

City of Richmond Planning and Development Department

Report to Committee

To:

Planning Committee

Date:

December 22, 2011

From:

Brian J. Jackson, MCIP

File:

08-4040-01/2011-Vol 0

Director of Development

Re:

Truck Parking on Properties on River Road East of No. 6 Road

Staff Recommendation

That:

- 1. The "Interim Truck Parking Action Plan" (Interim Action Plan), as amended by Council in February 2008, be continued until the end of 2012 to allow for consideration of further rezoning applications for commercial vehicle parking and storage within the plan area in the 16000 Block of River Road.
- 2. A daily traffic count be undertaken over two (2) one-week periods on No. 7 Road (between Bridgeport Road and River Road) and on River Road (East of Nelson Road) in 2012 either by the City or by future applicants' consultants, to the satisfaction of City staff, as part of rezoning applications that facilitate commercial vehicle parking and storage within the Plan Area.
- 3. Staff report back to Planning Committee with an update on such daily traffic count trends by the end of 2012 to consider the option of amending the Interim Action Plan to allow only commercial outdoor storage and not commercial vehicle parking in the short term, depending upon the City's review of traffic counts in 2012.
- 4. The existing 1999 OCP "Business and Industry" designation and policies allowing for a range of long-term intensive industrial uses for the 16000 block of River Road as well as the agri-industrial uses set out in the Long-Term Action Plan be considered for inclusion in the proposed, updated OCP.

Brian J. Jackson, MCIP Director of Development

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	FOR ORIGINATING DEPARTMENT USE ONLY				
ROUTED To: Community Bylaws Transportation		CONCURRENCE Y N N N	CONCURRENCE OF GENERAL MANAGER		
REVIEWED BY TAG	YES	NO	REVIEWED BY CAO		

Origin

At the February 22, 2011 meeting of Planning Committee the following recommendation was made and subsequently approved by Council as a referral:

That regarding matters related to River Road, east of No. 6 Road:

- (1) research the types of trucks, truck movements, and truck activity in the 16000 block of River Road;
- (2) review the interim truck parking strategy before bringing any application, in the River Road, east of No. 6 Road area, to the Planning Committee;
- (3) examine existing designations in the Official Community Plan in the 16000 block of River Road;
- (4) examine what other areas of Richmond are appropriate and available for truck parking;
- (5) investigate keeping non-farm vehicles in the East Richmond agricultural area, except on No. 6 Road and roads designated for truck traffic; and
- (6) report back to the Planning Committee on activities at Vancouver Port Land, regarding trucks and containers parked in a stacked, or vertical, fashion on the site.

This referral responds to the Committee's consideration of a rezoning application at 16540 River Road to allow for commercial truck parking and storage. This application was considered in the context of the *Interim Truck Parking Action Plan* (*Interim Action Plan*) that was adopted by Council in September 2007 as a framework for considering rezoning applications for commercial vehicle parking and storage.

The Interim Action Plan applies to eleven (11) properties covering approximately 11.6 ha. (28.6 acres) in the 16000 block of River Road that had been designated as "Business and Industry" in the 1999 Official Community Plan (OCP) (Attachment 1). In February 2008, the Interim Action Plan was amended after substantial City-led public consultation around the three (3) sites on which existing or potential commercial vehicle parking and storage was being considered under rezoning applications (Attachment 2). Since 2008, two (2) parcels comprising 2.5 ha. (6.2 acres) of the approximate 11.6 ha. (28.6 acre) area, have been rezoned from the historical agricultural to industrial zoning following the Interim Action Plan and 1999 OCP. The remaining area continues to be zoned for Golf Course (GC) or Agriculture (AG1) and is not in the ALR.

Of note, five (5) of the remaining parcels comprising approximately 6.0 ha (15 acres) have been filled and used for various forms of commercial vehicle parking and storage until recently. With recent rezonings, only the above-noted Council-approved two (2) parcels, comprising 2.5 ha. (6.2 acres) can undertake such commercial vehicle parking and storage uses.

Purpose

Council approved the above February 22, 2011 Planning Committee recommendation as a referral for a staff report back to Committee. This report addresses the above six (6) items from this referral and makes recommendations for consideration by Committee.

