor storage uses only).

Based on the traffic data collected for 2012 and comparing it to previous years, there is no indication that truck traffic volumes are increasing on the subject sections of River Road and No. 7 Road as a result of approved truck parking sites in the 16,000 block of River Road. In fact, traffic data shows a decrease in truck traffic volumes for both areas. Future traffic counts conducted in 2013 and 2014 will also assist staff to determine if truck traffic volumes continue to decline or remain stable as exhibited from past traffic counts. As a result, there is no justification to revise the Interim Action Plan to limit or restrict truck parking activities.

### **Summary Analysis and Recommendations**

No observed increase in truck traffic is evident along River Road (east of Nelson Road) and No. 7 Road (between Bridgeport Road and River Road) since approval of the first truck parking rezoning at 16780 River Road in September 2010.

The commercial vehicle trucking sector has consistently identified the need for designated truck parking sectors within Richmond and support the 16,000 block of River Road as an area that can accommodate truck parking as an interim use. The commercial trucking sector is also supportive of implementing traffic control measures to ensure travel of vehicles is along appropriate routes.

Therefore, staff recommend that no revisions be made to the truck parking strategy in this area and Council continue to endorse the Interim Action Plan to process rezoning proposals for interim uses (truck parking, outdoor storage, limited support buildings) for the 16,000 block of River Road.

If future traffic counts present a significantly different pattern and increase in truck volumes on the subject sections of River Road and No. 7 Road from previous years, City staff will update Council and present options on the Interim Action Plan for consideration by Council.

## **2. Rezoning Application at 16700 River Road (RZ 12-603740)**

Dagneault Planning Consultants Ltd. has applied to the City of Richmond for permission to rezone 16700 River Road (**Attachment 4**) from Agriculture (AG1) to Industrial Storage (IS1) to permit commercial vehicle truck parking and outdoor storage on the subject site.

### **Project Description**

The subject property contains an existing 1 storey building (trailer home) on the north portion of the property along River Road. A 15 m Riparian Management Area also exists along the site's River Road frontage due to the open canal running between the subject site and River Road. The

remainder of the site is primarily vacant and has been elevated from past fill activities, which have been confirmed by the owner and environmental consultant that conducted an environmental assessment on the property. A majority of the property contains fill that has been graded level, compacted and covered with gravel (**Attachment 5 – Site Plan**).

The total area of the site is 16,567 sq.m (4.1 acres). There is an existing culvert crossing providing access to the property from River Road. The rezoning proposal involves use of the site for commercial vehicle parking of trucks, tractor-trailers and dump trucks primarily and longer-term, outdoor storage of recreational vehicles, boats, construction equipment, shipping containers and other goods.

Based on the total size of the property, the applicant estimates that a maximum of approximately 100 vehicles (combination of trucks, trailers, recreational vehicles) can be stored on the property at one time. However, the applicant's proposal estimates that approximately 60% of these vehicles will consist of trucks, tractor-trailers and dump trucks to be parked on the site, with the remaining balance being utilized for longer term outdoor storage of boats, recreational vehicles, containers and general goods. The ratio of the site to be utilized for truck parking (with daily traffic movements) and long-term storage will fluctuate based on the demand for each use and operational decisions of the owners.

There is also a single-storey residential building located on the north portion of the property that will be utilized as a residential security operator unit to support the proposed activities. This building was constructed with appropriate building permits for residential use in 1996 and is currently occupied by a tenant, who oversees the property. As a result, no upgrades or additional work to the building are required based on continued use as a residential caretaker unit.

### **Findings of Fact**

A Development Application Data Sheet providing details about the development proposal is contained in **Attachment 6**.

Community Bylaws staff have confirmed that the subject property is in compliance with Agriculture (AG1) zoning. No commercial vehicles or trucks have been stored on the property during the processing of the rezoning application.

### **Surrounding Development**

To the North: River Road and the foreshore of the Fraser River.

To the East: An Industrial Storage (IS1) zoned property that contains a truck parking operation and supporting residential security operator unit at 16780 River Road (RZ 09-503308; Approved in September 2010).

To the South: An existing rail right-of-way and active rail line. Further south are Agriculture (AG1) zoned properties contained in the Agricultural Land Reserve.

To the West: A Light Industrial (IL) zoned property that contains some commercial vehicle parking uses and a single-family dwelling being utilized as a residential security operator unit at

16540 River Road (RZ 10-524476; Approved in November 2011). To the northwest of the subject site, a property containing a single-family dwelling zoned Agriculture (AG1).

### **Related Policies & Studies**

#### Official Community Plan

The proposed land use designation in the 2041 Official Community Plan is “Industrial”. The truck parking and outdoor storage uses proposed in the rezoning is consistent with the “Industrial” land use designation contained in the 2041 OCP.

#### Agricultural Land Reserve Status

The subject property and entire 16,000 block of River Road is not contained in the Agricultural Land Reserve (ALR). An ALR block exclusion for properties within the 16,000 block was approved in 2000. Remnant Agriculture (AG1) zoning exists for properties that were excluded from the ALR as it is up to each individual property owner to submit applications to rezone.

#### Interim and Long-Term Action Plan (16,000 Block of River Road)

Truck parking and outdoor storage uses are consistent with the Interim Action Plan strategy for this area originally approved by Council in 2008 (**Attachment 7**). As a result of a staff review of the strategy in 2011, Council agreed to continue processing rezoning applications for interim truck parking and outdoor storage uses in accordance with the provisions of the strategy and report back at the end of 2012 on traffic counts and to determine if any necessary revisions to the overall strategy are required. This was addressed in the first section of this report, which recommended no revisions to the Interim Action Plan and that rezoning applications continue to be reviewed in accordance with the provisions of the strategy. Therefore, the rezoning proposal at 16700 River Road complies with the allowance of interim land uses (truck parking and outdoor storage) so long as the proposal addresses all relevant components of the Interim Action Plan to be discussed in forthcoming sections of this report.

The Interim Action Plan requires individual rezoning applications to be submitted for interim uses. In the future, the Long-Term Action Plan and zoning restrictions implemented now as part of the interim use strategy will require additional rezoning applications to be submitted for more intensive light industrial uses when City services and supporting transportation infrastructure can be implemented in conjunction with development.

The Interim Action Plan also required rezoning applications to submit the necessary traffic impact and assessment study, environmental assessment and preliminary landscape buffer plan completed by the appropriate professionals. Staff confirm that the above referenced studies and materials have been submitted to the satisfaction of City staff.

### **Examination of Issues**

#### Proposed Zoning

The subject site is proposed to be rezoned to the Industrial Storage (IS1) zoning district, which is a subzone that only allows commercial vehicle parking, outdoor storage, a residential security operator unit and accessory uses (i.e., supporting office) as permitted uses. This zoning approach enables the property to be utilized for the above referenced interim uses, while restricting other forms of intensive industrial development and activities.



Proposed zoning also places a restriction on density at 0.08 Floor Area Ratio (FAR) and 8% lot coverage, to limit the amount of building related development on the subject site. Based on the large total area of the subject parcel, the 0.08 FAR permits a maximum buildable area of approximately 1,200 sq. m (12,917 sq. ft). However, any new buildings to be developed on the subject site are required to comply with the limited uses (i.e., residential caretaker and/or accessory office).

Restrictions on the type of goods that can be stored outside are also included in the Industrial Storage (IS1) subzone. In particular, outdoor storage activities cannot exceed a height of 4.5 m (15 ft.) and materials that are hazardous, capable of being transferred by the elements and that would pose a negative impact to surrounding areas are not permitted.

