



*To Planning - Mar 3, 2009*

**To:** Planning Committee  
**From:** Brian J. Jackson,  
Director of Development

**Date:** February 23, 2009

**File:** AG 08-407180

John Irving,  
Director of Engineering

**Re:** **Agricultural Land Reserve Non-Farm Use Application by Ocean Spray of Canada Ltd. for Non-Farm Use at Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way)**

**Requested Amendment to the Fraser Sewerage Boundary Area – Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593**

**Staff Recommendation**

1. That authorization for Ocean Spray of Canada Ltd. to apply to the Agricultural Land Commission for a non-farm use for the purposes of developing a cranberry receiving and processing facility at Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way) and utilize the existing opened road (Dhillon Way) and portions of the unopened road allowance located along the western property line of Lot 61 for access purposes be granted.
2. That City staff be authorized to request the Administration Board of the Greater Vancouver Sewerage and Drainage District to amend the Fraser Sewerage Area Boundary to include Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593.

Brian J. Jackson,  
Director of Development

John Irving,  
Director of Engineering

BJJ:ke  
Att.

|  |
|--|
| <b>FOR ORIGINATING DEPARTMENT USE ONLY</b> |
| <b>CONCURRENCE OF GENERAL MANAGER</b>      |
|  |

## Staff Report

### Origin

Ocean Spray of Canada Ltd. has submitted an Agricultural Land Reserve (ALR) non-farm use application to the City of Richmond for Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way) (here in called the 'subject site') in order to develop a new cranberry receiving and processing facility (**Attachment 1** – location map) and utilize the existing opened road (Dhillon Way) and portions of the unopened road allowance along the west property line of Lot 61 for access purposes. The subject site currently contains a golf driving range course and building with accompanying off-street parking.

In conjunction with the non-farm use application, City staff are forwarding a request (on behalf of the Ocean Spray of Canada Ltd.) to amend the existing Fraser Sewerage Area (FSA) boundary to include Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593. This is to facilitate the ability for the cranberry receiving and processing facility to connect to a public sanitary sewer system.

This report contains two sections to address:

1. The ALR non-farm use application.
2. The request to the GVS&DD Board for a proposed amendment to the FSA boundary.

### Required Applications and Processes

The proposal to develop a new cranberry receiving and processing station on the subject site requires the following applications along with the accompanying process:

- **ALR Non-Farm Use application** – The subject site is currently zoned Golf Course District (AG2) and contained within the ALR. There are certain regulations for land uses in the ALR that allow for farm product processing to occur; however, due to the volumes of farm product processed and multiple farm operators utilizing this facility, the development is considered a non-farm use. The submitted non-farm use application must proceed to Richmond City Council for authorization (via Council Resolution) prior to being forwarded to the Agricultural Land Commission (ALC) for a decision on the application. The ALC is the decision-making authority on the application.
- **Request to the Administration Board of the Greater Vancouver Sewerage & Drainage District (GVS&DD)** – The subject site is not wholly contained within the FSA boundary. After a comprehensive examination by Ocean Spray, the proponents have determined that the proposed facility requires service by a public sanitary sewer system. As a result of the existing FSA boundary, a request from the applicable local government is required to be made to the GVS&DD Board to amend the sewerage area boundary. As it relates to the proposed cranberry processing facility, the City is requesting authorization to request the GVS&DD Board (on behalf of Ocean Spray) to amend the Fraser Sewerage Area boundary to facilitate servicing of the proposed facility by a public sanitary system. If Richmond City Council supports such a request, the proposal and accompanying information is forwarded to Metro Vancouver staff and the GVS&DD Board for review and consideration. The GVS&DD Board is the decision-making authority for sewerage boundary amendment requests of this nature.

- **Rezoning application** – Pending the authorization of the ALR non-farm use application and sewerage area amendment request by Richmond City Council and decision by the ALC and GVS&DD Board, a rezoning application is required to implement the appropriate City land use regulations for the subject development. Prior to proceeding with a report to Planning Committee on the rezoning application, confirmation of decisions on the ALR non-farm use application and FSA requested amendment is required. Any outstanding technical issues or conditions identified as part of the ALC non-farm use application and/or GVS&DD Board decision would be addressed and included in the rezoning application. The rezoning application involves consideration by Council through the statutory process (Committee, Council, Public Hearing and Final Adoption).
- A diagrammatic flow chart identifying the processing of the above applications is contained in **Attachment 2**.
- The ALR non-farm use application and sewerage boundary amendment request are being brought forward concurrently in this report.

**Findings Of Fact**

| Item            | Existing  | Proposed   |
|-----------------|---|--|
| Owner           | Richberry Farms Ltd.  | Ocean Spray of Canada Ltd.   |
| Applicant       | Ocean Spray of Canada Ltd.  | N/A  |
| Site Size       | 8.66 acres (35,056 sq. m)   | No change<br>10 lots to be consolidated  |
| Land Uses       | Golf driving range and supporting building and parking area not currently operational | Cranberry receiving and processing facility with supporting parking, drive-aisle and outside storage uses. |
| OCP Designation | Agriculture   | No Change – Complies   |
| ALR Designation | Properties are contained within the ALR   | Properties are to remain in the ALR.<br>Non-farm use is proposed to allow the facility.                    |
| Zoning          | Golf Course District (AG2)  | Proposed new Comprehensive Development District  |

**Surrounding Development**

To the North: An unopened road allowance. Agricultural activities on AG1 zoned lots in the ALR further north.

To the East: An unopened road allowance. Agricultural activities on AG1 zoned lots in the ALR further east.

To the South: A combination of AG1 zoned lots (with a dwelling and school yard) and an SPU zoned lot (containing a school) in the ALR. There are also I3 zoned properties, not within the ALR, containing a warehouse building and equipment rentals

operation. The industrial zoned lots are serviced by City water, sanitary and storm sewer systems.

To the West: Portions of an opened road allowance (Dhillon Way) and unopened road allowance. Further west, Agricultural activities on AG1 zoned lots in the ALR.

## **1. ALR Non-Farm Use Application – Cranberry Receiving and Processing Facility**

### **Origin**

Cranberry harvesting is a significant agricultural sector in Richmond that accounts for 37% of total agricultural crops produced in the City. In Richmond, approximately 800 ha (1,977 acres) of land in cranberry production represents 47% of the Province's total cranberry production acreage.

Ocean Spray operates an existing receiving and processing facility for cranberries at 5400 No. 6 Road in Richmond. This site is 3 acres in size, zoned AG1 and is in the ALR. This facility on No. 6 Road was utilized as a berry and farm product processing facility prior to the establishment of the ALR. The site is within an existing sewerage area and has the appropriate permits to discharge wastewater into the public sanitary sewer system.

The proponents have highlighted the following as key factors in the requirement for a new receiving and processing facility:

- The existing facility on No. 6 Road has a number of berry processing capacity constraints that have resulted in Ocean Spray and cranberry growers having to modify harvesting periods and scheduling to accommodate the limited capacity of existing facility. These constraints cannot be remedied on the existing site.
- The recent emergence of diversified cranberry products has resulted in the demand for a facility with increased sorting capabilities to enable differing grades of cranberries to be processed simultaneously for different products (juice, fresh whole berries, sweetened dried berries).
- Ocean Spray is anticipating further growth and diversification in this agricultural sector in Richmond and other areas involved in cranberry production in the Lower Mainland and Fraser Valley by bringing new agricultural areas into production. This growth cannot be accommodated in the existing facility, which is already at capacity.

### **Proposed New Cranberry Receiving and Processing Facility in East Richmond**

In the examination of a potential new location for a central cranberry receiving and processing facility that would serve existing and future cranberry growers across the region, the proponents expressed an interest to:

- Keep such a facility in Richmond due to the existing significant acreage of cranberry production already being undertaken in the City and surrounding municipalities (Delta and Langley).
- Obtain land that would be sized appropriately, located close to cranberry growers, serviced by appropriate services and connected to local and regional transportation infrastructure.

Ocean Spray identified that the subject site under application (Lots 61-70 Sec: 4-4-4 Plan 1593) located in East Richmond met a number of locational criteria for a new cranberry processing facility. Ocean Spray explored other sites, but none was found to be acceptable.

The proposed facility design and site plan layout on the subject site is specific to the delivery, processing method and shipment of cranberries. The building would be situated to facilitate semi-trucks (with trailers) vehicle movements around the building for delivery and outgoing shipment. Remaining portions of the site are to be utilized for perimeter buffering, outside storage and staging areas and off-street parking areas. Proposed means of vehicle access to the subject site is through an opened road allowance (Dhillon Way) to the west, which is the frontage road servicing these properties. City staff note that this road allowance is only partially opened. Based on the Ocean Spray site plan, two vehicle access points are proposed at the northwest and southwest portions of the site. As a result, the unopened road allowance to the north of Dhillon Way (existing) is requested to be opened and utilized for access purposes (**Attachment 3** contains a preliminary site plan and building layout design; **Attachment 4** contains a diagram of opened and unopened portions of the road allowance associated with Dhillon Way).

The building consists of a processing area and upper mezzanine containing supporting offices, labs and other accessory uses. Total building area is proposed at 2,498 sq. m (26,887 sq. ft.) with a majority of the space allocated for cranberry processing.

The facility is solely dedicated to the receiving and processing of cranberries. As a result, operation will be limited from September through to mid November as this period coincides with the annual harvest. The processing component of the facility will not be utilized beyond this period. The building will be used for administrative and office functions year round.

### **Background – Richview Golf Centre**

The 10 lots (61 to 70) under application in the ALR were subject to a number of previous land use applications. In 1995, the owner of the lots (Richberry Farms Ltd.) received non-farm use approval from the ALC to permit the development of a golf driving range facility. Conditions placed on that application limits structures and parking areas to the three westerly lots (61, 62, 63). Council approved the subsequent rezoning application in 1996 to implement the Golf Course (AG2) zoning district.

The rationale for approving the Richview Golf Centre as a non-farm use in the ALR was related to land use conflicts that arose between the surrounding cranberry operations and school (Choice School) at 20451 Westminster Highway immediately south of the driving range. The close proximity between the school and farming operations situated further north posed limitations on some of the operations of the farm. As a result, it was determined that a buffering land use could mitigate the land use between the school and farming activities, thus enabling both to co-exist. Therefore, the driving range was considered an appropriate buffering land use to enable the existing surrounding farming activities to continue unencumbered. The map contained in **Attachment 5** identifies the surrounding land uses for context in relation to the subject site.

As part of the previously approved land use applications, restrictive covenants were registered on the subject site (Lots 61 to 70) as well as on the balance of a farm operator's land (Richberry

Farms Ltd.) in the surrounding the area. Specific details on the provisions of these legal documents are discussed in a forthcoming section of this report.

### **Agricultural Land Commission Act and Regulations**

The ten lots (61-70) under application are all in the ALR. The three westerly lots (61,62 & 63) are not subject to the provisions of the ALC Act or ALR Use, Subdivision and Procedure Regulations as the lots are:

- Each less than 2 acres in size.
- Listed on separate certificates of title as of December 21, 1972.
- The exemption for these three lots (61,62 & 63) from the ALC Act would also apply and remain in effect should any future consolidation (as proposed) occur.

The placement of the proposed facility, the requirement for off-street parking, ALR landscape and adjacent use buffering, truck queuing and manoeuvring aisles and storage areas require modification and development of a majority of the ten lots; therefore, the non-farm use application is being requested for all ten lots (8.66 acres total).

The ALR Use, Subdivision and Procedure Regulations allow farm product processing as a permitted farm use so long as 50% of the farm product being processed is produced on the farm where the processing activities are taking place. The cranberry receiving and processing facility proposed will process berries from across the region (Richmond, Delta, Langley, Vancouver Island) from multiple growers. As a result, the 50% ratio required to be granted as a permitted farm use (farm product processing) would not be met for a facility of this nature. Based on the provisions of the ALC Act and accompanying regulations, approval of a non-farm use application is required to allow a cranberry processing facility on the subject site. City staff have confirmed details about cranberry processing volumes in relation to ALR regulations with Ocean Spray representatives and ALC staff.

The extension and opening of the Dhillon Way road allowance further north from where it currently ends along the west property line of Lot 61 to provide the required access to the site also requires approval from the ALC. Both the proposed non-farm use for the cranberry processing facility and use of the unopened road allowance to the north of the existing opened road allowance (Dhillon Way) for access purposes is being forwarded to Council and the ALC for consideration.