Findings of Fact

1. Types of Truck Activity in the Vicinity of the 16000 Block of River Road

City Transportation staff have reviewed existing traffic counts from 2006 and 2011 and compared them to new traffic counts undertaken in the summer and fall of 2011. The counts are all for one (1) week periods and include breakdowns by truck and passenger vehicle types and average speeds (Attachment 3). These one-week traffic counts were conducted prior to and after the approval of a commercial truck parking and storage rezoning on River Road between No. 7 and Kartner Road and are compared to ascertain if there are major changes in truck traffic trends.

Average Daily Traffic Volumes Over a Week

No. 7 Road - Between Bridgeport and No. 7 Road (March, 2010 & September, 2011)

	North Bound	North Bound	South Bound	South Bound
	Passenger	Truck	Passenger	Truck
March 2010	324	15	238	11
September 2011	288	6	202	13

The above <u>average daily traffic</u> counts taken in March 2010 and September 2011 on No. 7 Road show a decrease in northbound movements from 15 to 6 trucks per day and a slight increase on southbound movements from 11 to 13 trucks per day. Total <u>average daily</u> passenger vehicle movements have declined from March 2011 to September 2011.

River Road - Fast of Nelson Road (April 2006, January & July 2011)

	West Bound Passenger	West Bound Truck	East Bound Passenger	East Bound Truck
April 2006	1114	16	1671	52
January 2011	1191	22	1338	37
July 2011	1183	32	1403	42

The above <u>average daily traffic</u> counts taken in April 2006 and July 2011 on River Road show an increase in westbound movements from 16 to 32 trucks per day and a decrease in eastbound

movements from 52 to 42 trucks per day. Total <u>average daily</u> passenger vehicle movements in both directions have remained steady or declined from April 2006 to July 2011.

The above traffic counts have not shown a strong change in truck movements with the exception of the increase of 16 to 32 trucks per day travelling westbound on River Road east of No. 8 Road. Even though the percentage change appears significant, the absolute number of trucks is not particularly large compared to passenger vehicle counts or truck counts on other major roads.

Thus, further traffic counts at these same locations in the future to establish a trend may be recommended.

2. Review of Interim Truck Parking Action Plan

Based on the guidelines of the *Interim Action Plan*, two (2) rezoning applications to allow commercial vehicle parking and storage in this area have been completed. The two (2) rezoning applications were for 16780 River Road (Quadra Coast Carriers – B. Jawanda) in 2008 and 16540 River Road (Virdi Pacific) in 2011. The Interim Action Plan approved by Planning Committee in February 2008 (Attachment 2) have been followed for these applications. Of note, the rezoning requirements included site screening, dedication of sections of a rear access road, traffic-control measures requiring westbound truck movements from the sites. The 2011 application at 16540 River Road also included further conditions requiring a limitation of 40 commercial trucks transporting Richmond farm produce.

3. Existing OCP Designations in 16000 Block of River Road

The 16000 block of River Road has been designated *Business and Industry* in the existing OCP since 1999. The current OCP includes a figure entitled "Major Industrial Areas and Transportation Links" which also describes the subject area on River Road as *Manufacturing/Distribution* and *Advanced Technology* (see Attachment 4).

Prior to this time, it was designated in the previous OCP as *Non-Residential and Non-Residential Reserve*. This was the designation that was applied to all existing or potential industrial lands in the area prior to 1999. The properties in the 16,000 block of River Road were excluded from the Agricultural Land Reserve (ALR) in 2000.

The new 2041 OCP Update is proposing to designate the 16000 block of River Road and all of the industrial areas along the North Arm Fraser River as *Industrial*. This is consistent with the *Metro Vancouver Regional Growth Strategy*, which designates this area as *Industrial* as well.

4. Other Areas Appropriate and Available for Truck Parking

Staff have reviewed other potential areas available for truck parking. Appropriate areas have been considered to include lands already zoned to allow for commercial vehicle parking and storage and that are not located on the restrictive 5 tonne load-limited truck routes (See Attachment 5 and table below). The areas that are appropriate for commercial vehicle parking and storage appear significant with 1500 ha. having appropriate zoning. However, the availability of these areas (by reviewing recent air photos and major intensive industrial

development applications) shows there are very few commercial vehicle parking and storage opportunities.