The Industrial Storage (IS1) zoning district was implemented on the neighbouring property to the east at 16780 River Road (Quadra Coast Carriers; RZ 09-503308), which is used for commercial truck parking.

#### Engineering Capacity Analysis

An engineering capacity analysis is not required for this rezoning application as minimal buildings and site modifications are required that would impact City services (storm, water and sanitary). City sanitary sewer service does not currently service this area; therefore no analysis is required.

#### Statutory Right-of-Way for Dike and Utility Purposes

A 10 m wide statutory right-of-way (SRW) for dike and utility purposes is also required along the subject site's entire north property line (River Road frontage). The existing dike is generally aligned with River Road at this location. The 10 m wide SRW is being secured through this rezoning proposal in the event that the City requires dike or utility related works in the future. A small portion of the existing building on the property will encroach into the SRW to be secured through the rezoning. Provisions to address the encroachment are discussed in a forthcoming section of the report.

#### Transportation Requirements

A traffic impact and assessment study was submitted by the consulting transportation engineer in support of the truck parking and outdoor storage proposal. City Transportation staff support the recommendations of the report to implement traffic control measures to restrict commercial vehicle movements to and from the subject site. The following is a summary of transportation requirements associated with the rezoning at 16700 River Road based on the provisions of the Interim Action Plan, submitted traffic study and issues specific to the proposal.

- Modification of the access to the subject site to only permit eastbound to southbound (right-in) and northbound to westbound (left-out) for all commercial trucks, tractor-trailers and dump-trucks to prevent truck travel on River Road east of the site's driveway.
  - Submission and approval (by Transportation staff) of an access design that adheres to the above conditions.
  - The approved access design is required to be constructed and inspected by Transportation Division staff.

- Preliminary design work was conducted by the proponent's transportation consultant to determine the extent of works required to the River Road access to implement the traffic control measures. Based on the existing culvert crossing's geometry and width, the consultant has identified that a new crossing or significant widening of the existing structure will be required.
- 20 m wide road dedication along the subject site's entire south property line for the purposes of a future new industrial road to service properties in the 16,000 block of River Road. Implementation and construction of a new industrial road within this dedication is a long-term objective and will be sequenced with future industrial redevelopment.
- Registration of a legal agreement on title of the subject property to identify that the existing vehicle access/driveway from River Road must be removed at the sole cost of the property owner, once the new industrial road proposed along the south edge of the site is fully constructed, operational and services the subject site.
- Voluntary contribution of \$1,000 for the generation and posting of necessary traffic control signs along River Road by City Transportation staff.
- Voluntary contribution of \$11,500 for the future City examination of River Road taking into account broad OCP and transportation objectives relating to use of River Road by vehicles, bikes and pedestrians and implementing the necessary supporting infrastructure. This study will also take into account the future parallel running industrial service road to be established in the 16,000 block of River Road to take industrial traffic off River Road in the future. The terms of reference for the River Road study will be determined in the future once it is feasible to complete. The contribution amount for 16700 River Road is based on the total area of site and proportionate to other contributions made through previous applications in this area.

#### Riparian Management Area (15 m)

A 15 m Riparian Management Area (RMA) along the site's River Road frontage has been surveyed from the high-water mark of the existing watercourse north of the property. The survey indicates that an existing building (trailer home constructed with appropriate City permits in 1996) partially encroaches into the RMA 15 m setback. The construction of the trailer home in 1996 on the subject site occurred before the establishment of the Provincial Riparian Area Regulations in 2005 and subsequent City Riparian Management Area response in 2006 that designated both 15 m and 5 m RMA's along various identified watercourses throughout Richmond, which explains the minor encroachment.

New development within the existing RMA will be for the works to expand or construct a new culvert crossing for the access from River Road to ensure that the proper traffic control measures are implemented. Compensation for this new development in the RMA as well as taking into account the potential removal or relocation of the existing building in the future is being proposed by the proponent and will be in the form of enhancement plantings implemented in the RMA. A plan prepared by the appropriate environmental consultant is required to be reviewed and approved by City and Department of Fisheries staff and submission of a security bond to ensure implementation of the enhancement plan is a rezoning consideration attached to the proposal. Environmental Sustainability staff note that enhancement plantings, consisting of native species only, is considered an appropriate approach to off-set new development within the RMA.

### Preliminary Landscape Plan

A preliminary landscape plan was also prepared by the proponent to demonstrate how a 3 m (10 ft.) wide buffer would be implemented along on the north edge of the site adjacent to River Road as required in the Interim Action Plan (**Attachment 8**). The buffer plan is established outside of the existing 15 m Riparian Management Area directly to the south to avoid any further disturbance in this area. Planting will consist of groundcovers and shrubs in combination with equally spaced trees. A solid fence is also proposed in behind the plantings. The final landscape plan is required to consist of only native plant species to integrate with the enhancement plantings proposed in the RMA. As the existing building will remain at the north portion of the site, the landscape plan will be implemented around the structure. In the event that the existing building is removed or relocated in the future, there will also be the requirement for the landscape buffer screen to be implemented across the area previously occupied by the building and will consist of the same buffer already established on the subject site. To address the minor encroachment of the building into the 15 m RMA, plantings are required to be implemented in the RMA previously encroached upon by the building in accordance to the enhancement plan secured in conjunction with the new/expanded culvert crossing. To secure the landscape buffer screen and additional RMA plantings to be implemented now and in future in conjunction with the removal of the building, submission and approval of a final landscape plan and RMA enhancement plan (including submission of a security bond for landscaping to be implemented now and in future) is a rezoning consideration attached to this proposal

The 3 m wide buffer is also implemented around the perimeter of the northwest portion of the subject site to provide screening to the neighbouring single-family dwelling and will generally consist of a similar planted screen and fencing proposed adjacent to River Road.

### Existing Building

The owners have confirmed that the existing 1 storey building located on the north side of the property will remain for the time being and used as a supporting residential security operator unit to oversee truck parking and outdoor storage activities on the site. As noted earlier in the staff report, the existing building (trailer home) was constructed in 1996 and a minor portion (northeast corner of the building) encroaches into the 15 m RMA and future 10 m wide SRW to be secured across the frontage of the property. In response to questions from staff about removing or relocating the existing building now as part of this proposal, the proponent indicates that the building is currently tenanted and would be costly to remove now without any revenue being generated from the property. If the proponents decide to remove or relocate the existing building or build a new support building on the property, the following is required:

- Demolition or removal of the existing building that currently encroaches into the existing RMA and future SRW to be secured on the north edge of the site along River Road.
- If the City requires access to the 10 m wide SRW in future, the existing building is required to be removed/relocated at the owners sole cost.
- No significant external modifications or building expansion will be permitted to the existing building (except for general maintenance).
- Once the existing building is removed or demolished, the 3 m wide landscape buffer screen along River Road is required to fill the area vacated by the building. Additional

plantings to enhance the area disturbed by the building's removal or relocation is required and will comply with the overall enhancement plan to be secured over the entire RMA.

- Any new building that supports the interim uses is required to comply with zoning, RMA designation and SRW's registered on the property.
- The above provisions will be included in the legal agreements to be registered on the subject property securing the 10 m wide SRW (Dike and Utility purposes) and requirement to remove the existing building upon development of any new building on the site.
- The final landscape and RMA enhancement plans to be submitted and approved to fulfill the rezoning considerations will also take into account the above requirements.  
(Attachment 9 – Rezoning Considerations).