### **Related Policies & Studies**

#### City of Richmond Official Community Plan

The City's Official Community Plan (OCP) contains broad objectives and policies to support farming in Richmond and enhance agricultural viability. The OCP land use map designation for the subject site is 'Agriculture'. The proposed cranberry processing facility is a land use that is directly related to agriculture in Richmond. Furthermore, the proposal is required to go through a non-farm use application that requires approval from the ALC. As a result, the proposed development is consistent with the broad objectives contained in the OCP and accompanying 'Agriculture' land use designation.

#### Richmond Agricultural Viability Strategy

The Richmond Agricultural Viability Strategy (RAVS), approved by Council on May 26, 2003, is a policy document aimed at enhancing agricultural viability in Richmond. This proposal addresses many specific objectives in the RAVS such as:

- Ensuring that proposed non-farm uses support agricultural viability, while not interfering with normal farm practices.
- Recognizing the preference for compatible land uses to mitigate potential conflicts with agricultural activities.
- Supporting agricultural growth through diversification.

### **Referral to City Advisory Committees**

#### Richmond Agricultural Advisory Committee

The land use proposal was forwarded to the Richmond Agricultural Advisory Committee (RAAC) on April 10, 2008 for comment and feedback. An excerpt of the minutes for the meeting is contained in **Attachment 6**. The RAAC endorsed the non-farm use application for a new cranberry receiving and processing facility on the subject site. RAAC members also requested that they be kept informed of specific benefits to agriculture in relation to the development and updated as the land use applications advance through the process. Staff will ensure that RAAC members are kept updated and will also forward the forthcoming rezoning application to them for review.

#### Richmond Economic Advisory Committee

The Richmond Economic Advisory Committee (REAC) reviewed the proposal on June 24, 2008. An excerpt of the meeting minutes is contained in **Attachment 7**. The REAC supported the relocation of the cranberry processing facility to the subject site in East Richmond.

### **Examination of Issues**

#### ALR Buffering and Land Use Adjacencies

Due to the surrounding land uses and agricultural adjacency to the subject site, a specific landscaped edge treatment has been provided around the perimeter of the development. The landscape buffer treatment is designed to address land uses bordering the subject site such as agricultural activities to the north, east and west of the subject site and single-family residential, school and light industrial activities to the south. A copy of the proposed preliminary landscape buffer scheme is found in **Attachment 8**. Specifics of the different landscape treatments proposed around the subject site is as follows:

- 9 m (30 ft.) wide contiguous landscape buffers proposed for agricultural adjacencies to the north, east and west of the subject site. The composition of the buffer consists of perimeter fencing, screen hedging, contiguous row of deciduous and coniferous trees, shrubs and groundcovers.
- A 6 m (20 ft.) wide contiguous buffer is proposed along the south property line directly adjacent to the school site and agricultural zoned lot with a residential dwelling. The buffer scheme consists of perimeter fencing, screen hedging, contiguous row of deciduous and coniferous trees and some low-level shrubs.
- Further east along the south property line directly adjacent to the industrial zoned sites outside of the ALR, the buffer scheme is 3 m (10 ft.) in width and consists of fencing, screen hedging, deciduous trees and limited shrubs. When the industrial sites to the south were developed, a landscape buffer treatment was secured through a Development Permit (DP 05-319300). This buffer treatment in conjunction with the perimeter buffer for the proposed cranberry processing facility is sufficient to address adjacency concerns between the two land uses.

The overall buffer scheme addresses the different land uses surrounding the subject site and is consistent with the City's OCP guidelines on ALR buffering to minimize potential conflicts between agricultural and urban land uses. A landscaping cost estimate (\$100,000) to implement the works, based on the plan submitted as part of the non-farm use application, has been provided by the consulting landscaping architect.

If the non-farm use application is authorized to proceed to the ALC, the preliminary landscape buffer plan proposal and estimated cost will be forwarded as part of the application for ALC review and consideration. Should changes or revisions to the landscaping plan be requested in any part of the Council or ALC processing of the non-farm use application, Council will be able to ensure that the landscape plan has been modified accordingly. Should any revisions be requested to the buffer scheme, finalization of plan details and provisions to secure the installation of the landscaping can be addressed in the required rezoning application.

#### Existing Cranberry Processing Site – 5400 No. 6 Road

The existing receiving and processing facility serving the region is located in Richmond at 5400 No. 6 Road on a site that is approximately 3 acres in size. This property is zoned AG1, designated for agriculture in the OCP and is in the ALR. Previous to the cranberry processing facility, the site on No. 6 Road was utilized as the centre for processing blueberries and other farm products produced in Richmond and was previously owned and operated by the BC Blueberry Cooperative prior to the establishment of the ALR.

Ocean Spray of Canada Ltd. is the current owner of the No. 6 Road facility. Richberry Farms Ltd. is the current owner of the subject site in East Richmond under non-farm use application. Ocean Spray and Richberry Farms have confirmed that there is an agreement to sell the ten lots located on Dhillon Way to Ocean Spray for the establishment of a new cranberry processing facility. Confirmation has also been provided that, as part of the compensation package, Richberry Farms Ltd. will obtain ownership of the existing processing facility at 5400 No. 6 Road, which will be leased to Ocean Spray until the new facility is constructed and operational. The sale and transfer of properties is also contingent on Ocean Spray obtaining all necessary approvals to permit a new cranberry processing facility. A copy of the letters from Richberry Farms Ltd. and Ocean Spray confirming the sale and transfer of properties is contained in **Attachment 9**.

As part of the review of the pending transfer of property to Richberry Farms Ltd. and agricultural related land use designations (ALR and AG1 zoning) associated with the site at 5400 No. 6 Road, confirmation about the future plans for this site was requested. Richberry Farms Ltd. has identified that an agrologist will be engaged to examine the potential agricultural uses for the No. 6 Road site. The prospective owner has also indicated in the letter confirming the transfer of property and that no alternate uses will be requested, so long as viable agricultural uses remain for the site (Please refer to **Attachment 9**).

#### Legal Document Registered on the Subject Site (Lots 61-70)

Through the previous applications relating to the subject site mentioned in this report, a legal document (Restrictive Covenant) was registered on the subject sites (Lots 61-70) based on conditions identified by the ALC. The specific terms identified in the restrictive covenant are:

- The 10 lots cannot be sold or transferred separately from one another.
- The 10 lots will not be subdivided.



- No construction of any buildings or parking areas for Lots 64, 65, 66, 67, 68, 69 and 70.
- The 10 lots are to remain in the ALR and subject to all provisions of the ALC Act and regulations.
- A separate restrictive covenant was also registered on the land associated with Richberry Farms Ltd. agricultural operation that surrounded the area. This legal document stated that these lands would remain in the ALR and only to be used for agricultural purposes and that any structures or buildings would need to be directly related to the farm operations being undertaken.

Upon examination of the provisions of the existing restrictive covenant and review of the non-farm use application for the proposed cranberry processing facility, the legal document will need to be either modified or discharged so that a revised or new restrictive covenant can be registered. This new restrictive covenant would need to include provisions that:

- Accommodate the proposed development and site plan.
- Take into account the consolidation of the subject site (Lots 61-70) into one legal lot.
- Include wording to ensure that landscape buffering (to mitigate against typical noise, dust and odour associated with agricultural activities) around the subject site is implemented and prohibit any future removal of the buffer.
- Notify existing and future purchasers of the consolidated lot of the adjacent agricultural activities.
- Include any provisions identified by Council and/or the ALC.

Any legal document registered on the subject site must be reviewed and approved by the ALC. It is also important to note that the ALC, through its review of the non-farm use application, may identify additional provisions to be included in the legal document. As a result of the pending review of the application by Richmond City Council and the ALC, finalization of the provisions of the legal agreement can occur either through the ALC processing of the application or in the required rezoning application. Staff will monitor the process to ensure that the appropriate legal documents meet all City and ALC conditions identified throughout the non-farm use and rezoning application process and follow-up accordingly.

#### Capacity Analysis for City Storm, Sanitary and Water Systems

The proposed means of providing sanitary service to the development is pending the consideration of the request to amend the Fraser Sewerage Area Boundary to the GVS&DD. Capacity analyses for the City storm, sanitary and water systems will be required to be submitted, reviewed and approved by Engineering Department. The capacity analyses must be completed and approved by Engineering staff prior to the rezoning application proceeding to Council. The applicant's consultant has prepared preliminary materials in relation to the examination of City services. City staff will relay comments and continue to work with the consultants so that the capacity analyses are reviewed and completed prior to the rezoning application being brought forward to Planning Committee.

#### Traffic Report for Proposed Cranberry Processing Facility

A traffic report to address transportation related issues is required to be submitted, reviewed and approved by the Transportation Division. This report, along with recommendations for upgrades and implementation of traffic mitigation measures, is required to be completed and approved prior to the rezoning application proceeding to Council. An examination of the design standard for the existing access road (Dhillon Way) and opening up of the road allowance further north to

access the subject site will be reviewed further at the rezoning application stage. To date, the proponent has submitted a preliminary traffic report. City staff will continue to work with the proponent to resolve all transportation issues as the processing of the non-farm use and rezoning applications occurs.

### **Staff Comments**

#### Proposed Extension of Dhillon Way

Through the previous applications associated with the golf driving range facility, permission was granted by the ALC and City for use of the existing road allowance north of Westminster Highway and along the subject site's (Lot 61 to 70) west property line. A Development Variance Permit (DVP 96-131) was also approved to vary the City's road standard for Dhillon Way. These previous approvals as they relate to the opening of the road allowance and design standard only apply to a portion of the road. As a result of the Ocean Spray development, Dhillon Way is proposed to be extended further north to provide a vehicle access to the subject site. The extension of the Dhillon Way and opening of the Road allowance further north along the west property line of Lot 61 is included in the application to the ALC (refer to **Attachment 4**). The design and construction of the road (Dhillon Way) and/or upgrades to the existing access roads to the site will be reviewed through the Transportation review as part of the required rezoning application.

#### Proposed New Zoning District

A rezoning application is required to change the zoning of the subject site from the existing Golf Course District zone (AG2) to a new Comprehensive Development District zone. This proposed new zone will take into account specific regulations (permitted use, density, height, coverage, setback etc.) relating to the cranberry processing facility. The preparation of the new zoning district will also be examined in conjunction with the processing of the non-farm use application to determine if any provisions or regulations arising from the ALR application need to be addressed in the new zone.

### **Summary Analysis of Non-Farm Use Application**

The proposed cranberry receiving and processing facility with increased production, volume and sorting capacity, is critical to maintaining and enhancing the viability of the cranberry sector in Richmond and throughout the region.

Although the subject site is located in the ALR and subject to a non-farm use application, the proposed facility directly supports farming and is specifically designed to better accommodate the product harvesting and processing methods of the cranberry industry. The facility will be fully operational during September to mid-November, with the peak period occurring three weeks in October. When in operation, the proposed facility will be running for 16 hours a day. No nuisance is anticipated to be generated by the proposal.

A comprehensive review of the application has been undertaken to examine the adjacency issues between the proposed facility and surrounding land uses. As it relates to mitigating conflicts with agricultural activities, agri-industrial and industrial uses are better suited to locate adjacent to active farming areas. The proposal is able to take this adjacency consideration into account with surrounding agricultural activities situated to the north, east and west of the site. Landscape buffer treatments are also proposed around the perimeter of the site to provide appropriate

buffering treatments to address the surrounding agricultural and land uses to the south (school, residential dwelling and light industrial operation).

The proposed cranberry processing facility and associated non-farm use application does not result in an incursion of urban or non-agricultural related uses into Richmond's agricultural areas. Rather, the proposal presents many agricultural benefits, including:

- A purpose built facility that directly supports the cranberry sector in Richmond and throughout the region.
- The facility's expanded processing capacity and sorting capabilities will help facilitate bringing increased acreage into cranberry production.
- The proposed land use does not constrain or restrict the operations of surrounding farms in the area and does not occupy land that is actively being farmed.
- Consolidation of the ten lots (61-70) into one legal parcel, as proposed by the proponents, meets objectives of the City and ALC to minimize subdivision in the ALR and examine consolidation and land assembly where possible.
- Registration of the appropriate revised legal documents to reflect the proposed land use, while ensuring the previous conditions identified by the ALC are included, can be accommodated through the review of this application.

## **2. Request to the GVS&DD Board to Amend the Fraser Sewerage Boundary Area**

### **Origin**

The proponents have indicated that the proposed cranberry processing facility requires service from a public sanitary sewer system. Only one of the ten lots (Lot 63) associated with the proposal is included in the GVS&DD Fraser Sewerage Area (FSA) boundary. This lot was included in an earlier request approved by the GVS&DD Board on March 26, 2004. Although this lot was included in the FSA boundary, it was never connected to the sanitary system as the golf driving range building was equipped with an on-site sewage disposal system (A map of the existing FSA boundary is included in **Attachment 10**).