Vacant Industrial Area with Appropriate Zoning and Current Possible Availability	Hectare (ha.)	AREA (acre)
Area 1: North Arm / Knight Street Industrial Areas	25	61
Area 2: South Arm Industrial Areas (Subject to Pending Port Vancouver Leases)	30	75
Area 3: Sea Island (ALR)	12	30
Total	67	166

There is only approximately 67 ha. (166 acres) of potentially available land in Richmond for commercial vehicle parking and storage. Given the number of various owners of this land with potential options for alternative, higher value uses for their serviced industrial land, this area is not as significant as might first appear. Of note, Port Metro Vancouver has confirmed that none of its vacant 30 ha. (75.24 acres) land will be used for individual, small-scale commercial vehicle parking and storage operations. That land is in the process of being marketed for large-scale container transfer and logistics warehouses. Also, available land on Sea Island is designated as ALR. Thus, there are actually about 250 ha. or 60.67 acres of land zoned and potentially available for small-scale and independent truck parking and storage. However, these lands have a range of other potential competing industrial uses allowed under the City's zoning or by Port Metro Vancouver.

It is also important to note that the option of allowing trucks to park along roads within industrial parks impacts on road safety due to restricted sightlines and increased conflicts.

5. Keeping of Non-Farm Vehicles in the East Richmond ALR

Item No. 5 of the Council referral states "investigate keeping non-farm vehicles in the East Richmond agricultural area, except on No. 6 Road and roads designated for truck traffic."

Currently, there are a number of outstanding active bylaw compliance issues concerning commercial trucks located within those East Richmond ALR lands including two that are presently before the Provincial Court.

Staff has received complaints regarding an increasing number of non-farm vehicles stored on the above-noted East Richmond ALR lands and a number are brought to our attention by ALC enforcement staff. Further to prohibitions within the City's Zoning Bylaw, the storage of non-farm commercial vehicles on ALR lands is in contravention of the ALC Act.

6. Truck and Container Parking on Port Metro Vancouver Lands

Item No. 6 of the Council referral states "report back to the Planning Committee on activities at Vancouver Port Land, regarding trucks and containers parked in a stacked, or vertical, fashion on the site." Staff have visited this area and spoken to Port Metro Vancouver staff. The large majority of trucks and containers stored in the area are associated with large-scale national and international container transhipment and logistics warehouses on serviced lands. There are now

a number of trailers and trucks stored along on large vacant parcels on the south side of Portside Drive between No. 7 and 8 Roads. This truck storage is an unofficial, interim use which will be removed when these serviced lands are developed shortly for higher-value intensive logistics and warehouse uses according to Port Metro Vancouver.

Analysis

Two (2) broad planning issues arise concerning industrial land uses within the 16000 block of River Road covered by the *Short-Term and Long-Term Action Plans*:

1. What Land Uses Are Appropriate for the Area

Several factors need to be examined to determine what are viable current uses.

Parcel Character

This small section of River Road with eleven (11) parcels totalling of approximately 11.6 ha. (28.6 acres) was excluded from the ALR in 2000 under an application based on information from the ALC. The parcels are designated for industrial uses in the current 1999 OCP and the previous OCP as noted above. Aside from one 3.57 ha. parcel zoned for golf course, the small size of the remaining eight agricultural-zoned parcels under 1.0 ha. (2.5 acres) have not made them viable for commercial agriculture in the past or for intensive industrial development.

Furthermore, of the eleven (11) parcels, only the four (4) most easterly parcels with total area of 2.15 ha. (5.6 acres) remain free of landfill from past activities.

Servicing

The lack of sanitary and storm sewer make the parcels very expensive and impractical for more intensive light industrial development at this time.

Transportation

The current River Road is an existing collector road that does not restrict truck traffic, although with a 9-tonne load limit east of No. 7 Road. Given that River Road remains a collector road and non-load limited truck route west of No. 7 Road that provides for through commercial truck and commuter traffic, it is difficult to determine the effect of developing up to another 8.5 ha. (21 acres) of land for commercial truck parking given the observed traffic trends.

Although an historical road, previous Traffic Impact Studies reviewed by the City have confirmed that River Road is sufficient to accommodate commercial vehicle truck traffic associated with proposed truck parking and light industrial development. Over the long-term, the use and function of River Road will be impacted by the establishment of a new industrial standard road that would run parallel (south) of River Road as required in the *Short-Term Action Plan*. Once operational, this new road would be utilized, as the primary vehicle access to the industrial parcels and individual vehicle accesses onto River Road would be removed.