#### Environmental Assessment Report

An Environmental Site Assessment report (Phase 1 and 2) was conducted by the proponent's consultant to determine the existence of any site contaminants due to previous fill and use activities undertaken on the subject property, as required in the Interim Action Plan. The study concluded that the site does not contain any contaminants and as a result, no previous activities posing contamination risks likely occurred on the subject property. Furthermore, the environmental report concludes that no further site investigations are required should the property be rezoned to allow future industrial uses.

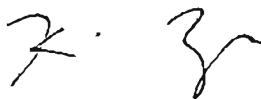
#### Flood Plain Covenant

Registration of a Flood Plain Covenant on title of the subject site identifying a minimum flood construction level of 3.1 m is required as a rezoning consideration on the subject application.

#### **Conclusion**

This report responds to the January 23, 2012 direction from Council to continue to process rezoning applications in the 16,000 block of River Road in accordance with the Interim Action Plan and also undertake traffic counts in the surrounding area and report back the results and impacts to the truck parking strategy. Data from traffic counts done in 2012 actually identified a decrease in number of trucks based on counts collected from previous years and staff will continue to undertake traffic counts for this area and report any significant truck traffic increases to Council. As a result, staff recommend that:

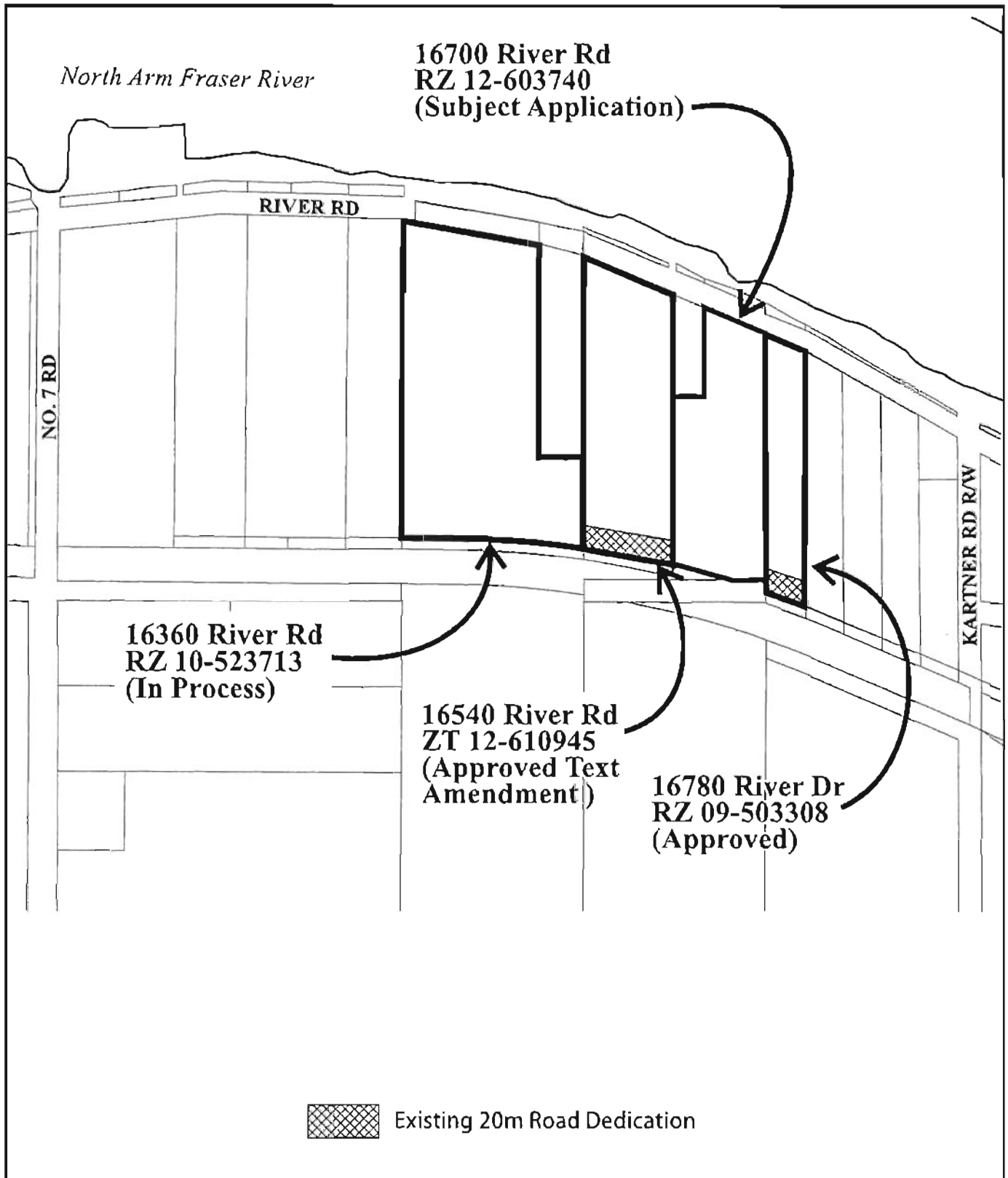
- No revisions be made to the truck parking strategy in this area and Council continue to endorse the Interim Action Plan to process rezoning proposals for interim uses (truck parking, outdoor storage, limited support buildings) for the 16,000 block of River Road.
- The rezoning application for 16700 River Road for commercial truck parking and outdoor storage be supported in conjunction with the rezoning considerations attached to the proposal.



Kevin Eng  
Planner 1

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Attachment 1: 16,000 Block River Road Context Map  
Attachment 2: Report from Community Bylaws on River Road Truck Enforcement  
Attachment 3: Road Network Map and Traffic Count Locations  
Attachment 4: Location Map – 16700 River Road (RZ 12-603740)  
Attachment 5: Conceptual Site Plan  
Attachment 6: Development Data Sheet  
Attachment 7: Interim and Long-Term Action Plan – 16,000 Block of River Road  
Attachment 8: Preliminary Landscape Plan  
Attachment 9: Rezoning Considerations



## Rezoning Applications in the 16000 Block of River Road

Original Date: 03/31/09

Amended Date: 11/23/12

Note: Dimensions are in METRES



City of  
Richmond

# Report to Committee

TO CS-MCM 15 2012

To: Community Safety Committee  
 From: Phyllis L. Carlyle  
 General Manager, Law & Community Safety  
 Re: Commercial Vehicle Traffic – 16000 Blk of River Road

Date: April 2, 2012

File:

## Staff Recommendation

That the proposed control and enforcement measures related to commercial vehicles on River Road as outlined in the staff report (dated April 2, 2012 by the General Manager of Law and Community Safety) be endorsed.

Phyllis L. Carlyle  
 General Manager, Law & Community Safety  
 (604.276.4104)

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE		CONCURRENCE OF GENERAL MANAGER
Transportation	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
RCMP – Richmond Detachment	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	REVIEWED BY CAO Deputy YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

## Staff Report

### Origin

During the open Council meeting of February 28, 2011, Council considered and adopted the following resolution:

*Enforcement matters related to trucks in the vicinity of 16540 River Road, on River Road or No. 7 Road, be referred to staff with a report back through the Community Safety Committee.*

The City of Richmond has received ongoing complaints in the area of the 16000 block of River Road and No. 7 Road for a number of years. Numerous collaborative steps have been taken by the RCMP and City staff to alleviate these ongoing issues with some success but the residents in the area are still noticing speeding vehicles, vehicles crossing the center line to turn and, in particular, large commercial vehicles disobeying a no turning sign at No. 7 Road.