Based on the proposed cranberry processing facility and existing FSA boundary, an amendment is required to be requested and approved by the GVS&DD Board in order to enable the subject sites to be serviced by a public sanitary sewer system. Metro Vancouver policy identifies that sewerage area boundaries can be amended and that any requests must be made from member municipalities, through Council resolution. Ocean Spray of Canada Ltd. has submitted supporting information to the City of Richmond, in conjunction with the land use applications, to enable the City (on behalf of Ocean Spray) to make a request to the GVS&DD Board.

### **Proposed Amendment to the Fraser Sewerage District Boundary**

Ocean Spray has requested that the Fraser Sewerage Area Boundary be amended to include the entire subject site (Lots 61 to 70 – 8.66 acres). All 10 lots are proposed to be consolidated into one legal lot. As Lot 63 (0.85 acres) is already included in the FSA, the balance of the area to be included in the request is 7.81 acres. Ocean Spray submitted written confirmation and a map outlining the requested area to which the FSA amendment is based upon (refer to **Attachment 11**).

City staff examined Ocean Spray's sewerage amendment request for the subject site (Lots 61 to 70) in conjunction with the proposed development on the subject site, forthcoming consolidation

of all ten lots into one legal parcel and existing lot included in the FSA boundary (Lot 63). Upon review of the existing area already included in the FSA boundary for Lot 63 (3,440 sq. m or 0.85 acres) and general footprint area of the cranberry processing facility (~3,252 sq. m or 0.8 acres), it was determined that although close in area, the facility would not be able to operate within the existing FSA boundary in relation to Lot 63. As a result, Ocean Spray has requested an FSA boundary amendment to correspond with the future consolidated ten lots (Lots 61-70).

### **Sanitary Options Explored by Ocean Spray**

The City and Ocean Spray are aware of the Metro Vancouver policy to submit appropriate information to the GVS&DD Board in conjunction with extending sewerage area boundaries into land designated in the Livable Region Strategic Plan (LRSP) as Green Zone. The Metro Vancouver policy identifies that the information should examine local servicing and alternate treatment systems. As a result, a wastewater and sanitary discharge options report prepared by an appropriate professional engineering consultant is typically included in the FSA amendment request for consideration by the GVS&DD Board. Ocean Spray has engaged a professional engineering consultant (Kerr Wood Leidal) to prepare the report, which will accompany the sewerage amendment request if authorized by Council. A copy of the consultant's wastewater and sanitary discharge options report is contained in **Attachment 12**.

The proponent's engineering consultant has also presented a preliminary design outlining how a connection would be made to service the future consolidated lots should Richmond City Council allow an FSA amendment request to proceed and subsequent approval by the GVS&DD Board. Any design to enable a connection to the City's sanitary sewer system, along with the appropriate capacity analysis and legal agreements required, must be approved by the City's Engineering Planning Division. This capacity analysis review for the sanitary sewer system is required to be completed prior to forwarding the rezoning application to Planning Committee.

### **Extending the Sewerage Area Boundary into the Green Zone**

Staff conducted a review of land uses in the surrounding area and the factors to identify how the proposal is consistent with the policies of the Green Zone and objectives of the LRSP, and how the requested amendment to the FSA boundary does not result in potential future development of Green Zone lands:

- The subject site for the proposed cranberry processing facility will remain in the ALR.
- Zoning for the subject site will be developed to limit uses to agricultural product processing activities and supporting functions.
- Land uses in the surrounding area are predominantly agricultural (zoned and designated in the OCP).
- The subject site (Lots 61-70) will be consolidated and remain in the ALR as part of the non-farm use application.
- Any increased amounts of urban development (i.e., residential dwellings) in this agricultural area will be limited, as a majority of the land is not accessed by fully serviced roads. In addition, the City also has objectives contained in the Richmond Agricultural Viability Strategy to minimize development of roads in the ALR.
- Through previous applications, a restrictive covenant was registered on all the lots associated with the large farm operation to the north of the subject site to ensure that the lands be for farm use only and that the construction of structures and buildings will be restricted to those directly required by the agricultural operation. This legal document further ensures that land will remain for agricultural uses.

### **Summary Analysis of Proposed Sewerage Area Amendment**

As required by Metro Vancouver policy, the City of Richmond is submitting a request to the GVS&DD Board to amend the FSA boundary to include Lots 61 to 70 (10 lots to be consolidated into one legal parcel 8.66 acres in total area). The request is being made on behalf of Ocean Spray who have also applied for land use approval (ALR non-farm use and rezoning) to develop a new cranberry receiving and processing facility to replace the existing facility and facilitate future viability and growth in this agricultural sector.

In support of the sewerage boundary amendment request, Ocean Spray have also submitted a report to identify and explore the feasibility of various wastewater and sanitary discharge options based on the proposed land use for the facility. This report (contained in **Attachment 12**) would be submitted in conjunction with the FSA boundary amendment request for review and consideration by Metro Vancouver staff and the GVS&DD Board.

City staff contend that the sewerage area amendment will comply with the objectives of the LRSP and Green Zone designation as the request is related to a land use that directly supports agriculture and processes farm product from throughout the region. The subject site will also be consolidated into one legal parcel, remain in the ALR and comply with the City of Richmond's existing OCP designation for the area (Agriculture). This sewerage amendment request will not set a precedent for future applications to extend the FSA boundary and will not result in further incursions into the Green Zone from urban development.

### **Financial Impact**

There are no cost related impacts to the City in relation to the request to amend the FSA boundary. A capacity analysis and design review for sanitary sewer service to the proposed development is required to be undertaken by the proponents. Costs of all works and any identified upgrades will be the responsibility of the applicant.

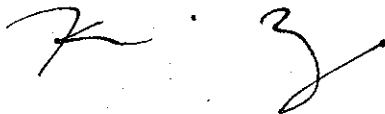
## Conclusion

Upon completion of the review of the land use application and related sewerage boundary amendment request from Ocean Spray of Canada Ltd, City staff conclude that:

- The proposal has agricultural viability, land use, social, economic, environmental and sustainability merit.
- The proposed site is ideal and suited to accommodate the proposed use.
- All concerns can be satisfactorily addressed.

City staff recommend that the:

1. ALR non-farm use application to develop a new cranberry receiving and processing facility on Lots 61 to 70 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way) and utilize the existing opened road (Dhillon Way) and portions of the unopened road allowance along the west property line of Lot 61 for access purposes be forwarded to the ALC.
2. FSA boundary amendment request be forwarded to the GVS&DD Board.



Kevin Eng  
Planner 1



Siu Tse  
Manager, Engineering Planning

KE:cas

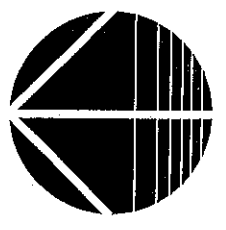
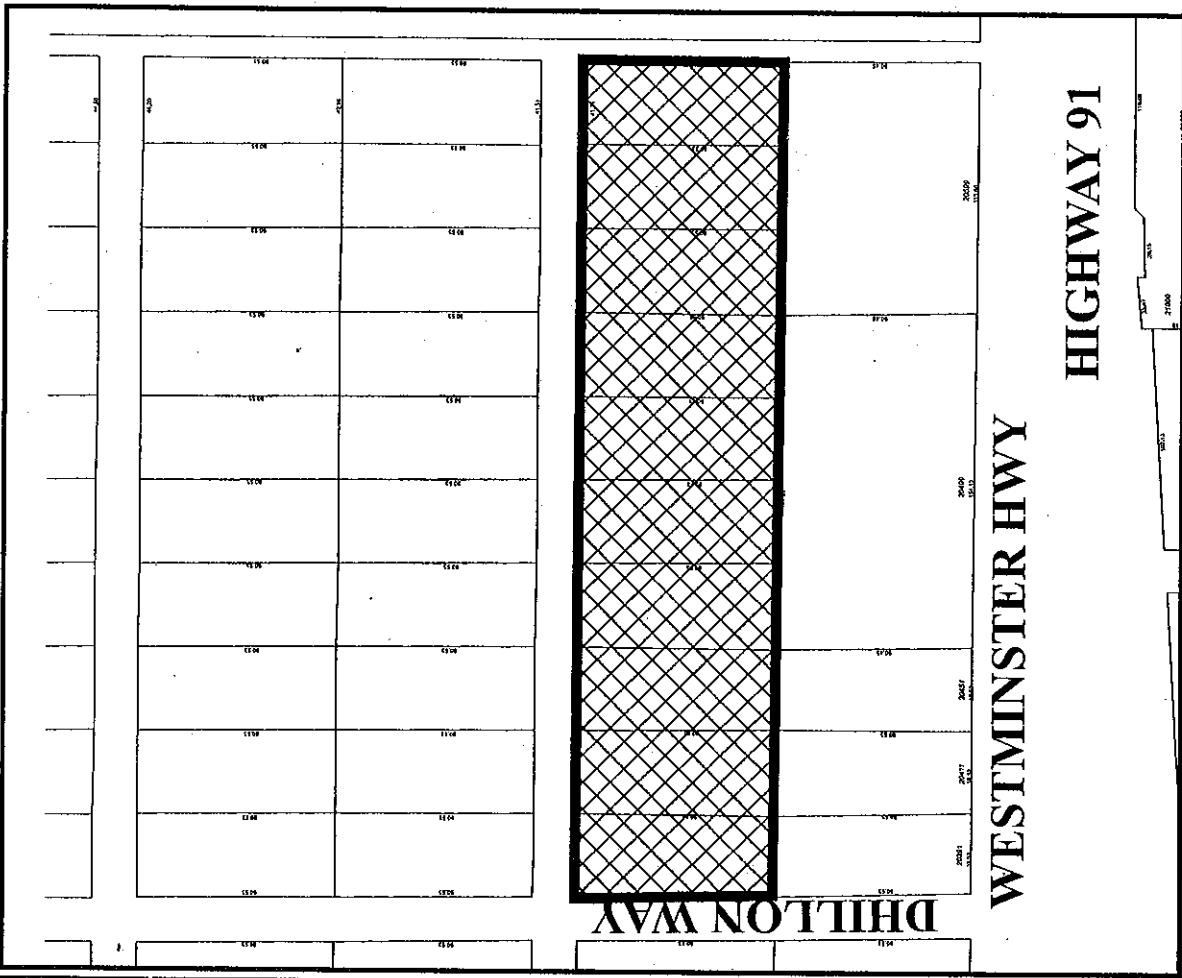
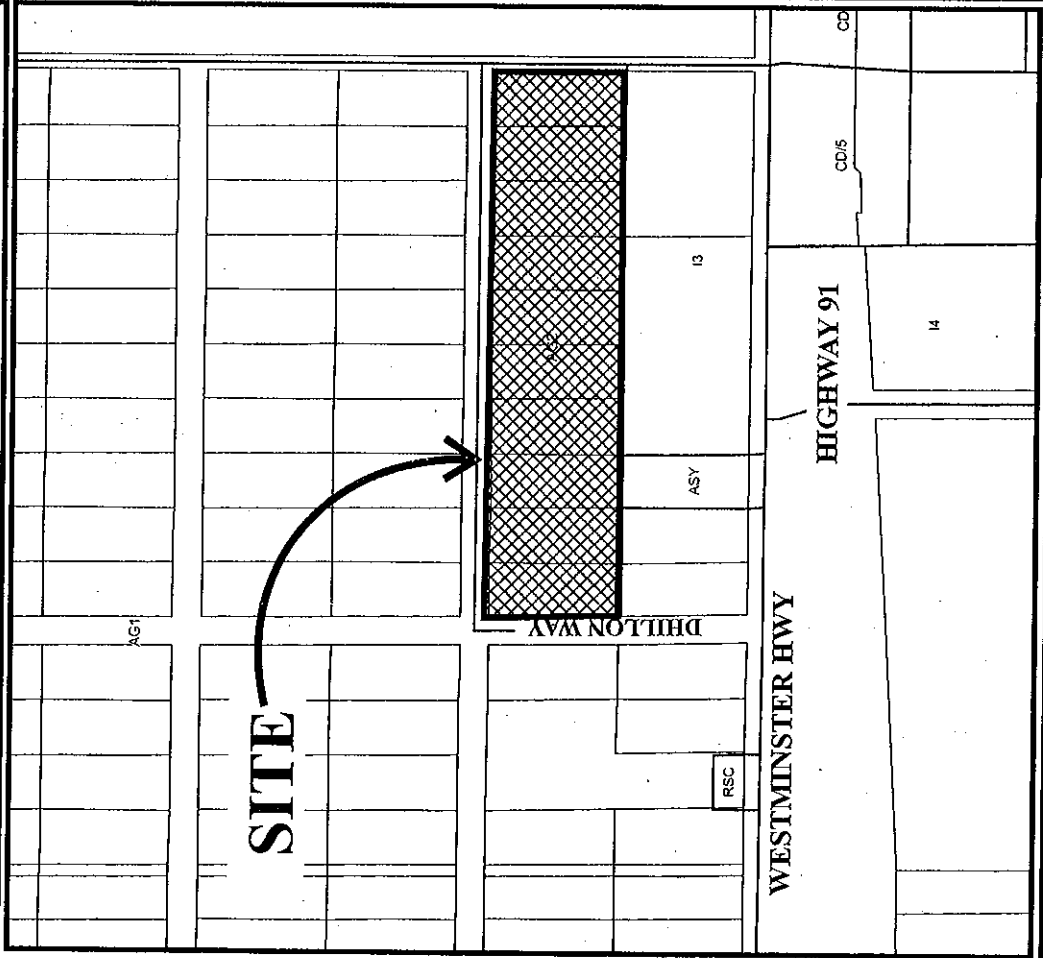
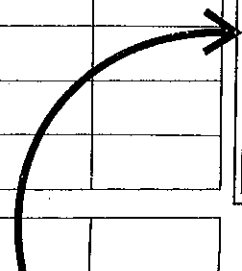
- Attachment 1 – Location Map and Aerial Photograph
- Attachment 2 – Land Use Application Flow Chart
- Attachment 3 – Preliminary Site Plan
- Attachment 4 – Dhillon Way Existing and Proposed Extension
- Attachment 5 – Context Land Use Map
- Attachment 6 – Richmond Agricultural Advisory Committee Minutes
- Attachment 7 – Richmond Economic Advisory Committee Minutes
- Attachment 8 – Preliminary ALR Landscape Buffer Scheme and Cost Estimate
- Attachment 9 – Richberry Farms Ltd. and Ocean Spray of Canada Letters
- Attachment 10 – Existing Fraser Sewerage Area boundary
- Attachment 11 – Proposed Area to be Included in the Fraser Sewerage Area
- Attachment 12 – Wastewater and Sanitary Discharge Options Report by KWL