In reviewing the above-noted truck traffic trends, it has been particularly difficult to determine during the period of cessation of unauthorized truck storage on filled AG1-zoned around mid-2010 when bylaw compliance action was taken. It should be noted that the type of commercial

truck parking and storage also would have an effect on traffic counts. Commercial trucks requiring frequent movements would generate far more traffic than longer-term storage of farming and construction equipment and seasonal storage of boats and recreational vehicles.

In short, to better determine trends in both commercial truck and passenger vehicle traffic, at least two (2) more daily traffic counts could be taken over two (2) one-week periods during the course of 2012 (at similar times to the previous traffic counts noted above) to determine if there is a trend in truck traffic.

Summary

Given the small size of the parcels (under 2.0 ha. or 5.0 acres) of all but the one (1) 3.57 ha. (8.8 acre) filled parcel zoned for golf course, the lack of servicing and the current historical standard of River Road, the options for either agricultural development under the current AG1 zoning and further industrial development under the current OCP *Business and Industry* land-use designation are both limited.

Throughout Richmond, the review of appropriate vacant land uses shows that there is only approximately 25 ha. (62 acres) of vacant, appropriately zoned and available land for truck parking when the Port Metro Vancouver lands and ALR lands on Sea Island are excluded. Given that this small supply of vacant industrial parcels is comprised of larger parcels, most of which have servicing, the highest and best use for these industrial parcels is for a broader variety of more intensive industrial uses. Given the above, commercial vehicle parking and storage, requiring less servicing and lower rents than can be provided in other industrial areas of Richmond, is one of the few short-term viable holding uses for the subject parcels on River Road.

However, the concern regarding increasing traffic on River Road remains valid and thus, applications for such uses should proceed with caution with further study on current and projected traffic.

2. Future Land Uses That May be Possible

Over the long-term, when sanitary and storm servicing is available, there will be more viable light industrial options. At such time, the economics provided by higher land values for more intensive light industrial uses would allow landowners to afford to undertake road improvements adjacent to their properties and possibly contribute to improvements westward along River Road.

More intensive, higher-value light industrial uses and the required servicing will also provide for possible opportunities to consolidate a number of the smaller properties (7 of the 11 properties are under 1.0 ha. (2.5 acres) in size. The *Long-Term Truck Parking Action Plan* (see last page of Attachment 2) elaborates on the above issues and recommends that:

- 1. Light industrial uses, including agri-industrial uses;
- 2. That a new rear road to the south of the subject properties be secured via 20 m dedications when each parcel develops;
- 3. That an existing road dedication to the east of No. 7 be developed that can be connected to No. 7 Road via the new rear road when completed.

The Long-Term Action Plan also states the above recommendations be integrated into the forthcoming OCP. Given the limited range of current uses for the subject properties, it is recommended that these long-term recommendations be included in the proposed OCP update.

Options

Given the above, the following options regarding the *Short-Term Action Plan* have been developed for consideration. All options maintain the *Long-Term Action Plan*.

Option 1: Status Quo for Interim Action Plan (Not Recommended)

- Continue considering applications for commercial vehicle parking and storage following the current *Interim Action Plan*.
- Include consistent language within the proposed OCP following the *Long-Term Action Plan* to provide direction for future rezonings for a range of industrial uses, including agri-industrial uses, when servicing and better road infrastructure can be feasibly provided.

Option 2: Rescind the Short-Term Action Plan (Not Recommended)

- Do not proceed with rezoning applications for commercial vehicle parking and storage following the *Interim Action Plan*.
- Include consistent language within the proposed OCP following the *Long-Term Action Plan* to provide direction for future rezonings for a range of industrial uses, including agri-industrial uses, when servicing and better road infrastructure can be feasibly provided.