### Analysis

Specifically, Council has in discussion identified the following items for consideration in this report:

1. Truck traffic on River Road
2. Overweight vehicles on River Road
3. Speeding vehicles on River Road
4. Trucks turning left from westbound River Road onto southbound No. 7 Road
5. Trucks crossing the solid center line and potentially into oncoming traffic

To mitigate some of these issues several measures have been taken by the City. The opening of the Nelson Road Interchange has triggered truck access restrictions in the area as well as speed reductions on Westminster Highway. These restrictions have become enforceable by the RCMP and City Bylaw Officers. This is in addition to the turning restrictions into and out of some businesses, weight restrictions and traffic calming speed humps already in place on River Road.

A number of these issues were referred to the RCMP for enforcement action with the collaborative assistance of the City's Community Bylaws staff. Several joint enforcement projects were undertaken by the RCMP and Community Bylaws in an attempt to address these issues.

River Road in the area of the 16000 block is a two-lane asphalt municipal roadway that allows for vehicle traffic in an easterly and westerly direction. The two opposing traffic lanes are divided by a double solid yellow line with a short section in the 19,000 block delineated by a broken centerline. The roadway for the most part from No. 6 Road easterly to No 7 Road and beyond has no shoulder and, in many areas, is bordered by a large, water-filled ditch on the south side and businesses or housing directly adjacent to the north edge. There is a single painted white line to define the roadway edges on both sides. The road surface is generally in good repair and is flat with some curves.



The area is not conducive to effective enforcement activities as there are very few areas to safely stop vehicles of any size especially large commercial vehicles.

In reference to the specific complaint areas:

### **1. Truck Traffic on River Road**

This particular stretch of River Rd has several legitimate businesses along the south side most catering to or requiring the attendance of large commercial vehicles. There are also a number of like businesses on the north side. During the regular work week, a wide variety of commercial vehicles do utilize this roadway. The overwhelming majority access the area via northbound No. 6 Road and exit the area via the same route.

- Recommendation to retain present access on this issue.

### **2. Overweight vehicles on River Road**

Between the intersections with No. 6 Road and No. 7 Road, there is no weight limit imposed on vehicles traveling on River Road. There is a 9-ton weight limit on River Road east of No. 7 Road for vehicles traveling through the area but this restriction does not apply to vehicles that are making local deliveries or pick ups. However, these vehicles are required to travel by the shortest route to the destination within the weight limited segment of River Road. As mentioned, the area does not allow for the safe stopping or weighing of vehicles due to the narrow roadways. In our enforcement activities there were no commercial vehicles stopped that did not have legitimate business on the roadway. Although there may be vehicles using this roadway that do not have business there, it is so sporadic that enforcement would have little affect on it.

- Recommendation to continue random enforcement of commercial vehicles in this area using RCMP and Community Bylaws staff.

### **3. Speeding vehicles on River Road**

The speed limit on River Road between No. 6 Road and No. 7 Road is posted 50 km/h for all vehicles. East of No. 7 Road there is a speed limit of 30 km/h for commercial vehicles only and a small stretch of residential properties that is posted 30 Km/h for all vehicles. This residential area has several speed humps installed as well. Several roving and static speed enforcement operations have been conducted along River Road. A number of violations have been issued mostly to private vehicles with few large commercial vehicles found in violation. The number of speeding violations noted is relatively small compared with the number of vehicles traveling the roadway.

- Recommendation to continue random enforcement operations for speed limits along this portion of River Road.

#### 4. Trucks turning left to southbound No. 7 Road (from westbound River Road)

Commercial trucks over 9t are permitted to turn left from River Road to No.7 Road (westbound to southbound). There is no signage in place to restrict this movement. However, because of the new weight restriction on Westminster Hwy (between No.6 Road and Nelson Road), any southbound commercial truck on No. 7 Road must turn right onto Cambie Road and head westbound so that they do not continue to Westminster Hwy. Appropriate regulatory signage to direct this movement was installed last year.

- Recommendation to continue active enforcement of regulations at No. 7 Road and Cambie Road.

#### 5. Trucks crossing the center line and into oncoming traffic.

This is a common type complaint with large commercial vehicles. On multiple lane roadways it is less of a problem; however, people often complain about trucks occupying multiple lanes to negotiate turns. River Road at this location is very narrow and the driveways into many of the businesses are bordered by large ditches making entering and exiting these businesses quite difficult for large trucks. The *Motor Vehicle Act* permits large commercial vehicles to occupy oncoming and adjacent lanes in order to safely negotiate corners. Often this is the only way a vehicle can make turns without striking a fixed object or ending up in a ditch.

- Recommendation to continue on-going enforcement to ensure that large commercial vehicles are using this procedure in a safe and proper manner.