## **Attachment 1 – Location Map and Aerial Photograph**



# City of Richmond

**SITE**

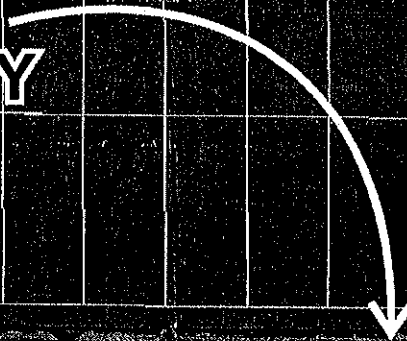


## AG 08-407180

Original Date: 02/06/08  
 Revision Date: 02/07/08  
 Note: Dimensions are in METRES



**SUBJECT  
PROPERTY**



**DHILLONWAY**

**WESTMINSTER HWY**

**HIGHWAY 91**

**WESTMINSTER HWY**



**AG 08-407180**

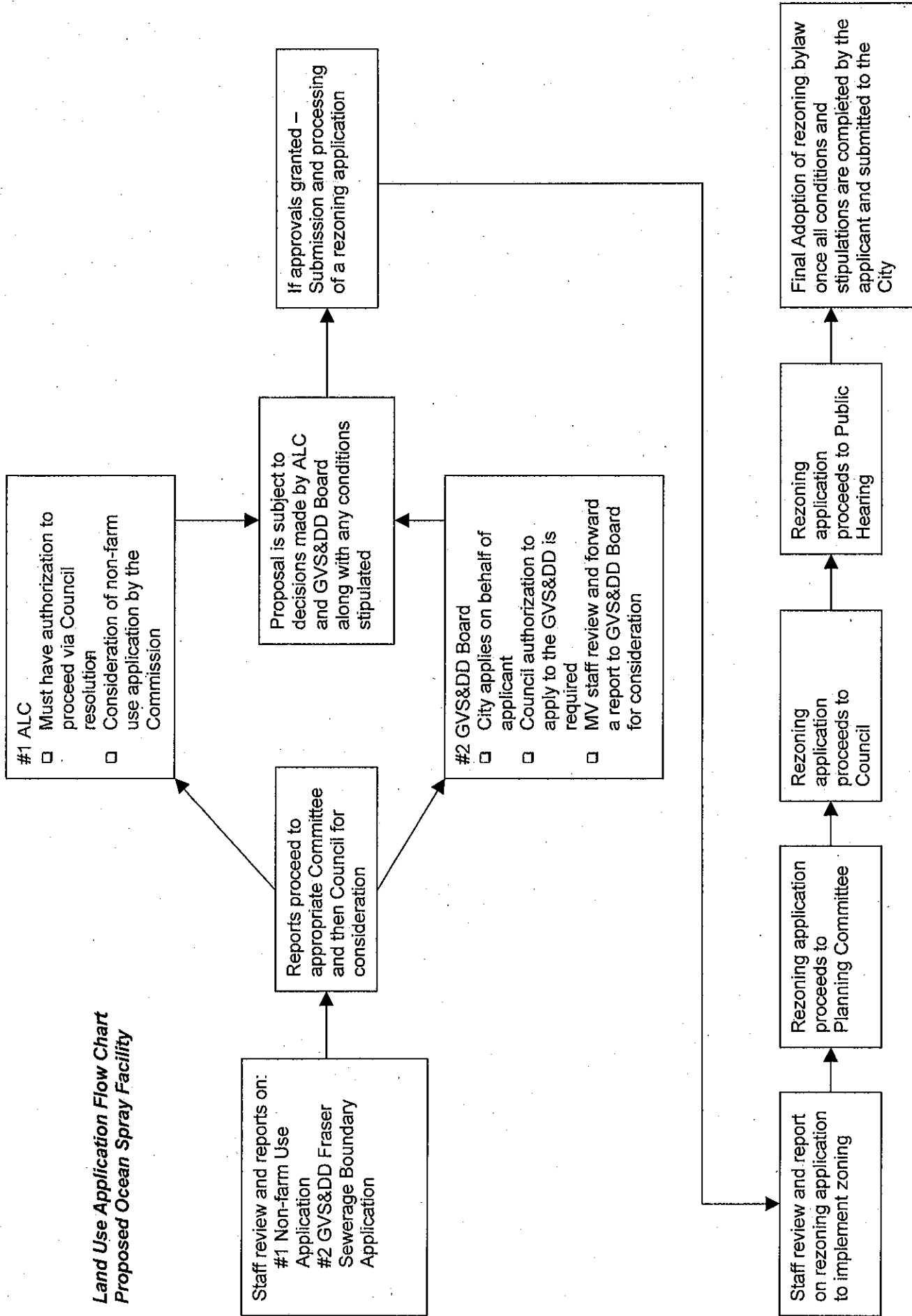
Original Date: 02/06/08

Amended Date: 02/07/08

Note: Dimensions are in METRES

## Attachment 2 – Land Use Application Flow Chart

**Land Use Application Flow Chart  
Proposed Ocean Spray Facility**

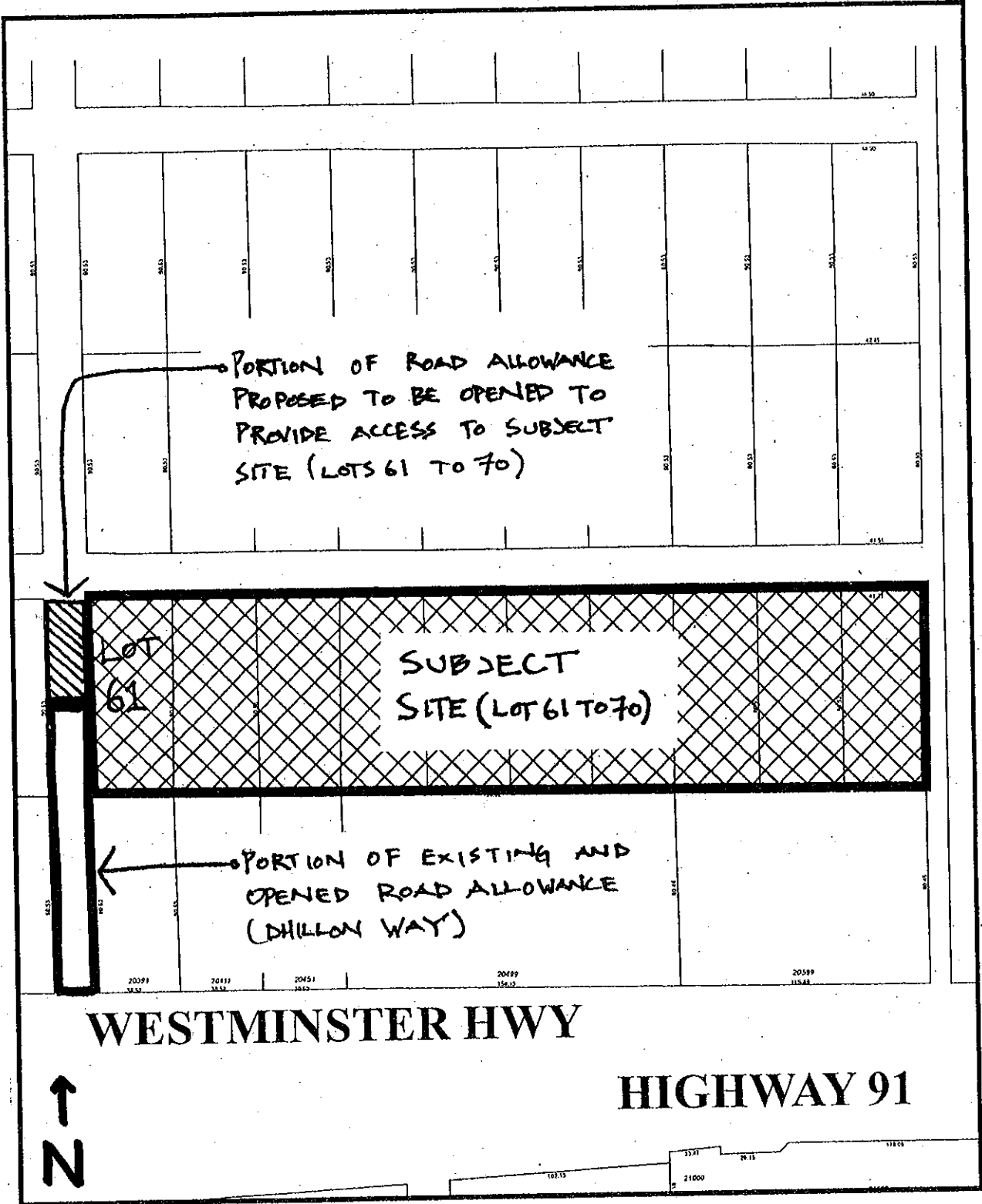


Conditions attached to ALC and/or GVS&DD decisions that may require addressing prior to formal approval or completed through the processing of the rezoning  
 Items identified for deferral to the rezoning application must be completed to the satisfaction of City staff prior to proceeding with a report to Committee/Council.  
 Prepared by City of Richmond Policy Planning Staff (February 2009) – For Discussion Purposes Only.

