



City of Richmond

Report to Committee

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

Date: March 14, 2011
File: 08-4430-03-01/2011-
 Vol 01

Re: Minor Health Service in Industrial Zones

Staff Recommendation

That *Richmond Zoning Bylaw 8500, Amendment Bylaw 8760* be introduced and given first reading.

Brian J. Jackson, MCIP
 Director of Development
 (604-276-4138)

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ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Business Licences		Y	<input checked="" type="checkbox"/>	N	<input type="checkbox"/>
Policy Planning		Y	<input checked="" type="checkbox"/>	N	<input type="checkbox"/>
REVIEWED BY TAG		YES	NO	REVIEWED BY CAO	
		<input type="checkbox"/>	<input type="checkbox"/>	YES	NO
				<input type="checkbox"/>	<input type="checkbox"/>

Staff Report

Origin

Planning Committee Referral

At the March 3, 2010 Planning Committee, the following referral motion was passed:

“That section 12.3.2 “health service, minor” of Richmond Zoning Bylaw 8500, Amendment Bylaw 8582, be referred to staff, and that staff examine permitting this type of office in context of the policy planning studies being undertaken:

- (1) provide information on the number of offices that fall under the definition of “health service, minor”;*
- (2) distinguish how many of these offices are (a) owned, and how many are (b) rented; and report back to Planning Committee”.*

Richmond Zoning Bylaw 8500, Amendment Bylaw 8582

At the March 3, 2010 Planning Committee, City staff proposed various housekeeping amendments to *Richmond Zoning Bylaw 8500*. Each of these amendments were intended to correct minor “errors or omissions” in the new *Zoning Bylaw*.

One of these amendments was to add “health service, minor” as a permitted use in certain Industrial zones. In doing so, staff noted that the previous *Richmond Zoning & Development Bylaw 5300* permitted “office” in some of the former Industrial zones. “Office” was not defined in *Bylaw 5300* but was interpreted to include medical and dental offices. The new *Richmond Zoning Bylaw 8500* defines “office” and continues to permit “office” in the same, new Industrial zones. However, medical and dental offices are now included in the defined use entitled “health service, minor”. As a result, *Bylaw 8500* inadvertently doesn’t permit medical and dental offices in the Industrial zones where they were previously allowed. This oversight was proposed to be corrected by *Richmond Zoning Bylaw 8500, Amendment Bylaw 8582*.

Zoning Bylaw Definition of “Health Service, Minor”

Richmond Zoning Bylaw 8500 defines “health service, minor” as:

“means a facility for the provision of physical and mental health services on an outpatient basis of a preventative, diagnostic, treatment, therapeutic, rehabilitative or counselling nature, which includes medical and dental offices, health clinics, acupuncture clinics and counselling services, and providing or furnishing a therapeutic massage as defined by the Massage Therapist Regulation and as practiced by a massage therapist designated under the Health Professions Act, but does not include massage services or body rub studio or body painting studio”.

Findings Of Fact

Existing “Health Service, Minor” Offices in Richmond

The table on the following page provides the information Planning Committee requested about the number of offices that fall under the definition of “health service, minor” and distinguishes how many of these offices are (a) owned, and how many are (b) rented.