#### Financial Impact

None

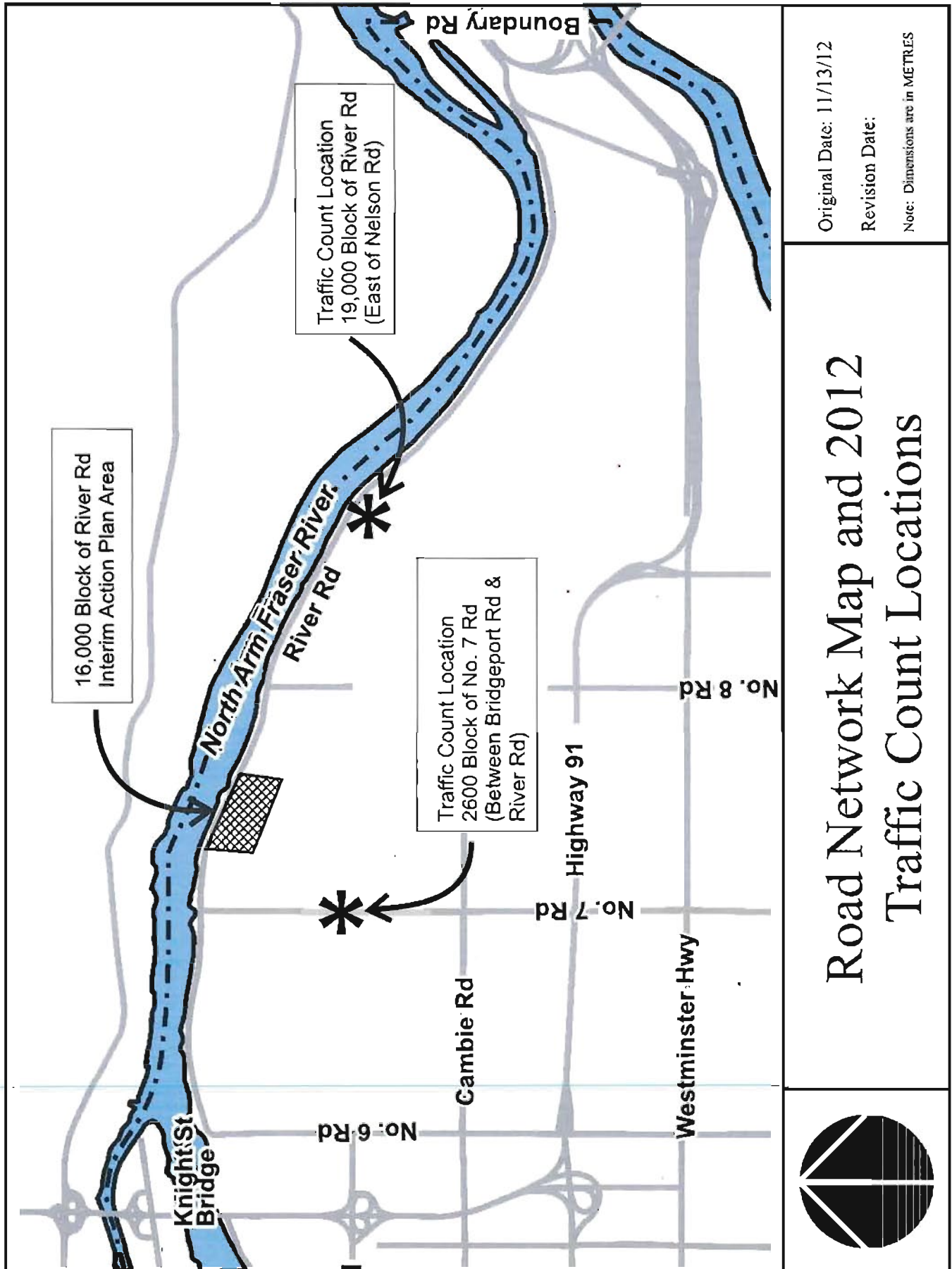
#### Conclusion

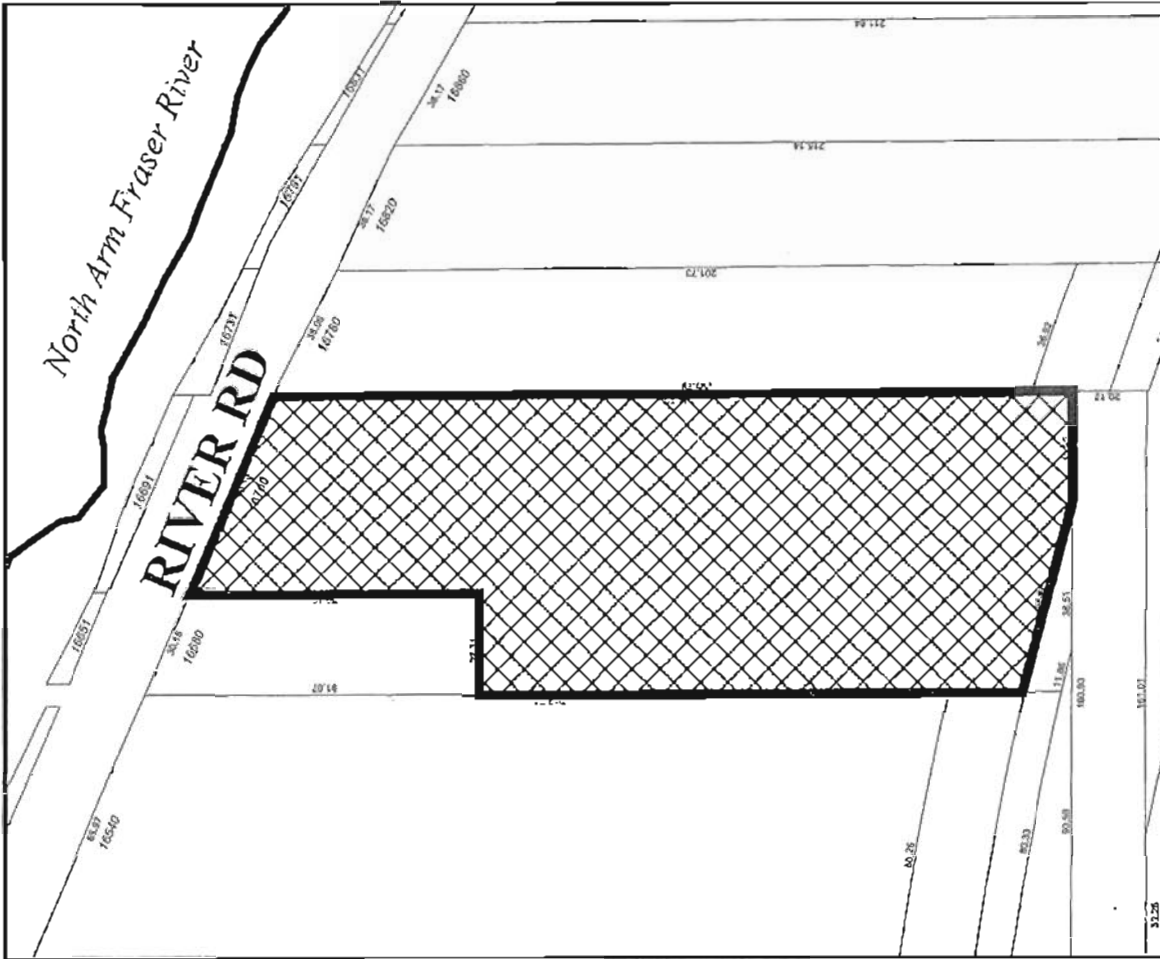
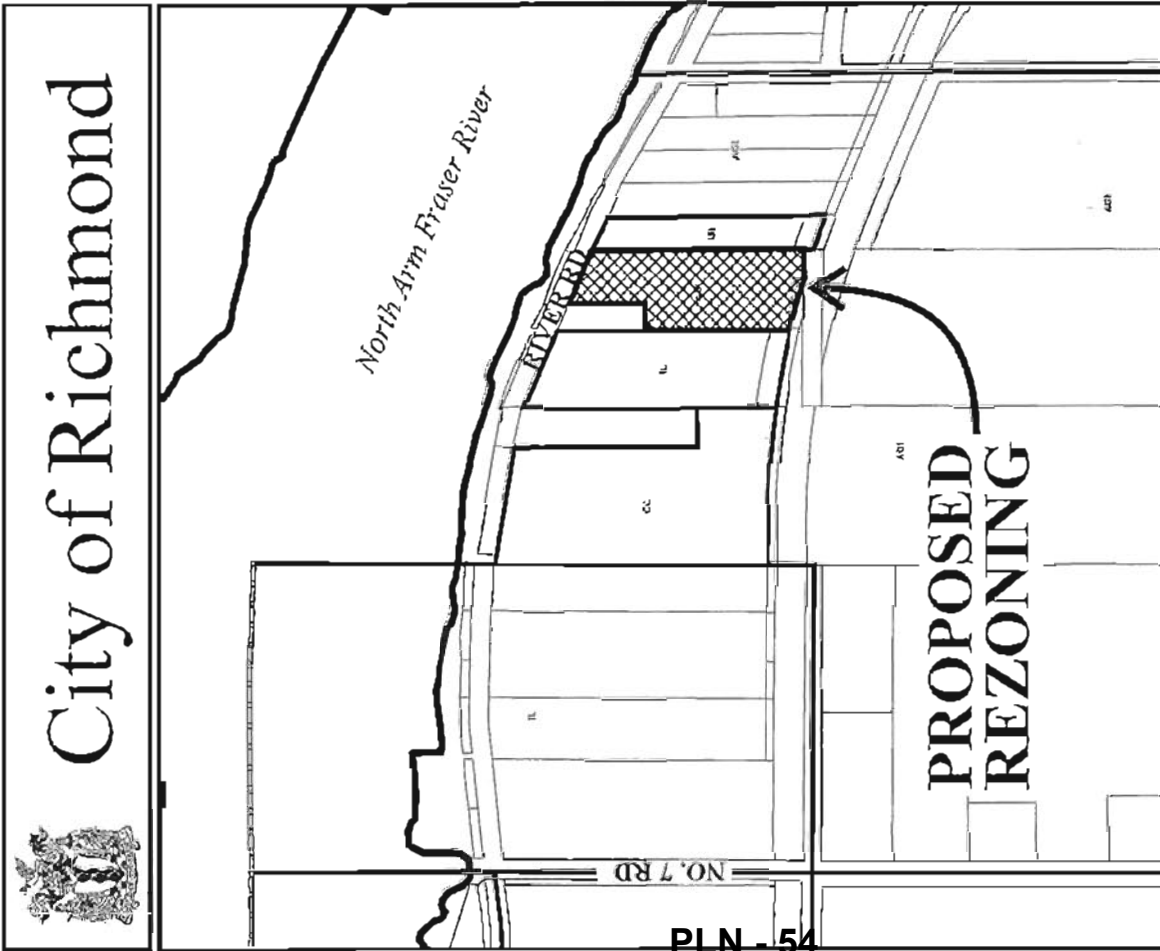
The Richmond detachment of the RCMP will continue to provide collaborative enforcement on a random basis along with staff from Community Bylaws in order to regulate the use of River Road and connecting roadways by commercial vehicles.