## **Attachment 3 – Preliminary Site Plan**

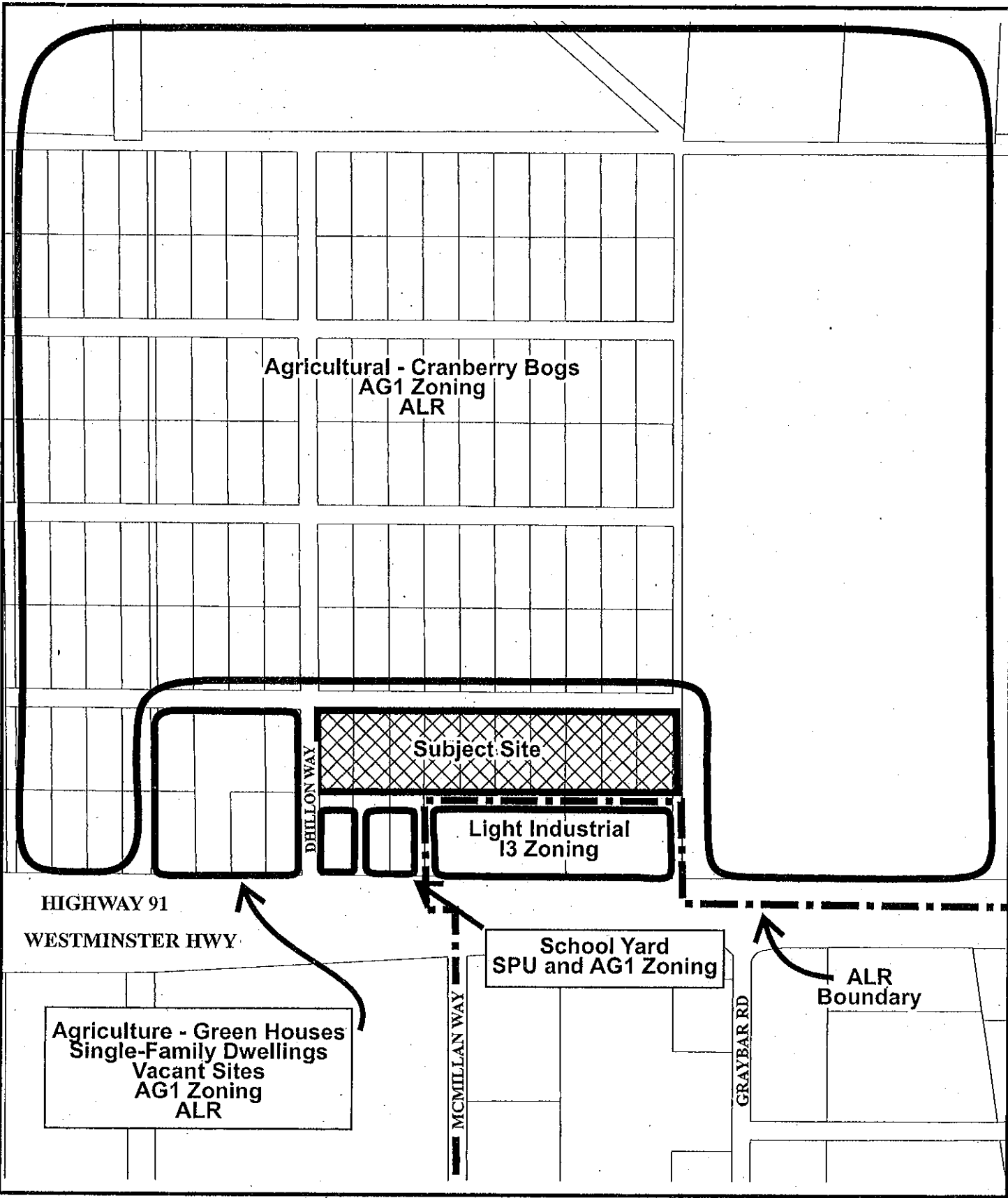


## **Attachment 4 – Dhillon Way Existing and Proposed Extension**



## Attachment 5 – Context Land Use Map





# Land Use Context Map

Original Date: 02/19/09  
 Amended Date: 02/24/09  
 Note: Dimensions are in METRES

## **Attachment 6 – Richmond Agricultural Advisory Committee Minutes**

## **Excerpt of Richmond Agricultural Advisory Committee Meeting Minutes on April 10, 2008**

### **Re: ALR non-farm use application for Ocean Spray of Canada Ltd.**

#### **Development Proposal – Cranberry Receiving Station at 5700 Dhillon Way, Lots 61-70 (Non-farm Use Application)**

Staff provided an overview of the proposal and reviewed the development proposal summary table (attached to the AAC agenda package) with the AAC.

Ralph May introduced himself to the Committee as the applicant and provided a summary on the proposed facility:

- As the facility was processing greater than 50% berries generated from the existing Farm Operation (Richberry Farms Ltd.), a non-farm use application is required.
- The existing facility at 5400 No. 6 Road has been under capacity constraints for approximately a decade, resulting in a complex and problematic scheduling and sorting limitations that did not address the needs of the farmers or specific demands of the cranberry market.
- Sweetened dried cranberries was cited as a specific example where the existing facility's sorting limitations posed harvesting and processing problems, which was also challenging to the overall establishment of a new market sector.

The applicant also confirmed that as part of the sale of Lots 61-70 to Ocean Spray of Canada, the site at 5400 Dhillon Way would be sold to Richberry Farms Ltd. The applicant indicated that as an initial step, he has suggested that an agrologist be hired to undertake an examination of potential farm uses that could be located at 5400 No. 6 Road.

AAC members made the following comments:

- Generally, the proposal for an expanded cranberry processing facility was beneficial to the growing cranberry sector and hence beneficial to agriculture as whole.
- Aside from the benefits to the cranberry sector associated with the proposed relocation of the processing facility, members suggested that the forthcoming application should also address the future of the property at 5400 No. 6 Road in order to obtain a comprehensive understanding of net benefit to agriculture.
- A question was asked about the existing capacity of the facility on No. 6 Road and how much of a projected increase the capacity at the new facility might be. The Ocean Spray plant manager (Rick Ball) responded that the new facility would increase processing capacity by approximately 20 million pounds per harvest period.
- Comments were made about the existing land use adjacencies surrounding the 10 lots (61-70) and how the surrounding school, industrial and residential land uses would be impacted. Staff indicated that they would be working with the applicant to address adjacent uses and that a buffer plan will need to be developed.

- That the non-farm use proposal be processed and brought forward on a “no net loss” approach and suggested that a covenant on the property at 5400 No. 6 Road to limit non-agricultural uses may facilitate this.
- When examining relevant provisions of the Agricultural Viability Strategy (AVS) for Richmond, it was noted that some of the policies spoke to minimizing non-farm uses from locating in the ALR and that the question on why this site had been chosen and the availability of other sites outside of the ALR needed to be addressed. The applicant responded with the following:
  - Cost of land outside of the ALR made securing the appropriately sized parcel for a processing facility not financially feasible.
  - There were a number of locational benefits associated with the proposed site off Dhillon way, which included being closer to harvest areas and good transportation linkages in addition to being an appropriate size for the facility.
  - It was also noted that the 10 lots under application was beneficial in regards to a location having minimal impact on ALR land under active agricultural production.

In response to questions and comments made by the Committee, Peter Dhillon (Richberry Farms Ltd.) addressed the AAC and conveyed the following information:

- Pending the outcome of the non-farm use and rezoning application for lots 61-70 in East Richmond, the site at 5400 No. 6 Road will continue to serve the cranberry sector as a processing facility in the short term.
- Long-term plans for 5400 No. 6 Road are unknown and undetermined at this time.
- Mr. Dhillon confirmed that the site at 5400 No. 6 Road will be required to adhere to local zoning and plan designations (AG1) and that any such change to this will require applications to the City and ALC. Staff confirmed that no applications have been submitted for the No. 6 Road property and that the current non-farm use application for the lots 61-70 does not directly include the property at 5400 No. 6 Road.
- Reference was made to the three westerly lots (61,62,63), which are exempt from the provisions of the ALC Act.
- In response to a question from the Committee, Mr. Dhillon indicated he was unaware of specific requirements of the ALC to place a certain type of fill when developing the driving range.

A committee member asked about precedent with a proposal of this nature. Staff highlighted that based on the information submitted by the applicant and the operations associated with cranberry harvesting, the proposal was in response to this agricultural sectors needs in terms of product processing. This facility would exceed the amount permitted under “Farm Product Processing” as outlined by the ALC, a non-farm use application is required. It was further highlighted that applications are reviewed on a case-by-case basis in conjunction with the applicable regulations and policies contained in the zoning, OCP, AVS, ALC Act and associated regulations.

Two voting members disclosed to the Committee of their business relations to the applicant and potential future owners of the property and facility (Ocean Spray of Canada).

Discussions ensued amongst all members about the approach in regards to potential conflict of interest and the implications of advisory committee members involvement in the review process of a proposal when such a disclosure is made. Some AAC members noted the previous approach of the Committee and on other agriculture related boards was disclosure of information to the Committee and/or board by individual members when issues like this arose.

A concern was noted about this approach as it was suggested that a Council Advisory Committee member would be governed by the same conflict of interest protocols identified in the applicable legislation.

The following motion was moved and seconded:

*That the AAC endorse the non-farm use application for a cranberry receiving station to be located at 5700 Dhillon Way (Lots 61-70) and that a detailed disclosure of the net benefit to agriculture be provided by staff to the Committee at a future date when the appropriate details have been finalized.*

*Carried unanimously*

After the motion was passed, Committee members requested that staff include a copy of the minutes of discussion in any forthcoming report. Staff indicated that the standard approach was to include a section in the report on AAC comments and review, which included an excerpt of the minutes. Staff also noted that the non-farm use application is required to proceed to Council and the ALC for review and approval. An application for rezoning is also required, which will be forwarded to the AAC for comment at the appropriate time.

## **Attachment 7 – Richmond Economic Advisory Committee Minutes**

**Excerpt of Richmond Economic Advisory Committee Meeting Minutes on  
June 24, 2008**

**Re: Proposed Ocean Spray Facility in East Richmond**

**Ocean Spray Development**

We were presented with a memorandum from Kevin Eng, providing a summary of the development proposal to re-locate the Ocean Spray cranberry processing facility. Ralph May gave an overview of the plans for the new Ocean Spray Cranberry Processing Facility at 5700 Dhillon Way.

At the conclusion of a question and answer period, Keith Tsukishima proposed the following:

**Motion:**

**That the Economic Advisory Committee support the development proposal to relocate Ocean Spray Cranberry processing facilities from it's existing site to 5700 Dhillon Way in principal, pending the submission of appropriate studies from the applicants that address transportation and site servicing issues (i.e., water, sanitary sewer, storm) to City staff for review and approval.**

Councillor Howard supports the retention of farmland and that the facility is situated in an ideal location and proximity to harvest areas and transportation linkages. Councillor Howard had a question on the impact of increased volume of vehicles to and from the site during the harvest period.

Staff indicated that the City has not yet received the Traffic Impact Study which would provide information on volumes, impact, etc. Also, this section of Westminster Highway is weight restricted and this issue would be addressed in the study as well. The applicant verified that the study has not been sent to the City yet.

Addendum (received via.e.mail):

Bruce Rozenhart –“ I support the motion and request that Ocean Spray be encouraged to include in their sorting, an advanced water recycling component that would put less demand on Richmond's water supply. This is due to the stated increased demand for water – and Ocean Spray's request that they be assisted to find additional water needed for the new plant”.

***Motion and addendum carried unanimously (including electronic voting).***

## Attachment 8 – Preliminary ALR Landscape Buffer Scheme and Cost Estimate







February 20, 2009

City of Richmond  
Planning & Development Department  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

via email

**Attention: Kevin Eng / Development Planner**

**RE: COST ESTIMATE FOR LANDSCAPE BUFFER - OCEAN SPRAY @ 5700 DHILLON WAY**

In reference to most recent Landscape Plan dated Feb. 19/09, and prepared by my firm for the above noted project, the cost estimate for bonding purposes is **\$100,000** and includes: the site preparation, supply & installaton of the soil and plant material.

This cost estimate is specific to the required perimeter '**Buffers**' that includes the Agricultural Land Reserve , School Property & Adjacent Residence.

Trust this is satisfactory. Please call if you have any questions.

Sincerely,

LandSpace Design Inc.

Al Tanzer, bcsla, csia  
Principal / Landscape Architect

cc: Gerry Weiler / WSB Consultants

**LandSpace Design Inc.**

142 Garden Drive, Vancouver  
British Columbia V5L 4P4

Tel 604 / 252 9500

Fax 604 / 252-9554

Email [landspace@telus.net](mailto:landspace@telus.net)

**Attachment 9 – Richberry Farms Ltd. and Ocean Spray of Canada Letters**



February 19, 2009

City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1

Attention: Kevin Eng

Dear Sirs:

Re: Ocean Spray Application for Receiving Station

I confirm that my company, Richberry Farms Ltd. has an agreement with Ocean Spray of Canada Ltd. (OSC) to sell the driving range site on Dhillon Way to OSC. This sale is contingent on OSC receiving all of the necessary approvals to construct and upgrade a receiving station on the site.

Part of the compensation paid to Richberry Farms Ltd. by OSC will be the No. 6 Road, receiving station. The existing receiving station will be leased to OSC until a new station is up and operating.

Thereafter, I will engage a qualified agrologist to investigate what agriculture uses can be made of the site. Unless there are no viable agricultural uses in the No. 6 Road site I will not seek alternate uses.