Option 3: Continue Short-Term Action Plan with Monitoring in 2012 (Recommended)

- Continue considering applications for commercial vehicle parking and storage following the current *Interim Action Plan* until December 31, 2012 while daily traffic counts are completed over two (2) one-week periods over the year.
- Bring back a report to Committee at the end of 2012 with the option to consider only commercial outdoor storage under the *Interim Action Plan* if further traffic counts in 2012 show a significant increase in commercial vehicle traffic on No. 7 Road or River Road.
- Include consistent language within the proposed OCP following the *Long-Term Action Plan* to provide direction for future rezonings for a range of industrial uses, including agri-industrial uses, when servicing and better road infrastructure can be feasibly provided.

Conclusion

The subject area is designated as *Business and Industry* in the current 1999 OCP and was removed from the ALR in 2000. Two (2) of eleven (11) properties comprising 2.5 ha. (6.2 acres) of land within this approximately 11.6 ha. (28.6 acre) block of land have been rezoned for commercial vehicle parking and storage since 2008. Given the relatively small size of most of the parcels, the state of land and previous and current OCP industrial land-use designations, it is recommended that Option No. 3 be pursued applying the current *Interim Term Truck Parking Action Plan* criteria to assessing rezoning applications until the end of 2012.

Option No. 3 also considers possibly limiting consideration of rezoning applications to only commercial outdoor storage uses should truck traffic volumes increase measurably by the end of 2012.

It is also recommended the proposed OCP update should include language following the *Long-Term Action Plan* supporting future more intensive industrial rezoning applications, which could include agri-industrial uses, when servicing has been or can be provided and River Road has been or can be upgraded westward of the subject parcels.

Mark McMullen

Senior Coordinator - Major Projects

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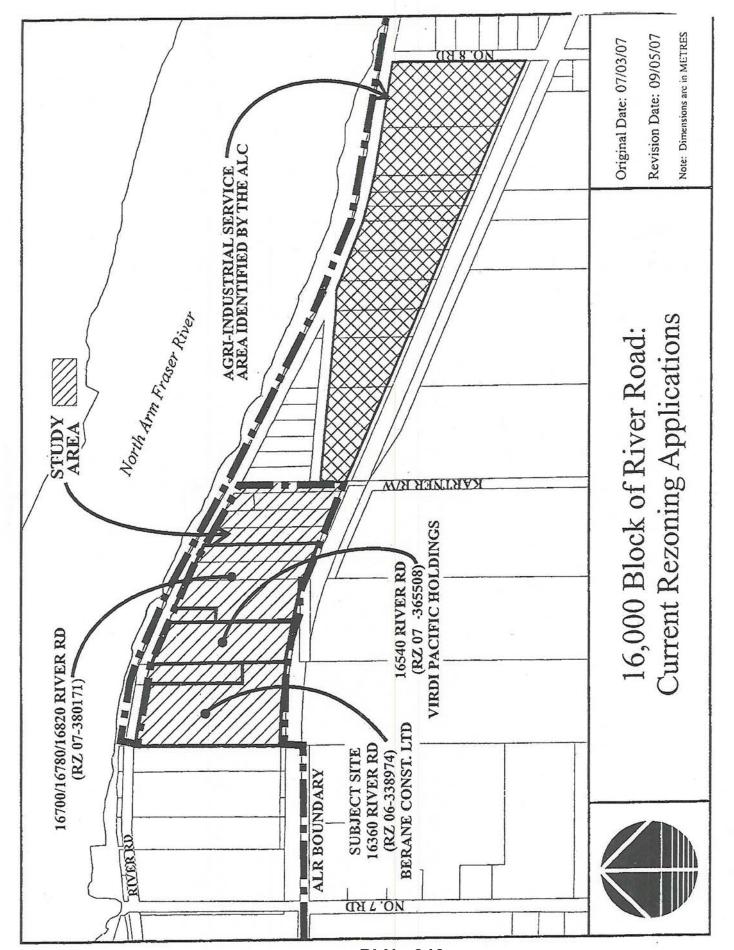
Attachment 1: 16000 Block of River Road: Recent Rezoning Applications

Attachment 2: Interim and Long-Term Truck Parking Action Plan, As Amended February 2008

Attachment 3: Traffic Count Map for the Vicinity of 16000 Block River Road

Attachment 4: OCP: Major Industrial Areas and Transportation Links

Attachment 5: Truck Routes & Areas Zoned For Commercial Vehicle Parking & Storage



P150 - 346

The City of Richmond Interim Action Plan 16,000 Block of River Road

(Revised based on Public Consultation Feedback)