Wayne G. Mercer  
Manager, Community Bylaws  
(604.247.4601)

WGM:wgm





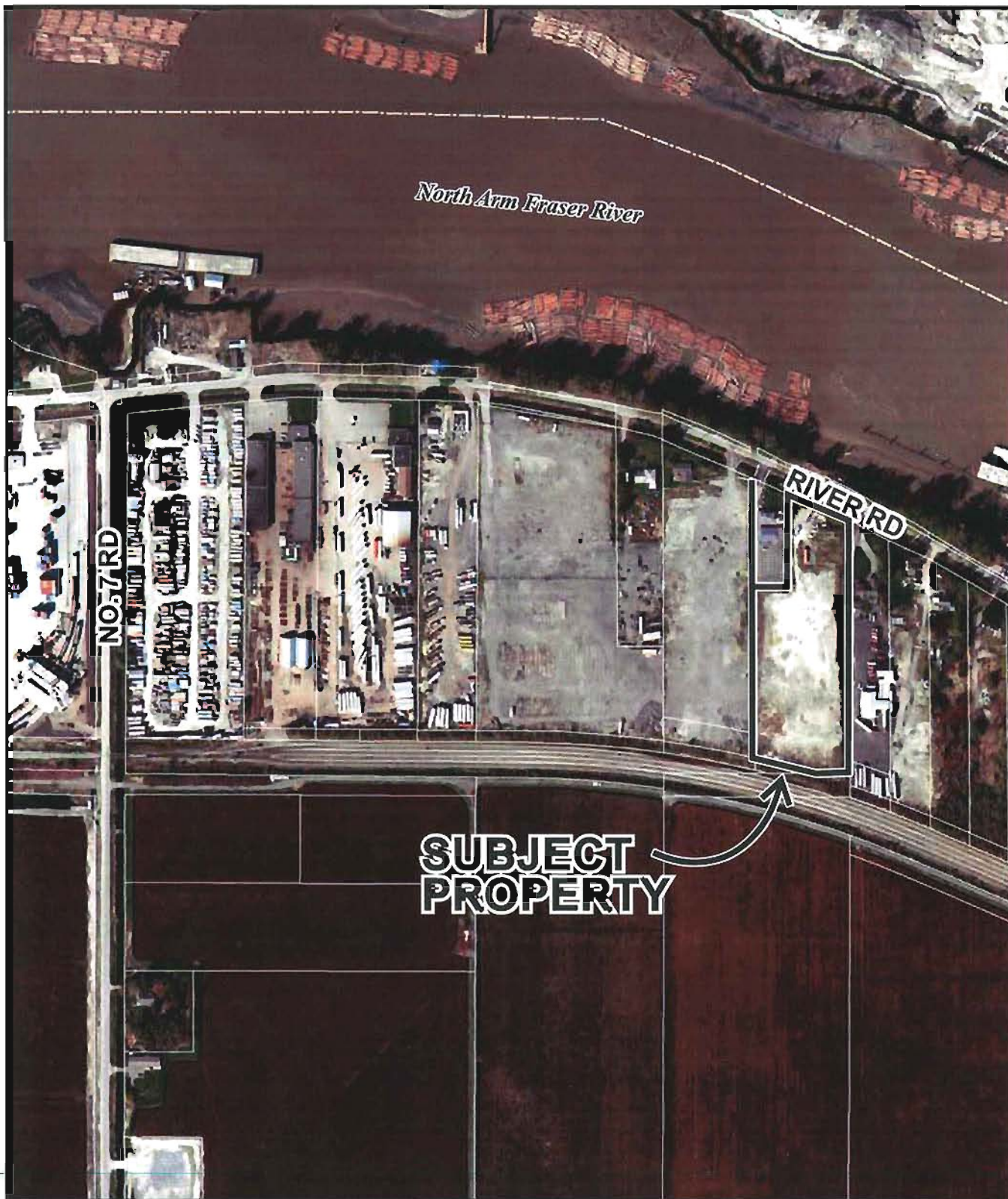
RZ 12-603740

Original Date: 04/12/12

Revision Date:

Note: Dimensions are in METRES





RZ 12-603740

Original Date: 04/12/12

Amended Date:

Note: Dimensions are in METRES



FIELD SURVEY COMPLETED: MARCH 30, 2011

STEPHEN A. MILLER  
B.C. LANE SUBSTATION  
1102-5097 47A AVENUE  
DELTA, B.C. V4B 1T9  
TEL.: (604) 944-1746  
FAX: (604) 944-1749

THESE THINGS ARE NOT FOR THE WEAK, 2004

*A. M. L.*

250

-ELEVATIONS ARE ON GEODETIC DATUM, BROAD IN PICTURE,  
AND ARE DERIVED FROM RECHANNING 2 HOUR PRECISION ACTIVITY.  
1999 177 (1701438) = 4,339

JOSEPH C. SWARTZ

ROOFER ASPHALT CENTERING  
DENTIES EDGE OF ASPHALT  
DENTIES PECKLING  
DENTIES CRACK

**PLN - 56**

**PLN - 56**



**RZ 12-603740**

**Attachment 6**

Address: 16700 River Road

Applicant: Dagneault Planning Consultants Ltd.

	Existing	Proposed
Owner:	Best Lumber and Supplies Ltd.	No change
Site Size (m <sup>2</sup> ):	16,567 m <sup>2</sup>	15,009 m <sup>2</sup> (approximately after road dedication)
Land Uses:	Vacant parcel with existing 1 storey building (caretaker residence) on-site.	Commercial vehicle truck parking, outdoor storage and residential caretaker unit.
OCP Designation:	Business and Industrial (1999 OCP) Industrial (2041 OCP 2041)	No change – proposal complies with land use designation.
Zoning:	Agriculture (AG1)	Industrial Storage (IS1) Floor area ratio 0.08 – complies Lot coverage 8% – complies Uses restricted to truck parking and outdoor storage only.