Yours truly,

Richberry Farms Ltd.

Peter Dhillon

cc. Ralph May  
Campbell Froh May & Rice LLP

5700 DHILLON WAY, RICHMOND, B.C., V6V 3A2  
T: (604) 273-0777 · F: (604) 278-6370

RICHBERRY GROUP OF COMPANIES: B.K.RANCH LTD. · PITT MEADOWS FARMS LTD. · RICHBERRY FARMS LTD. · R&H CRANBERRIES LTD.



Mr. Kevin Eng  
Planner Policy Planning Division  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

February 23, 2009

Dear Mr. Eng

In response to your correspondence of Feb. 11, 2009 to Mr. Ralph May, and on behalf of Ocean Spray of Canada, Ltd., I offer the following response to Item 4.

As you know, Ocean Spray has entered into an agreement to purchase the property at 5700 Dhillon Way. The transaction is contingent on receiving certain assurances and approvals to be able to construct a new receiving station on that site. The new site would operate in a similar capability to our current receiving station at 5400 No. 6 Road, but with increased capacity, some enhanced capability and to address logistical issues.

As part of the agreement to purchase the Dhillon Way property, Ocean Spray has agreed to sell the property at No. 6 Road in Richmond to Richberry Farms, Ltd. In return Richberry Farms has agreed to lease back to Ocean Spray the No. 6 Road property, to be used during the cranberry harvest season(s) until the construction and start-up of the new facility is complete. We will be relocating some of the critical, usable equipment from the No. 6 Road property to the new station at Dhillon Way.

Item 4 of your correspondence requests a letter as to "the future ownership status and plans for the property at 5400 No. 6 Rd.". As stated above once Ocean Spray purchases the property at 5700 Dhillon Way it will sell the 5400 No.6 Rd. property to Richberry Farms and will lease back the No. 6 Rd. property until the new receiving station has been completed and ready for operation. After Ocean Spray's receiving operations are moved to the new location, Ocean Spray will no longer have an interest in the No. 6 Road property.

I trust this satisfies your request and we will be providing the remainder of the information as requested under separate cover. If there is anything else that you require, please do not hesitate to contact me directly.

Regards,

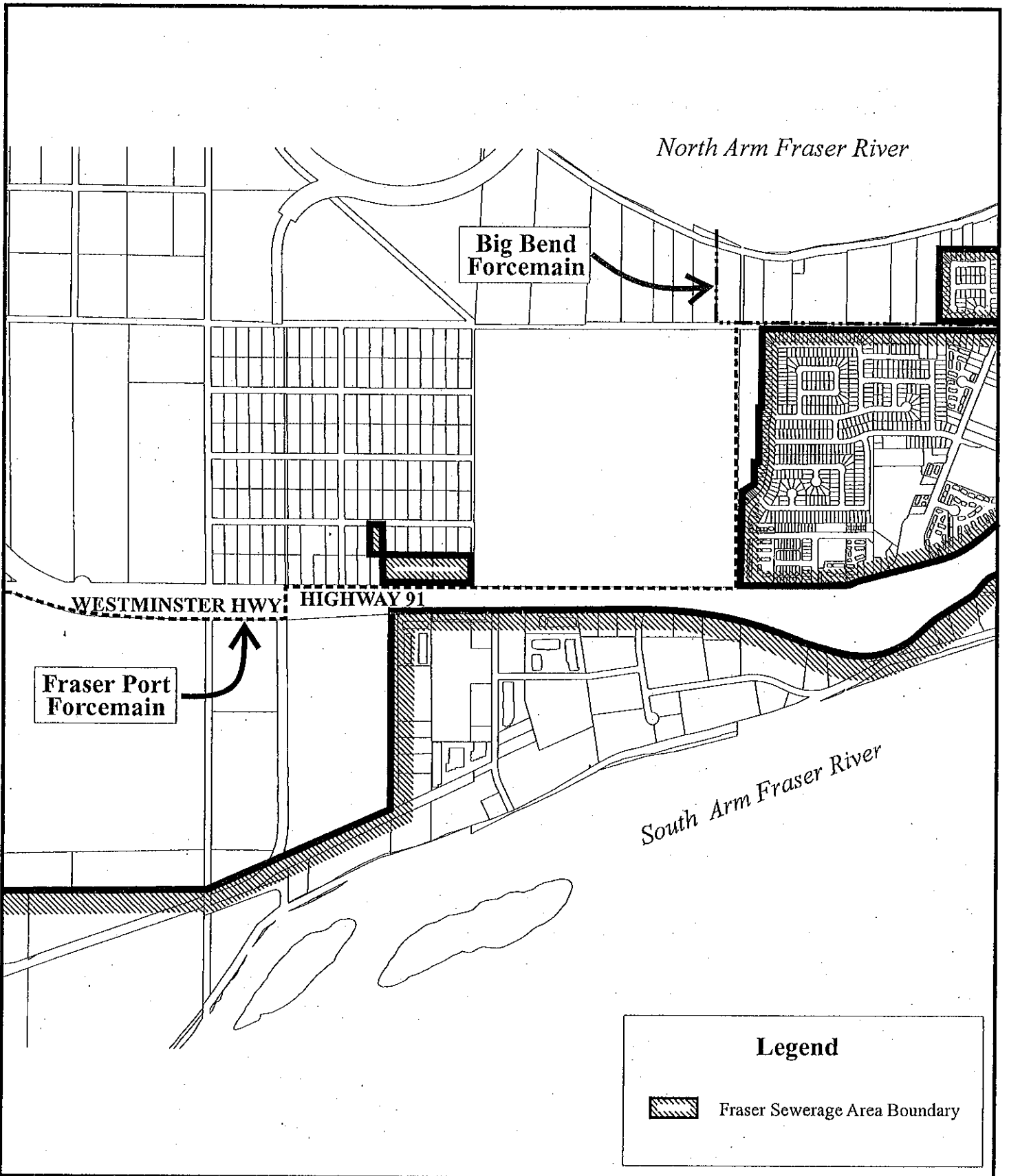
A handwritten signature in black ink, appearing to read "Joseph M. Benevides".

Joseph M. Benevides  
Ocean Spray of Canada, Ltd.  
5400 No. 6 Road  
Richmond, BC, Canada V6V 1T1  
604-273-3210  
Direct: 508-946-7621


CC: Mr. Ralph May (Campbell, Froh & May)  
Mr. Peter Dhillon (Richberry Farms)

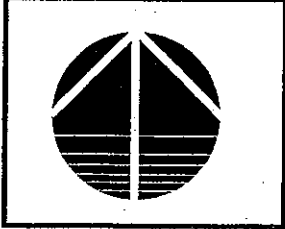
Mr. Wayne Craig (City of Richmond)  
Mr. Mike Stamatakos (O S of Canada)

## **Attachment 10 – Existing Fraser Sewerage Area boundary**



**Legend**

 Fraser Sewerage Area Boundary



# Existing Fraser Sewerage Area Boundary

Original Date: 02/24/09  
 Amended Date:  
 Note: Dimensions are in METRES

## **Attachment 11 – Proposed Area to be Included in the Fraser Sewerage Area**



February 24, 2009

Mr. Kevin Eng  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

Dear Mr. Eng:

**RE: REQUEST FOR EXPANSION OF FRASER SEWERAGE AREA**  
**5700 Dhillon Way Development – Ocean Spray of Canada Ltd.**  
**Our File 2636.001 City of Richmond File: AG 08-407180**

---

This letter is in response to your request for clarification about Ocean Spray of Canada, Ltd's request to amend the Greater Vancouver Sewerage and Drainage District's (GVS&DD's) Fraser Sewerage Area.

Ocean Spray requests that GVS&DD's Fraser Sewerage Area be amended to include the following lots in order that sanitary sewer service may be provided to their proposed cranberry receiving station located at 5700 Dhillon Way:

Lot 61 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 62 Section 4 Block 4 North Range 4 West NWD Plan 1593

Lot 64 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 65 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 66 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 67 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 68 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 69 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 70 Section 4 Block 4 North Range 4 West NWD Plan 1593

The attached Figure 1 illustrates the existing and proposed boundaries of the Fraser Sewerage Area. A letter report that provided a summary of sanitary servicing options that Ocean Spray explored for the proposed development was provided in our letter to you dated February 13, 2009.

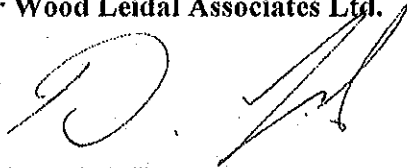
Please note that the following lot is currently within the Fraser Sewerage Area:

Lot 63 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way)

As we are aware, Ocean Spray intends to consolidate the ten (10) lots described above into a single lot upon property transfer.

We trust that this letter provides the information that you requested. Should you have any questions, please call either Joe Benevides of Ocean Spray at (508) 946-7621 or the undersigned at (604) 294-2088.

Sincerely,  
**Kerr Wood Leidal Associates Ltd.**

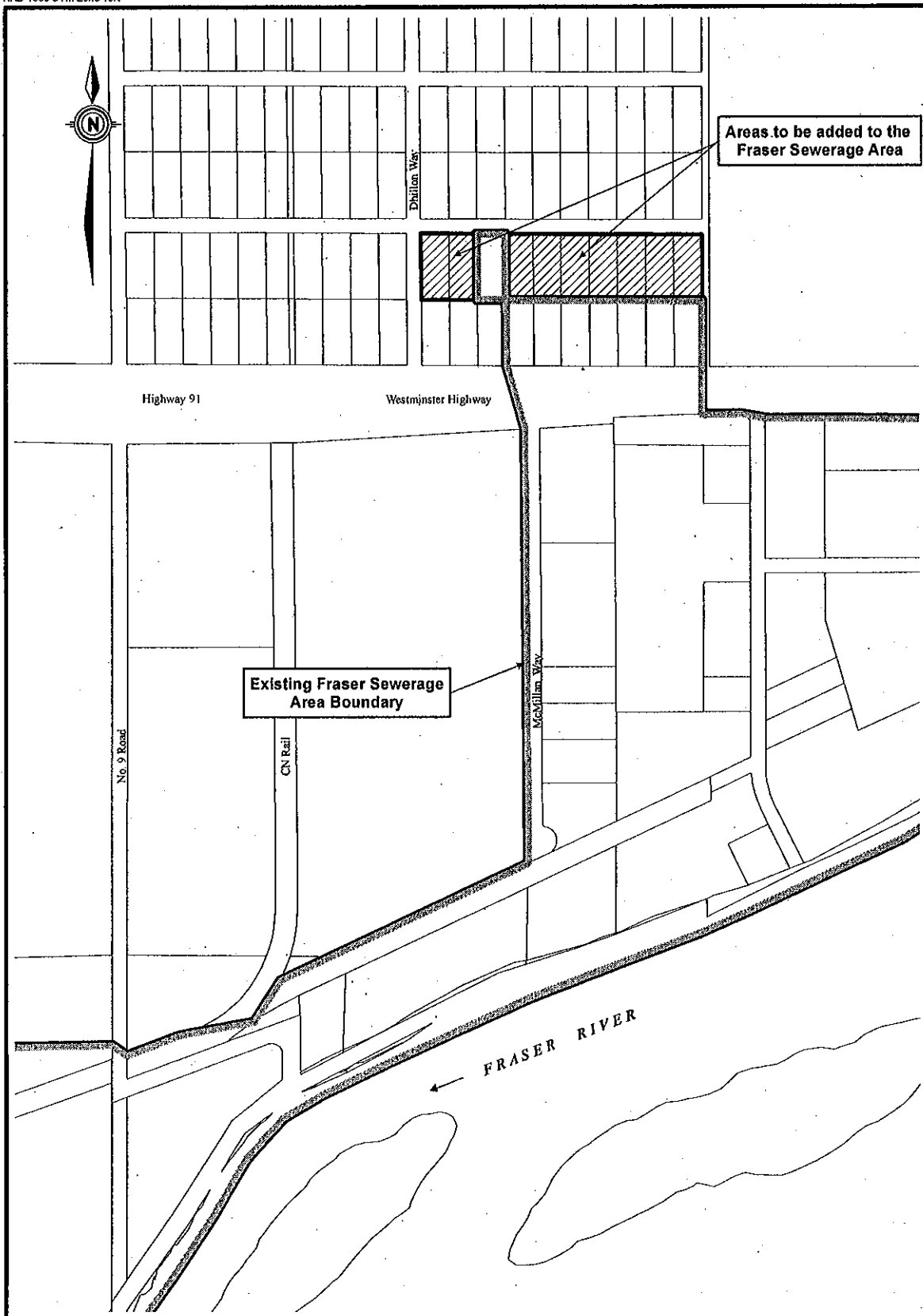


David Lumb, P.Eng.  
Project Manager and Wastewater Process Engineer.

cc: Joseph Benevides, Ocean Spray of Canada Ltd.  
Ralph May, Campbell Froh May & Rice LLP.

Enclosures:  
Figure 1 - Proposed Expansion of Fraser Sewerage Area

Q:\2600-2899\2638-001\200-Correspondence\OU\City of Richmond\2009-02-23 Letter Proposed Expansion to FSA\2009-02-23\_ProposedExpansionFSA.doc



|   |                       |
|---|-----------------------|
| <b>KW</b> KERR WOOD LEIDAL<br><small>associates limited</small><br>CONSULTING ENGINEERS |                       |
| Project No.<br>2636-001   | Date<br>February 2009 |
| 100 50 0 100<br>Scale in Metres   |                       |

Ocean Spray of Canada, Ltd.

**Proposed Expansion of the Fraser Sewerage Area**

Figure 1

# Attachment 12 – Wastewater and Sanitary Discharge Options Report by KWL

February 13, 2009

City of Richmond  
6911 No. 3 Road  
Richmond, BC  
V6Y 2C1

Attention: Mr. Kevin Eng, Planner

Dear Mr. Eng:

**RE: 5700 Dhillon Way Development – Ocean Spray of Canada Ltd.  
Evaluation of Wastewater Discharge Options and Request for Sanitary Sewer  
Service to Site  
Our File 2636.001 City of Richmond File AG 08-407180**

---

This letter presents a summary of wastewater discharge options that were considered for Ocean Spray of Canada, Ltd.'s (Ocean Spray's) proposed cranberry receiving station located at 5700 Dhillon Way, and presents a request for sanitary sewer service for the site. This letter has been prepared in response to the requests outlined in your letter dated February 20, 2008 to Mr. Ralph May and the subsequent meeting between with the City and Ocean Spray representatives on January 27, 2009.

## **1. BACKGROUND**

### **1.1 EXISTING FACILITY**

Ocean Spray currently operates a cranberry receiving station at 5400 Number 6 Road. At the existing (and the proposed) station, cranberries are weighed, sampled, dumped into a pre-cleaning pool, and cleaned on a conveyor system to remove leaves, broken berries, twigs and other debris. The cleaned berries are then loaded into wooden crates or bulk into trucks for transport off-site for freezing and/or processing into juice, juice concentrate, dried berries etc. at other off-site facilities.

Sanitary and industrial wastewater from the existing facility discharges to the local sanitary sewer. The industrial wastewater discharge is permitted under Metro Vancouver Waste Discharge Permit SC-1001SS-LIWSA. Stormwater from the facility discharges to the local storm sewer.

During the time since the existing facility was acquired by Ocean Spray in 1988, cranberry production in the Richmond area has increased and the number of different cranberry varieties has also increased. Consequently, the existing facility is undersized, it does not facilitate the segregation of cranberries into different varieties and different load qualities, and it is unable to accept fruit quickly enough during the optimal fruit maturity periods of the harvesting season.

## 1.2 PROPOSED FACILITY

Ocean Spray is proposing to construct a new, larger, and more sophisticated cranberry receiving facility at 5700 Dhillon Way and will decommission their existing facility. The proposed site is a multi-parcel site consisting of the following parcel numbers:

Lot 61 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 62 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 63 Section 4 Block 4 North Range 4 West NWD Plan 1593 (5700 Dhillon Way)  
Lot 64 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 65 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 66 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 67 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 68 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 69 Section 4 Block 4 North Range 4 West NWD Plan 1593  
Lot 70 Section 4 Block 4 North Range 4 West NWD Plan 1593

The existing lots are currently within the Agricultural Land Reserve. One of the lots (Lot 63, 5700 Dhillon Way) is currently within the Greater Vancouver Sewerage and Drainage District's (GVS&DD's) Fraser Sewerage Area but is not currently connected to the sanitary sewer. The other lots are within the 'Green Zone' identified in Metro Vancouver's *Liveable Region Strategic Plan* and border onto the Fraser Sewerage Area but are not within the Fraser Sewerage Area.

Ocean Spray has applied to the City of Richmond for an Agricultural Land Reserve Appeal, and intends to combine the lots into a single parcel.

## 1.3 OUTLINE OF INFORMATION ABOUT PROPOSED FACILITY

This letter provides the following information, specifically pertaining to sanitary services for the proposed development:

- Information on the projected wastewater discharge volumes from the operation;
- Evaluation of options to manage sanitary and industrial wastewater from the proposed development;
- Recommended wastewater discharge option;

**KERR WOOD LEIDAL**

*associates limited*

- Request for sanitary sewer service

Information is presented in the following sections.

## 2. WASTEWATER DISCHARGE VOLUMES AND WASTEWATER QUALITY

### 2.1 WASTEWATER DISCHARGE VOLUMES

A summary of the wastewater flows that are expected from the proposed facility are as follows:

**Table 1 Sanitary Wastewater Flows**

| Source                                     | Peak Hourly Flow | Average Daily Flow | Basis  |
|--|------------------|--------------------|--|
| Domestic Wastewater                        | 4.1 L/s          | 0.05 L/s           | <u>Peak:</u> - Fixture count flows associated with 94 Fixture units and 26.4 FU/LPS.<br><u>Average:</u> - Based on 55 staff per day during growing season and 85L/staff/day.   |
| Industrial Wastewater (process wastewater) | 14.7 L/s         | 14.7 L/s           | Process flows provided by Ocean Spray. Flows were pro-rated from existing facility's flows based on increased crop size and volumes.   |
| Industrial Wastewater (stormwater)         | 3.3 L/s          | <0.01 L/s          | <u>Peak:</u> Storm flow associated with a 2 yr – 24 hour storm, a catchment area of 5300 m <sup>2</sup> , and site storage volume of 68 m <sup>3</sup> for the industrial-stormwater sewers. (Note this storage volume is separate and independent of the 375m <sup>3</sup> stormwater detention pond).<br><u>Average:</u> Based on catchment area of 5300 m <sup>2</sup> and average October precipitation of 113 mm. |
| Subtotal                                   | 22.1 L/s         | 15.2 L/s           |  |
| Contingency (15%)                          | 3.3 L/s          | n/a                |  |
| Total                                      | 25.4 L/s         | n/a                |  |

More details about the wastewater discharge volumes and quality are contained in the Waste Discharge Permit Application that is being submitted to Metro Vancouver, a copy of which is attached for your reference.

## 2.2 WASTEWATER DISCHARGE QUALITY

Wastewater will be generated from two general waste streams at the proposed facility:

- Domestic wastewater; and
- Industrial wastewater.

### DOMESTIC WASTEWATER QUALITY

The quality of Ocean Spray's domestic wastewater is expected to be similar to typical domestic wastewater. Primary sources of domestic wastewater will be washrooms, staff kitchen, and staff showers.

### INDUSTRIAL WASTEWATER QUALITY

The expected wastewater quality of Ocean Spray's industrial wastewater is summarized in Table 2 below. Values are provided for wastewater quality before Ocean Spray's proposed on-site wastewater treatment facility.

**Table 2 Expected Untreated Industrial Wastewater Quality**

| Parameter                                     | Wastewater Quality (untreated) |
|---|--------------------------------|
| pH  | 2 – 5 pH                       |
| Biochemical Oxygen Demand (BOD <sub>5</sub> ) | 300 – 1700 mg/L                |
| Total Suspended Solids (TSS)                  | +/- 1500 mg/L                  |



### **3. WASTEWATER DISCHARGE OPTIONS**

Five options for wastewater disposal were evaluated:

1. Discharge to storm sewer with minimal treatment;
2. Discharge to storm sewer with biological treatment;
3. Discharge into the bog harvest water system;
4. Discharge to ground; and
5. Discharge to the Metro Vancouver sanitary sewer system.

These options are discussed below.

#### **3.1 DISCHARGE TO STORM SEWER WITH MINIMAL TREATMENT**

South and west of the site is a nearby storm sewer that flows directly south into the south arm of the Fraser River. Ocean Spray evaluated the option of treating the wastewater with solids removal and pH adjustment, and then discharging the water to the storm sewer for disposal. The capital cost for this option was estimated to be in the order of \$300,000 with minimal operating costs.

This process would be similar to the original operations of the existing facility, when the facility operated under a permit issued by the BC Ministry of Environment (MOE) and before the discharge was re-directed to the sanitary sewer in 1998.

The discharge to the storm sewer would be regulated by the BC MOE and possibly by the City of Richmond. Also Greater Vancouver is presently undertaking a major initiative to manage stormwater discharge into the environment. All municipalities will be required to have stormwater management programs which will include discharge sampling and analysis.

Because of the elevated biochemical oxygen demand (BOD) in the untreated cranberry wash water discharge, it is unlikely a permit for discharge could be obtained without BOD removal. For this reason, this option was not considered feasible.

#### **3.2 DISCHARGE TO STORM SEWER WITH BIOLOGICAL TREATMENT (SECONDARY WASTEWATER TREATMENT)**

Adding biological wastewater treatment to the option described above would dramatically increase the likelihood of obtaining a permit from MOE. Capital cost is estimated to be in the

order of \$3M with annual operating costs of about \$150,000. Additional considerations with this option include:

- Starting and operating a biological treatment system for the short harvest season would present operational challenges.
- The cranberries are low in nutrients, thus nutrients would need to be added (nitrogen and phosphorous). On site nutrient removal (i.e. tertiary treatment) is not considered feasible for this seasonal operation, and thus much of the added nitrogen and phosphorous would be discharged in the wastewater.
- The biological wastewater treatment process would be complex. The receiving station will only operate 8 weeks per year and starting up and stabilizing a biological treatment system over this short time frame would be problematic.
- The treatment system would also use up valuable site land – potentially 0.4 to 0.8 hectares (1 to 2 acres).

For the above reasons, secondary (or tertiary) wastewater treatment was not considered feasible.

### **3.3 DISCHARGE INTO THE BOG HARVEST WATER SYSTEM.**

Ocean Spray evaluated the option of discharging the wastewater into the cranberry bogs that are located close to (north of) the proposed development

Directly north and west of the proposed development are the bulk of the Richmond cranberry bogs. During the cranberry harvesting operations, water is taken from the north arm of the Fraser River for harvest flooding, and ultimately returned to the Fraser River after harvesting is complete. During harvest the water is drawn and rotated around the bogs as needed and then discharged.

If the effluent from the proposed new receiving station was discharged to the bogs and mixed into the bog harvest water system, it would be highly diluted. Although this might be very effective from an environmental treatment standpoint (primarily due to high dilution prior to discharge to the Fraser River), it is problematic from both a cranberry farm management standpoint and from a regulatory permitting perspective:

- Wash water from cranberries grown throughout the province would be contacting cranberry marshes in the immediate area north and west of the new receiving station during harvest. Effectively, wash water from one farmer's cranberries would be introduced onto another farmer's bog, potentially spreading disease.

**KERR WOOD LEIDAL**

*associates limited*

- The wastewater would still be discharged to the 'environment' and would likely be considered an 'effluent' under the provincial waste management act and would probably be regulated by the MOE. The administrative components of the discharge would be complicated as the discharge would pass through several property owners before it was finally released to the environment.

For the above reasons, this option was not considered feasible.

### **3.4 DISCHARGE TO GROUND**

The option of discharging the wastewater to ground was considered. Two main concerns exist with this option:

- The wastewater would need to be treated to almost the same level as that which would be required for discharge to storm sewer. The cost and regulatory implications of the treatment would be similar to that of discharge to storm sewer.
- The land is very low, the groundwater level is expected to be relatively close to the surface, and the land is expected to have relatively low infiltration rates.

For the above reasons, discharge to ground was not considered feasible.

### **3.5 DISCHARGE TO MUNICIPAL SANITARY SEWER SYSTEM**

The option of discharging the wastewater to the local sanitary sewer was considered.

This is essentially the same scenario as the existing Richmond station, albeit at a different location. However, only 1 of the 9 lots that make up the proposed development parcel is in the Fraser Sewerage Area. The other 8 are considered "unsewered" and thus not provided Metro Vancouver sanitary sewer service.

This option would require pH adjustment and solids removal for the industrial wastewater, plus some sewer pipe and a pump station to convey the wastewater into the nearby force main. The capital cost estimate is in the order of \$500,000 and the annual sewer use fees would be approximately \$50,000. The discharge of industrial wastewater would be regulated under Metro Vancouver's sewer use bylaw in essentially the same manner as Ocean Spray's current facility.