Land Use

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

Proposed Approach to Rezoning Applications

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

Technical Objectives and Issues

Engineering

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

Transportation

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

Existing Soil/Fill Conditions

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

Rezoning Considerations (To be completed by the rezoning applicants)

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

Forthcoming Process

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



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

(Revised based on Public Consultation Feedback)

Land Use Examination

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

Technical Objectives and Issues

Traffic and Transportation

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

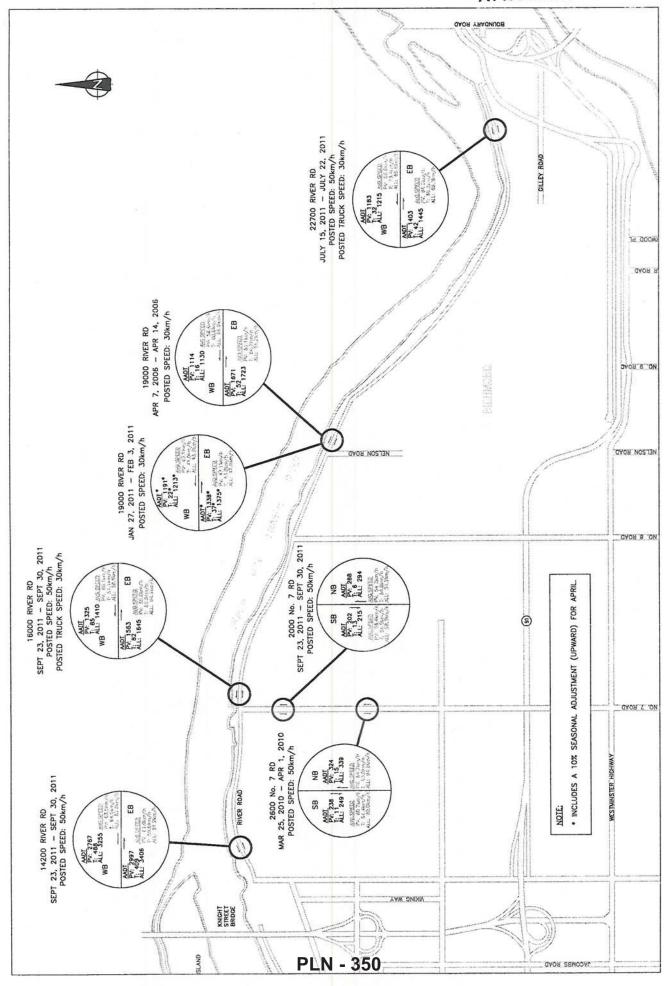
City Servicing

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

Forthcoming Process

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







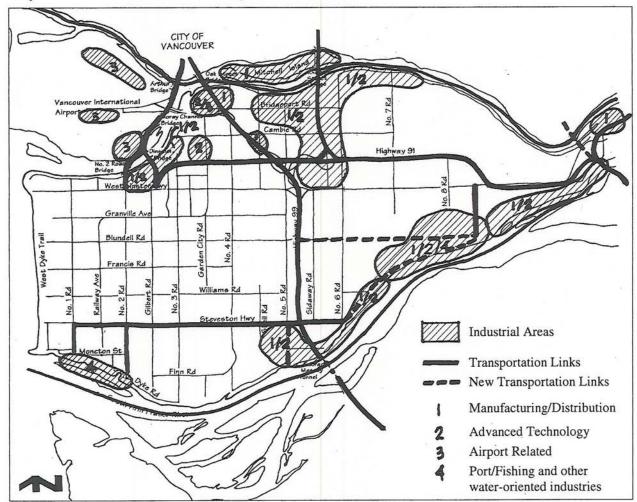
This may be achieved by:

- Retaining for industry land which is presently zoned and designated for such use with the implicit agreement of Council;
- Retaining appropriate waterfront sites for fishing, log storage and processing, and port activities;
- Reserving other areas which are appropriate for future industrial activity, either by designating them for industry in the OCP or by zoning them for such use;



Permit Temporary Industrial Use Permits in those areas designated as "Business and Industry", "Limited Mixed Use", "Mixed Use" and "Airport" where deemed appropriate by Council and subject to conditions suitable to the proposed use and surrounding area;

Major Industrial Areas and Transportation Links



PLN - 351