**The City of Richmond**  
**Interim Action Plan**  
**16,000 Block of River Road**  
*(Revised based on Public Consultation Feedback)*

#### Land Use

- ❑ The 16,000 block of River Road:
  - Is currently designated for 'Business and Industry' in the City's Official Community Plan (OCP).
  - Outdoor parking and storage of vehicles and goods would be consistent with the existing OCP land use designation.
  - This land is not within the Agricultural Land Reserve.
  - Agri-Industrial service activities (operations that support or are directly related to a farm) can also be considered as a potential land use under the "Business and Industry" designation.
- ❑ The 17,000 block of River Road:
  - No land use changes are proposed as part of the Interim Action Plan as the properties are contained within the Agricultural Land Reserve and designated for "Agriculture" in the existing OCP.

#### Proposed Approach to Rezoning Applications

- ❑ The City is proposing a restrictive Comprehensive Development District zone in this area. This will allow (if permitted) outdoor storage and parking of vehicles and goods under a set of regulations and conditions – Fencing; Screening; Storage Setbacks; Permeable surface treatment.
- ❑ The proposed Comprehensive Development District zone will limit the uses and restrict the amount and size of buildings.

#### Technical Objectives and Issues

##### *Engineering*

- ❑ The 16,000 block of River Road is currently **not** adequately serviced by City storm and sanitary systems to sufficiently support intensive light industrial activities involving warehousing/manufacturing buildings or agri-industrial service uses.
- ❑ Rezoning proposals proposing outdoor vehicle storage and parking can be considered, as this use would have minimal impacts on City services.

##### *Transportation*

- ❑ Vehicle access for traffic generated from proposed uses (i.e., commercial vehicle parking and storage) is to be arranged to mitigate the use and related impact of truck traffic on River Road.
- ❑ City staff have recommended that the applicants explore a shared vehicle access across the properties under rezoning application to limit truck and vehicle use of River Road.
- ❑ Appropriate traffic assessments and upgrades to applicable portions of River Road and No. 7 Road must be undertaken.

##### *Existing Soil/Fill Conditions*

- ❑ Confirmation from the Ministry of Environment that any fill previously located on the sites does not pose a contamination risk or negative impact to surrounding areas. A report prepared by the appropriate professional is required to be submitted to the Ministry of Environment to confirm this. The rezoning applicants are to undertake this process, keeping City staff informed of progress and approvals.



### **Rezoning Considerations (To be completed by the rezoning applicants)**

- ❑ Submit an acceptable fence and landscape buffer scheme.
- ❑ Registration on title legal agreements securing shared vehicle access by rezoned properties and restricting access to River Road based on the recommendations set out in the traffic assessment and approved by the City (*additlional consideration based on public feedback*).
- ❑ Complete a traffic assessment of **River Road** from No. 7 Road to the eastern extent deemed to be impacted by traffic generated by properties along River Road (16,000 Block).
- ❑ Complete a traffic assessment of **No. 7 Road** from Westminster Highway to River Road by traffic generated by properties along River Road (16,000 Block)(*additional consideration based on public feedback*).
- ❑ Any traffic control measures, joint access infrastructure or road upgrades, including any traffic calming features to minimize the truck impacts in the area, identified as part of the traffic assessment of applicable portions of River Road and No.7 Road (reviewed and approved by City staff) will be the responsibility of the rezoning applicants to complete (*additional consideration based on public feedback*).
- ❑ Dedication of a 20 metre wide strip of land along the south property line of each property to facilitate the creation of a new road.

### **Forthcoming Process**

- ❑ Rezoning applicants will be given a deadline of March 31, 2008 to complete the necessary studies and plans and submit the following materials to City staff for review:
  - Traffic assessments for applicable portions of River Road and No. 7 Road (*additional consideration based on public feedback*).
  - Geotechnical reports, which have been forwarded to the Ministry of Environment for review and approval, to confirm that the sites do not pose any contamination risk or negative impact to surrounding areas.
  - A buffer and landscaped screen plan for the properties under rezoning application.
- ❑ Should Council approve the staff recommendation, this decision will be integrated into the forthcoming City wide review of the OCP.

**The City of Richmond  
Long-Term Action Plan  
16,000 Block of River Road**

*(Revised based on Public Consultation Feedback)*

**Land Use Examination**

- ❑ Monitor outdoor vehicle and goods parking/storage to ensure compliance to regulations and Interim Action Plan provisions.
- ❑ Future rezoning applications will be required, should property owners wish to undertake more intensive light industrial activities or agri-industrial service activities.
- ❑ Intensive light industrial uses or agri-industrial service activities is consistent with the existing City's Official Community Plan (OCP) 'Business & Industry' land use designation.
- ❑ Review agri-industrial service operations to determine if specialized zoning provisions are required.

**Technical Objectives and Issues**

*Traffic and Transportation*

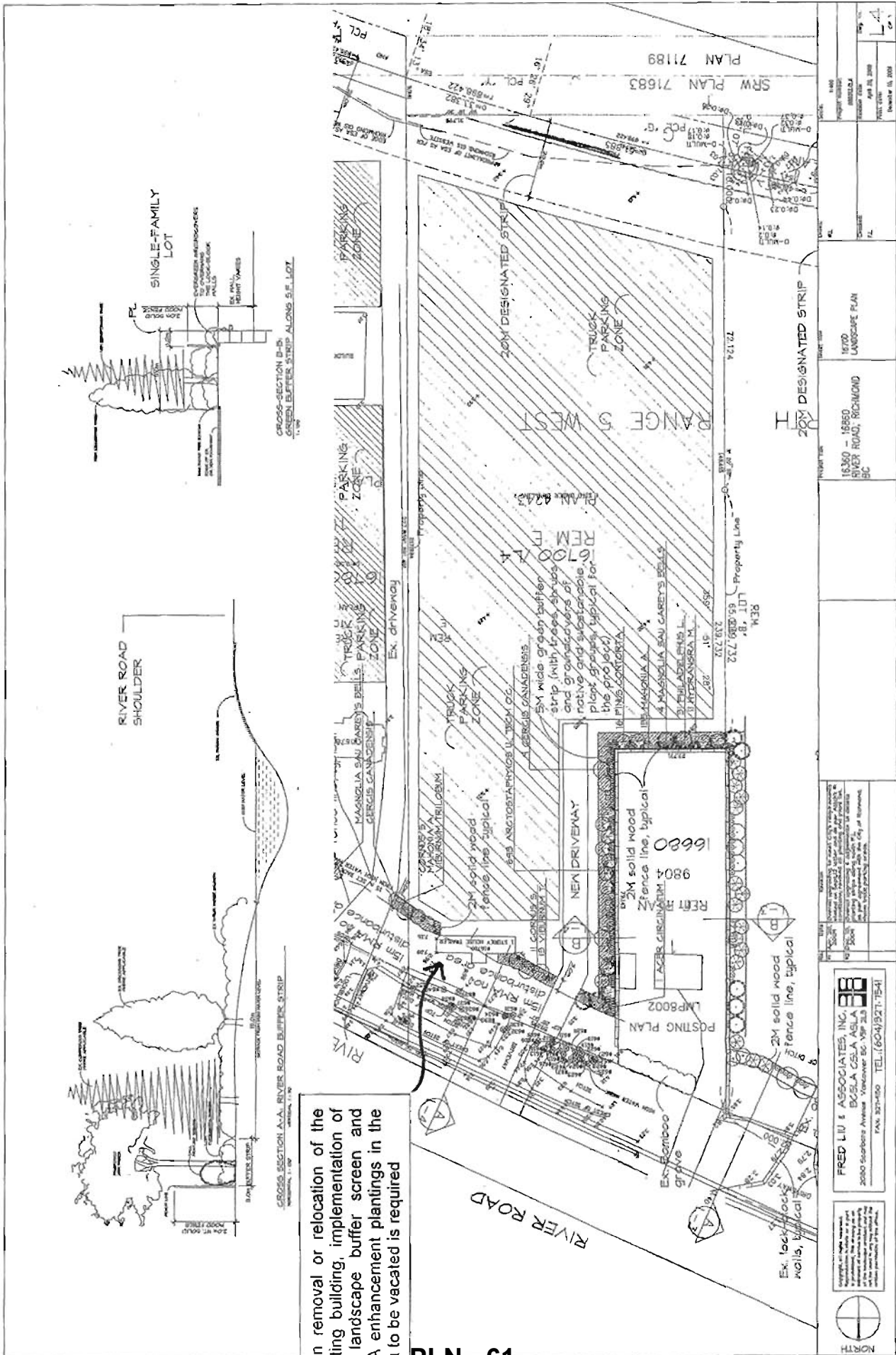
- ❑ Establishment of a new road access east of No. 7 Road to serve as the future vehicle access to potential light industrial activities.
- ❑ The proposed alignment for a new road east of No. 7 Road is along the south property line of the River Road properties (a 20 metre wide future road dedication will be secured through current rezoning applications).
- ❑ Design and construction of a new road east of No. 7 Road would be undertaken when the road can be made functional.