Sanitary sewage from the facility and treated industrial wastewater would drain to an on-site sanitary sewer pumping station. The pumping station would pump the wastewater from the proposed development through a new force main that would run along Dhillon Avenue to a city-owned force main that runs along Westminster Highway. Ownership and access agreements for the first force main would need to be negotiated with the City.

The sanitary sewage pump station would be a duplex pump station with submersible pumps. The pumps will need to develop sufficient head to discharge into the city's force main. At this time, we have estimated a hydraulic grade-line of 17 m head in the city force main where the Ocean Spray's proposed force main would discharge into the city's force main. We have estimated that the pumps would need to be about 15 HP each.

The city-owned force main originates in the Fraserport area and discharges into Metro Vancouver's 'Big Bend' sanitary force main. The Metro Vancouver force main ultimately discharges to the Annacis Island wastewater treatment plant.

Ocean Spray's experience at other similar facilities is that the cranberry wastewater is readily treated when mixed with domestic sewage. There is a symbiosis that occurs because the cranberry wastewater is low in nutrients (i.e. nitrogen and phosphorous) and the municipal wastewater has elevated nutrient concentrations. The cranberry wastewater thus helps with the uptake of nutrients from the municipal wastewater.

For the reasons outlined above, the option of discharging the wastewater to municipal sanitary sewer is considered the only feasible option.

#### 4. RECOMMENDED WASTEWATER DISCHARGE OPTION

Based on a review of the options presented above, it is recommended that the wastewater from the proposed development be treated through an on-site wastewater treatment facility and discharged to the municipal sanitary sewer.

The proposed wastewater treatment system, and the proposed site layout and force-main alignment are illustrated in the attached figures (Dwg. M801 "Attachment A – Schematic Flow Diagram", and Dwg. SW101 "Attachment B – Site Layout").

The expected wastewater quality of the industrial wastewater component, after the on-site wastewater treatment system, is summarized in Table 3 below.

**Table 3 Expected Industrial Wastewater Quality (After On-Site Wastewater Treatment Plant)**

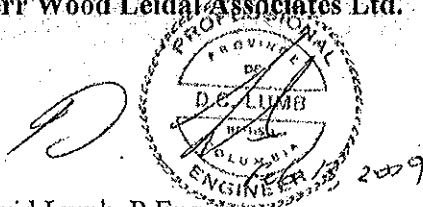
| Parameter                                     | Wastewater Quality (treated) |
|---|------------------------------|
| pH  | 5.5 – 10.5 pH                |
| Biochemical Oxygen Demand (BOD <sub>5</sub> ) | 300 – 1500 mg/L              |
| Total Suspended Solids (TSS)                  | 60 - 600 mg/L                |

It is appreciated that the boundaries of Metro Vancouver's Fraser Sewerage Area would need to be adjusted in order to provide the site with sanitary sewer service. We understand that this would require approval from the City of Richmond and an application from the City to Metro Vancouver.

## 5. CLOSURE

We trust that this letter has provided you with the background information that you require. Should you need any more information, please feel free to contact the undersigned at 604-294-2088, or Mr. Joseph Benevides, Ocean Spray Canada at (508) 946-7621.

Sincerely,  
**Kerr Wood Leidal Associates Ltd.**



David Lumb, P.Eng.  
Project Manager and Wastewater Process Engineer.

cc: Joseph Benevides, Ocean Spray of Canada Ltd. (paper & e-mail)  
Robert Mullennix, Ocean Spray Cranberries Inc. (e-mail)  
Rick Ball, Ocean Spray of Canada Ltd. (e-mail)  
Ralph May, Campbell Froh May & Rice LLP. (e-mail)  
Dan Saunders, Metro Vancouver. (paper & e-mail)

### Enclosures:

Drawings:  
M801 "Attachment A – Schematic Flow Diagram"  
SW101 "Attachment B – Site Layout"  
Metro Vancouver Discharge Permit Application

OCEAN SPRAY GRANBERIES  
Ocean Spray of Canada, Ltd.  
Receiving Station  
Richmond, B.C., Canada

| NO. | DESCRIPTION | DATE |
|-----|-------------|------|
| 1   |             |      |
| 2   |             |      |
| 3   |             |      |
| 4   |             |      |
| 5   |             |      |
| 6   |             |      |
| 7   |             |      |
| 8   |             |      |
| 9   |             |      |
| 10  |             |      |
| 11  |             |      |
| 12  |             |      |
| 13  |             |      |
| 14  |             |      |
| 15  |             |      |
| 16  |             |      |
| 17  |             |      |
| 18  |             |      |
| 19  |             |      |
| 20  |             |      |
| 21  |             |      |
| 22  |             |      |
| 23  |             |      |
| 24  |             |      |
| 25  |             |      |
| 26  |             |      |
| 27  |             |      |
| 28  |             |      |
| 29  |             |      |
| 30  |             |      |
| 31  |             |      |
| 32  |             |      |
| 33  |             |      |
| 34  |             |      |
| 35  |             |      |
| 36  |             |      |
| 37  |             |      |
| 38  |             |      |
| 39  |             |      |
| 40  |             |      |
| 41  |             |      |
| 42  |             |      |
| 43  |             |      |
| 44  |             |      |
| 45  |             |      |
| 46  |             |      |
| 47  |             |      |
| 48  |             |      |
| 49  |             |      |
| 50  |             |      |

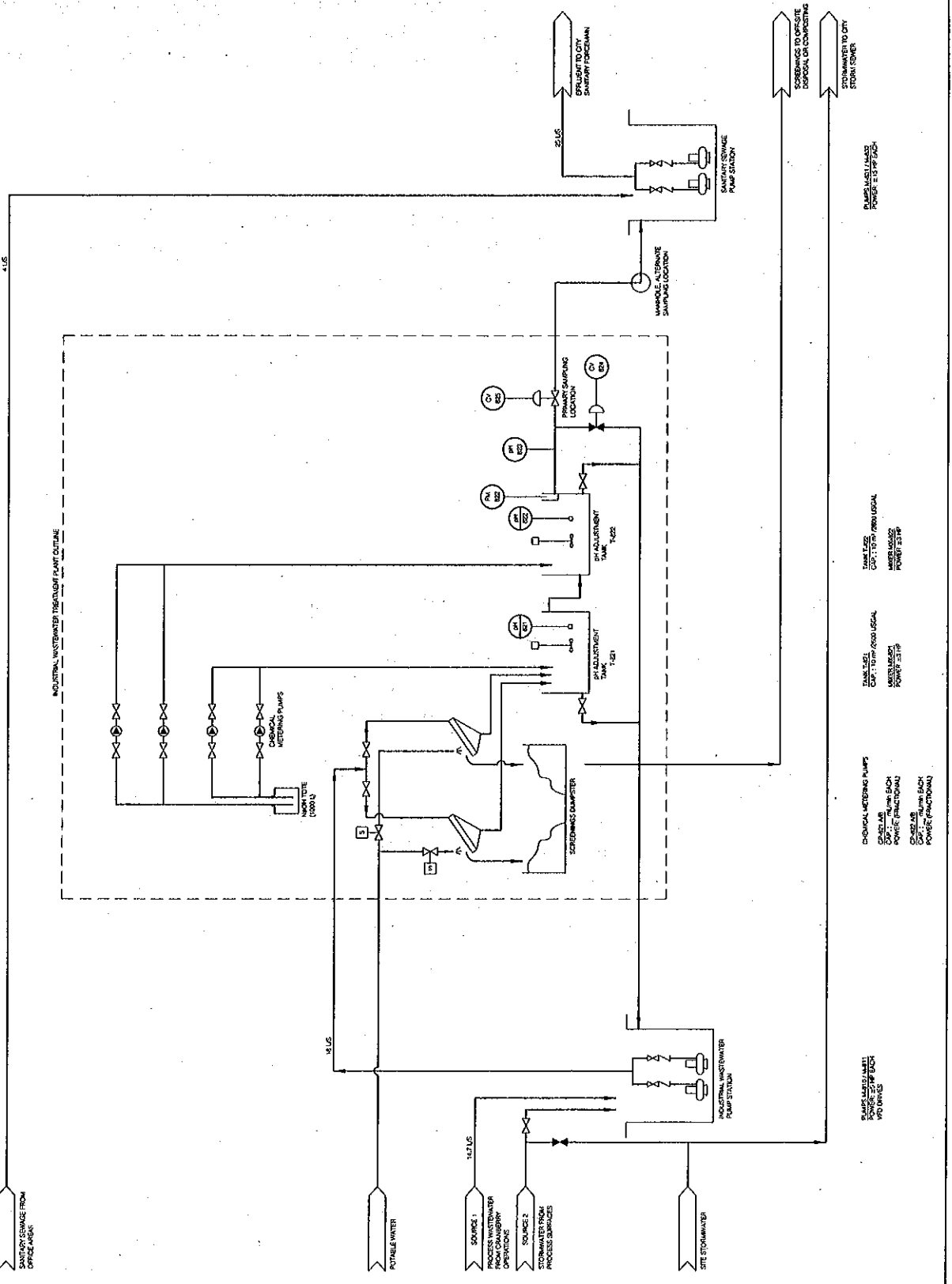
**Ocean Spray of Canada, Ltd.**  
Richmond, B.C., V6V1T1

**KERR WOOD LEAL**  
CONSULTING ENGINEERS  
1000 Burrard Street  
V6C 1K1  
Tel: 684-2200  
Fax: 684-2200

PROJECT NO. \_\_\_\_\_  
SHEET NO. \_\_\_\_\_  
DATE \_\_\_\_\_

**ATTACHMENT A  
SANITARY FLOW  
DIAGRAM**

**M801**



- PUMPS (M801) (M801) 100 HP EACH
- TANK T-201 CAP: 10,000 US GAL METERS (M802) POWER: 15 HP
- TANK T-202 CAP: 10,000 US GAL METERS (M803) POWER: 15 HP
- CIRCULAR METERING PUMPS (M804) CAP: 200 LITERS EACH POWER: FRACTIONAL
- DIAPHRAGM METERING PUMPS (M805) CAP: 200 LITERS EACH POWER: FRACTIONAL
- SCREENINGS TO OFFSITE DISPOSAL OR CONCRETING
- WASTEWATER TO DRY STORED (SEWER)

**OCEAN SPRAY CRANBERRIES**  
 Ocean Spray of Canada, Ltd.  
 2700 Highway 7, Suite 100  
 Richmond, B.C., Canada

**LEGEND**

- PROPOSED WATERMAIN
- PROPOSED STORM SEWER
- PROPOSED SANITARY SEWER
- PROPOSED ROOF LEADER
- PROPOSED FIRE HYDRANT
- PROPOSED STORM MANHOLE
- PROPOSED CATCH BASIN
- EXISTING WATERMAIN
- EXISTING STORM SEWER
- EXISTING SANITARY SEWER
- EXISTING SANITARY FOREMAN

**REVISIONS**

| NO. | DESCRIPTION | DATE |
|-----|-------------|------|
| 1   |             |      |
| 2   |             |      |
| 3   |             |      |
| 4   |             |      |
| 5   |             |      |
| 6   |             |      |
| 7   |             |      |
| 8   |             |      |
| 9   |             |      |
| 10  |             |      |
| 11  |             |      |
| 12  |             |      |
| 13  |             |      |
| 14  |             |      |
| 15  |             |      |
| 16  |             |      |
| 17  |             |      |
| 18  |             |      |
| 19  |             |      |
| 20  |             |      |
| 21  |             |      |
| 22  |             |      |
| 23  |             |      |
| 24  |             |      |
| 25  |             |      |
| 26  |             |      |
| 27  |             |      |
| 28  |             |      |
| 29  |             |      |
| 30  |             |      |

**Kerr Wood Legal**  
 CONSULTIVE ENGINEERS  
 1000 Burrard Street, Suite 1000  
 Vancouver, B.C. V6X 1K1  
 Tel: 604-681-1000  
 Fax: 604-681-1001  
 E-mail: kerrwood@kerrwood.com  
 Website: www.kerrwood.com

**Ocean Spray of Canada, Ltd.**  
 2700 Highway 7, Suite 100  
 Richmond, B.C. V6X 1K1  
 Tel: 604-271-1000  
 Fax: 604-271-1001  
 E-mail: info@oceanspray.com  
 Website: www.oceanspray.com

**ATTACHMENT B  
 SITE LAYOUT**

SW101