"HEALTH SERVICE, MINOR" BUSINESS LICENCES IN INDUSTRIAL ZONES IN 2010*				
Zoning	Location	Address	Business	Ownership
Industrial Business Park (IB1)	Brighthouse	#110 6651 Elmbridge Way	Back in Motion Functional Assessments Inc.	Tenant
		#140 6651 Elmbridge Way	Back in Motion Rehab Inc.	Tenant
		#170 5640 Hollybridge Way	Headwise Rehabilitation	Tenant
		#280 7580 River Road	Back in Motion Rehab Inc.	Tenant
		#8000 11688 Steveston Hwy	Coast Sport Therapy Inc.	Tenant
	Ironwood	#8010 11688 Steveston Hwy	Dr. Greg Nelson Inc.	Tenant
		#8000 11688 Steveston Hwy	Kaizen Dental Associates	Tenant
		#8010 11688 Steveston Hwy	Dr. Sheena Sood Inc.	Tenant
	Riverside	#133 11180 Coppersmith Place	Ironwood Chiropractic	Tenant
		#243 11180 Coppersmith Place	Ironwood Massage Therapy	Tenant
		#2109 11871 Horseshoe Way	Riverside Therapists	Tenant
		#4 12180 Horseshoe Way	Dr. Mayer Nelken Inc.	Tenant
		#2109 11871 Horseshoe Way	Work in Progress Rehabilitation Specialists Inc.	Owner
	Fraserwood	#110 11300 No. 5 Road	Richmond Hyberbaric Health Centre Inc.	Tenant
#1110 6900 Graybar Road		Canny Tin Lui	Tenant	
#1110 6900 Graybar Road		Richmond Endodontic Centre	Tenant	
Industrial Limited Retail (Z12)	Cambie/Odlin	#1188 8700 McKim Way	ABA Learning Centre	Tenant
		#2183 8700 McKim Way	DG Chinese Traditional Therapy Centre	Owner
		#3068 8700 McKim Way	Cynthia Reflexology Service	Owner
		#3218 8700 McKim Way	George's Acupuncture Clinic	Owner
		#2010 8766 McKim Way	Life Tree Healthcare Centre Ltd.	Owner
		#1160 8788 McKim Way	Excel Chiropractic	Owner
		#2120 8788 McKim Way	Acupuncture & Herbs	Tenant
		#2120 8788 McKim Way	Affinity Beauty Salon & Spa Ltd.	Tenant
		#2020 8888 Odlin Crescent	Quin Yang Acupuncture Clinic	Tenant
		#2300 8888 Odlin Crescent	Mubai Enterprise Corp	Owner
		#2375 8888 Odlin Crescent	Pacific Dental Centre	Tenant
		#3015 8888 Odlin Crescent	Liu's Acupuncture & Chikung Therapy Centre	Tenant
		#3035 8888 Odlin Crescent	J & J Wang Health Centre	Owner
		#3100 8888 Odlin Crescent	Carrie Weng's TCM Clinic	Owner
		#3135 8888 Odlin Crescent	Sun Natural Therapy Ltd.	Owner
		#3220 8888 Odlin Crescent	Vancouver Beijing College of Chinese Medicine & Guoyi Tang Clinic	Owner
#3285 8888 Odlin Crescent	Cambie Garden Dental Centre	Owner		
Industrial Business Park Limited Retail (Z17)	Cambie/Odlin	#105 8600 Cambie Road	Dr. Virginia Y H Inc.	Owner
		#115 8600 Cambie Road	Acupro Healthcare Centre	Tenant
		#230 8600 Cambie Road	Gao Acupuncture and Chinese Medicine Centre	Tenant
		#260 8600 Cambie Road	Dr. T. Liu Medical Office	Owner
			First Balanced Health Centre Inc.	Tenant
			Crescendo Dental Inc.	Owner

* These 2010 Business Licences were retrieved by City staff using the following North American Industry Classification System (NAICS) 2007 Canada "Health Care and Social Assistance" categories:

- 6211 – Offices of Physicians
- 6212 – Offices of Dentists
- 6213 – Offices of Other Health Practitioners

Policy Planning Context for Existing “Health Service, Minor” Offices in Richmond

The following table provides the policy planning context that Planning Committee requested with regard to the existing “health service, minor” offices in Richmond.

POLICY PLANNING CONTEXT FOR EXISTING “HEALTH SERVICE, MINOR” BUSINESS LICENCES IN INDUSTRIAL ZONES IN 2010				
Location	Address	Richmond Official Community Plan (OCP) Designation	City Centre Area Plan Designation	Metro Vancouver Regional Growth Strategy (RGS) Designation
Brighthouse	6651 Elmbridge Way	Public and Open Space Use	Park	General Urban
	7580 River Road			
	5640 Hollybridge Way	Mixed Use	Urban Centre T5	General Urban
Ironwood	11688 Steveston Highway	Neighbourhood Service Centre	None	Mixed Employment
Riverside	11180 Coppersmith Place	Business and Industry	None	Mixed Employment
	11871 Horseshoe Way			
	12180 Horseshoe way			
	11300 No. 5 Road			
Fraserwood	6900 Graybar Road	Business and Industry	None	Mixed Employment
Cambie/Odlin	8700 McKim Way	Business and Industry	General Urban T4 Industrial Reserve: Limited Commercial	General Urban
	8766 McKim Way			
	8788 McKim Way			
	8888 Odlin Crescent			
	8600 Cambie Road			
Most of the designations in the Richmond OCP and City Centre Area Plan permit the offices of physicians, dentists and other health practitioners. The exception is the "Public and Open Space Use" and "Park" designations which (although the former permits health care facilities - e.g., the hospital) are not intended for offices and minor health services.				
The proposed Metro Vancouver's 2040 <i>Regional Growth Strategy</i> "General Urban" and "Mixed Employment" designations permit offices of physicians, dentists and other health practitioners. The "Industrial" designation, which none of the existing "health service, minor" business licences in Richmond are currently located or proposed to be permitted, does not allow these types of offices.				

Analysis

When Planning Committee referred the proposed housekeeping amendment to include “health service, minor” in the Industrial zones back to staff, the following questions/concerns were noted.

1. Shouldn't the offices of physicians, dentists and other health practitioners be located in the City Centre?

The clear majority of the existing “health service, minor” offices are located in the City Centre (i.e., 29 out of 39 or 74% are in the City Centre).

Of the 10 (26%) of the existing “health service, minor” offices located outside the City Centre:

- 6 (15%) are situated in the Riverside Industrial Park and many of these have been at this location for over 10 years;
- 2 (5%) are located in the portion of the Ironwood Shopping Centre that is zoned Industrial; and
- 1 (3%) is situated in the Fraserwood Industrial Park and has been here for a couple of years.

According to the recently completed *Richmond Employment Lands Strategy* (for the 2041 OCP Update):

- The majority of “office” growth over the next 30 years will be in City Centre, followed by Sea Island (e.g., airport-related offices), Central Richmond (e.g., densification of the neighbourhood shopping centres) and the Alexandra Neighbourhood of North Richmond; and
- Very little new “office” growth is expected in the existing Industrial areas outside the City Centre (e.g., Riverside, Fraserwood or Crestwood Industrial Parks).

In short, the offices of physicians, dentists and other health practitioners tend to locate in the City Centre and will continue to do so in the future.

2. Won't permitting the offices of physicians, dentists and other health practitioners in the Industrial zones erode Richmond's industrial land base?

None of the existing “health service, minor” offices are located in the Industrial areas that the City or Metro Vancouver (MV) are proposing to reserve for Industrial purposes.

Specifically, it is the Industrial (I) zone, areas such as Mitchell Island and the Fraser Richmond lands of Port Metro Vancouver, and the Light Industrial (IL) zone along River Road/Vulcan Way and at Steveston and Riverport, that are designated in the proposed MV 2040 *Regional Growth Strategy (RGS)* as purely Industrial.

The proposed housekeeping amendment to *Richmond Zoning Bylaw 8500* is not suggesting that “health service, minor” offices be added to these zones.

Furthermore, according to the *Richmond Employment Lands Strategy*:

- The majority of new “industrial” development will be on Sea Island (e.g., airport-related warehousing/distribution), in East Richmond (e.g., on Port Metro Vancouver's Fraser Richmond lands and EcoWaste's site) and in North Richmond (e.g., Mitchell Island and River Road). None of these areas are proposed locations to permit “health service, minor” offices.
- The City will continue to monitor the potential displacement of industrial uses by offices (e.g., offices of physicians, dentists and other health practitioners) in industrial business parks such as Riverside, Fraserwood and Crestwood.

Staff contend that, Richmond's industrial land base will not be eroded by permitting the offices of physicians, dentists and other health practitioners in certain Industrial zones now or in the future.

3. What is the planning rationale for permitting the offices of physicians, dentists and other health practitioners in certain Industrial zones outside the City Centre?

In looking at the types of “health service, minor” offices that locate in the Industrial zones outside the City Centre, they tend to be: occupational therapists, chiropractors, massage therapists, counsellors, psychiatrists, dentists and other health specialists.

Many of these services are related to occupational health and are conveniently located in the City's industrial business parks (not more general industrial areas). It could be argued that this is a good location close to the labour force that may need specialized health services.

There is no evidence to indicate that a general medical and dental office will want to locate in an industrial area where there are no support services such as a drug store, health laboratory, etc. Instead, more general medical and dental offices tend to locate in commercial areas like Steveston and the City's neighbourhood service centres (e.g., Ironwood).

Counselling and psychiatric services also are often provided in the evening, when there is minimal impact to the day time industrial uses in the area.

Staff do not believe there are any strong planning reasons not to permit "health service, minor" offices in certain Industrial zones.

4. What are the implications of not permitting the offices of physicians, dentists and other health practitioners in certain Industrial zones?

Of the 39 existing "health service, minor" business licences in the Industrial zones in Richmond, 15 (35%) are in owner/occupied locations. In other words, these physicians, dentists or health practitioners bought the strata unit in which they are located for the specific purpose of their business.

Of the 10 existing "health service, minor" offices located outside the City Centre, only 1 (10%) is owner/occupied. Therefore, this is less of an issue with the existing businesses in the Riverside and Fraserwood Industrial Parks.

All of the existing "health service, minor" offices could continue to operate in their current locations as "legal, non-conforming uses". However, they could not expand their business area, nor could a new physician, dentist or other health practitioner occupy their space if the area was vacated for more than 6 months.

The major implication of not permitting "health service, minor" in certain Industrial zones where they were permitted in the previous *Richmond Zoning & Development Bylaw 5300* is that new offices of physicians, dentists and other health practitioners would not be permitted in these areas. Such a request for a new medical or dental clinic in an Industrial zone is what originally triggered this housekeeping amendment.

Financial Impact

None to the City.

Conclusion

When staff brought forward the first set of housekeeping amendments to *Richmond Zoning Bylaw 8500*, Planning Committee referred one of the items (adding "health service, minor" to certain Industrial zones) back for further information.

This information has been collected with regard to the number of offices that fall under the definition of "health service, minor" and how many of these offices are owned or rented.

As requested by Planning Committee, staff had to wait with this information until the policy planning studies were completed to provide Committee with the context it requested (i.e., Metro Vancouver's 2040 *Regional Growth Strategy* and the City of Richmond's *Employment Land Strategy*).

March 14, 2011

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This Staff Report responds to all of the questions/concerns that were noted by Planning Committee when it referred this proposed housekeeping amendment to include "health service, minor" in the Industrial zones back to staff.

It is recommended that *Richmond Zoning Bylaw 8500, Amendment Bylaw 8740* be introduced and given first reading.

A handwritten signature in black ink, appearing to read "H. Burke". The signature is written in a cursive style with a large initial "H" and a stylized "B".

Holger Burke, MCIP
Development Coordinator
(604-276-4164)

HB:cas



**Richmond Zoning Bylaw 8500
Amendment Bylaw 8760
(Minor Health Service in Certain Industrial Zones)**

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

1. Richmond Zoning Bylaw 8500, as amended, is further amended by adding “**health service, minor**” in alphabetical order as a permitted use to the following zones and sections:
 - a) Industrial Business Park (IB1, IB2) – section 12.3.2;
 - b) Industrial Retail (IR1, IR2) – section 12.4.2;
 - c) Industrial Limited Retail (ZI1) – section 23.1.2;
 - d) Industrial Limited Retail (ZI2) – section 23.2.2;
 - e) Industrial Business Park (ZI3) – section 23.3.2;
 - f) Industrial Limited Retail (ZI4) – section 23.4.2;
 - g) Industrial Business Park and Religious Assembly (ZI5) – section 23.5.2; and
 - h) Industrial Business Park Limited Retail (ZI7) – section 23.7.2.

2. This Bylaw may be cited as “**Richmond Zoning Bylaw 8500, Amendment Bylaw 8760**”.

FIRST READING

APR 11 2011

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

CITY OF RICHMOND
APPROVED by
HB
APPROVED by Director or Solicitor

MAYOR

CORPORATE OFFICER