*City Servicing*

- ❑ Intensive light-industrial uses and agri-industrial service activities will require the appropriate servicing infrastructure (sanitary, storm and water systems), which entails significant works to be undertaken.
- ❑ Resolution of City servicing constraints will be required through future rezoning applications in this area to more intensive light industrial uses.

**Forthcoming Process**

- ❑ Should Council approve the staff recommendation, this decision will be integrated into the forthcoming City wide review of the OCP.



Upon removal or relocation of the existing building, implementation of the landscape buffer screen and RMA enhancement plantings in the area to be vacated is required.

**PLN - 61**



Address: 16700 River Road

File No.: RZ 12-603740

**Prior to final adoption of Zoning Amendment Bylaw 8979, the developer is required to complete the following:**

1. 20 m wide dedication of land along the entire southern edge of the subject property for the purposes of a future new road (aligning with existing land dedications secured to the immediate east and west of the site).
2. The granting of a 10 m wide Statutory Right of Way (SRW) along the subject site's River Road frontage for dike and utility purposes. The legal agreement to secure the SRW is to include provisions to:
  - a) Identify that the existing building that currently encroaches into the proposed 10 m wide SRW area can remain (as it is currently being used and configured) and that no expansion or significant modification can occur to the building; and
  - b) Existing building must be removed at the sole cost of the owner should the City require access to the 10 m wide SRW in the future.
3. Registration of a legal agreement on title of the subject property identifying that the existing structure located on the north portion of the property along River Road is required to be relocated or demolished upon development of any new buildings on the site that support the truck parking and outdoor storage activities and that the vacant area of the structure (either removed or demolished) be replaced with a buffer and plantings consistent with the existing landscape and fencing treatment and RMA enhancement to be implemented parallel to River Road. This legal agreement will also indicate that the existing structure cannot be expanded or significantly modified (except for routine maintenance).
4. Registration of a legal agreement on title identifying that the existing vehicle access and culvert crossing providing access to the subject site from River Road must be removed at the sole cost of the property owner once the new road, running south of and parallel to River Road, servicing the subject site is constructed and operational.
5. Registration of a legal agreement on title identifying that the parking of commercial trucks and trailers with refrigeration units are not permitted to be operational while parked on the subject site.
6. Registration of a Flood Plain Covenant on title identifying a minimum Flood Construction Level of 3.1 m.
7. Submission and approval from City staff of an enhancement planting plan (prepared by the appropriate professional consultant) for the Riparian Management Area (RMA) (15 m) running along the north portion of the site for the purposes of mitigating proposed modification and development within the existing RMA for the proposed new driveway crossing to service the subject site. Additional components of the enhancement plan will require:
  - a) Consist of native plant species only;
  - b) Require Federal Department of Fisheries approval;
  - c) Provisions for replanting of the disturbed area if the existing building that partially encroaches into the 15 m RMA is removed or relocated.
  - d) Submission of a bond/security based on the estimated costs of the enhancement plan to secure implementation of the works and plantings now as part of the new/modified driveway crossing to the site and for future implementation of enhancement plantings upon removal or relocation of the existing building.

8. Submission and approval from City staff of a landscape plan (from a professional landscape architect) to implement a 3 m wide buffer plan along the north portion of the site adjacent to River Road. The buffer plan is required to:
  - a) Be situated outside and directly south of the existing RMA (15 m) as confirmed by a survey of the high-water mark by a professional BC Land Surveyor;
  - b) Consist only of native trees, shrubs and groundcovers;
  - c) Include installation of a 1.8 m (6 ft.) fence to the south of the plantings to provide a solid visual screen;
  - d) Include provisions for a landscape buffer (consisting of similar width, plantings and fencing) to be installed across the vacant area upon removal or relocation of the existing building; and
  - e) Submission of a bond/security based on the estimated costs of the enhancement plan to secure implementation of the landscape buffer now and for future installation of the buffer upon removal or relocation of existing building.
9. Submission and approval (from the Director of Transportation) of a finalized design (prepared by the appropriate professional transportation engineer) and completion of construction for a driveway vehicle access design to the subject site from River Road that prohibits right-out (northbound to eastbound) and left-in (westbound to southbound) commercial vehicle turning movements to and from the subject site as recommended by the applicant's Traffic Impact Assessment.
  - Completion of construction of the approved access design and traffic control measures and follow-up inspection and approval by City Transportation staff is required prior to final adoption of the rezoning.
  - Submission and approval of an appropriate ditch/culvert-crossing permit based on the approved River Road vehicle access design for installation of associated structures and works (to be required if driveway access design requires a new culvert crossing or widening of the existing culvert crossing).
10. Voluntary contribution of \$1,000 for the generation and posting of the necessary traffic control signs and structures as recommended in the applicant's Traffic Impact Assessment and approved and implemented by the City of Richmond's Transportation Division.
11. Voluntary contribution of \$11,500 for the purposes of undertaking future City examination of River Road.

**Note:**

- Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encumbrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

- Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.

- Signed Copy on File -

Signed

Date



Richmond Zoning Bylaw 8500  
Amendment Bylaw 8979 (RZ 12-603740)  
16700 River Road

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 Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it **INDUSTRIAL STORAGE (IS1)**.

P.I.D. 005-480-922

Lot "E" Except Firstly: Part on Plan 4720; Secondly: Parcel "One" (Reference Plan 9804); Thirdly: Part on SRW Plan 71683; Sections 14 and 23 Block 5 North Range 5 West New Westminster District Plan 4243

2. This Bylaw may be cited as "**Richmond Zoning Bylaw 8500, Amendment Bylaw 8979**".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

DEVELOPMENT REQUIREMENTS SATISFIED

ADOPTED

_____ _____ _____ _____ _____ _____
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CITY OF RICHMOND
APPROVED by <i>HR</i>
APPROVED by Director or Solicitor <i>lll</i>

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER