



City of Richmond

Report to Committee Planning and Development Department

To: Planning Committee

Date: May 14, 2012

From: Brian J. Jackson, MCIP
Director of Development

File: ZT 12-610945

Re: Application by Viridi Pacific Holdings Ltd. For a Zoning Text Amendment to the Light Industrial (IL) Zoning District at 16540 River Road

Staff Recommendation

That Bylaw No. 8908, to amend the "Light Industrial (IL)" zoning district, be introduced and given first reading.

Brian J. Jackson, MCIP
Director of Development

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FOR ORIGINATING DEPARTMENT USE ONLY

ROUTED TO:
Transportation

CONCURRENCE
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CONCURRENCE OF ACTING GENERAL MANAGER

Staff Report

Origin

Virdi Pacific Holdings has applied to the City of Richmond for a text amendment to the Light Industrial (IL) zoning district applicable to 16540 River Road (**Attachment 1**) in order to:

- Remove the restriction on the maximum number of commercial vehicles (40) that can be stored on the site; and
- Remove the provision identifying that commercial vehicles parked or stored on the site must be related to transporting agricultural produce in Richmond.

Chronology of Events for the 16,000 Block of River Road

Interim and Long-Term Action Plan – 16,000 Block of River Road (2008)

The revised Interim and Long-Term Action Plan for the 16,000 block of River Road (**Attachment 2**) was approved by Council in 2008. The Interim Action Plan serves as a guide to process rezoning applications for interim uses, such as outdoor storage and commercial vehicle parking and requires the submission of transportation studies, environmental reports and landscape buffer plans to address technical issues with proposals.

The Long-Term Action Plan recognizes the continued use of this portion of River Road for outdoor storage and commercial vehicle parking uses. It also identifies the potential for these properties to redevelop into more intensive light industrial and manufacturing uses as the necessary services and transportation infrastructure becomes available.

The development of agri-industrial service uses and operations is permitted in both the Interim and Long-Term Actions Plans as well as existing and proposed future OCP designations.

Rezoning applications are required for all properties wishing to undertake outdoor storage and commercial vehicle parking as an interim use. Another rezoning application will be required in the future if properties wish to undertake intensive light industrial activities (warehousing and manufacturing).

In Response to a Referral on the Existing Truck Parking Strategy, Council Approval of Truck Parking Strategy for the 16,000 Block of River Road (2011-2012)

On January 23, 2012, the following was supported by Richmond City Council:

That:

1. *The “Interim Truck Parking Action Plan” (Interim Action Plan), as amended by Council in February 2008, be continued until the end of 2012 to allow for consideration of further rezoning applications for commercial vehicle parking and storage within the plan area in the 16,000 block of River Road;*
2. *A daily traffic count be undertaken over two (2) one-week periods on No. 7 Road (between Bridgeport Road and River Road) and on River Road (East of Nelson Road) in 2012 either by the City or by future applicants’ consultants, to the satisfaction of*

City staff, as part of the rezoning applications that facilitate commercial vehicle parking and storage within the Plan Area;

3. *Staff report back to Planning Committee with an update on such daily traffic count trends by the end of 2012 to consider the option of amending the Interim Action Plan to allow only commercial outdoor storage and not commercial vehicle parking in the short term, depending on the City's review of traffic counts in 2012;*
4. *The existing 1999 OCP "Business and Industry" designation and policies allowing for a range of long-term intensive industrial uses for the 16,000 block of River Road as well as the agri-industrial uses set out in the Long-Term Action Plan be considered for inclusion in the proposed updated OCP; and*
5. *The City send a letter to Port MetroVancouver regarding the shortage of truck parking in the City of Richmond, inquiring about the opportunities for truck parking on Port Land.*

Based on the above direction from Council (process rezoning applications in accordance with the Interim Action Plan), the proposed text amendment to the Light Industrial (IL) zone to remove truck parking restrictions applicable to 16540 River Road is being forwarded for Council consideration.

An initial traffic count was conducted in April/May 2012, with a second traffic count scheduled for September 2012. Once the necessary data has been collected and analysed, City staff will report out to Council by year end on findings and options pertaining to amending the Interim Action Plan.

The Draft 2041 OCP Update confirms that land use designations for 16,000 block of River Road will remain for industrial uses (which includes allowances for agri-industrial uses) over the long-term.

City staff will update Council on any responses received or comments from Port MetroVancouver about opportunities for truck parking on Port Land.

Current Findings of Fact – 16,000 Block of River Road

- The 16,000 block of River Road consists of 11 properties (11.6 ha or 28.6 acres total) that are designated for "Business and Industry" in the Official Community Plan (OCP) and subject to the approved "Interim Action Plan" for truck parking and storage in this area.
- 4 properties located east of No. 7 Road and outside of the Interim Action Plan area already have existing Light Industrial zoning (IL), which are currently used for a variety of industrial activities.
- A majority of existing properties in the 16,000 block of River Road within the Interim Action Plan area have either Agricultural (AG1) or Golf Course (GC) zoning.
- Properties in the 16,000 block of River Road were excluded from the ALR in 2000, therefore resulting in remnant Agriculture (AG1) zoning on many of the sites with

decisions to apply for rezoning left to individual property owners to undertake and subject to Council approval.

- Since approval of the Interim Action Plan in 2008, the following is a summary of rezoning applications in the 16,000 block of River Road and the applicable status of each (see **Attachment 1** for a reference map):
 - 16780 River Road (Quadra Coast; RZ 09-503308) – Unrestricted commercial vehicle parking and storage. Approved by Richmond City Council on September 27, 2010.
 - 16540 River Road (Viridi Pacific; RZ 10-524476) – Limited area wood manufacturing development (1,860 sq.m or 20,000 sq.ft.) and limited commercial vehicle parking and storage. Specific restrictions for truck parking were placed on this property, which are discussed later in this report. Approved by Richmond City Council on November 14, 2011.
 - 16360 River Road (Berane Construction; RZ 10-523713) – Proposal for general outdoor storage and commercial vehicle parking and storage.
 - 16700 River Road (Brian Dagneault Planning Consultants; RZ 12-603740) – New proposal for general outdoor storage and commercial vehicle parking and storage.

Surrounding Development

- To the North: River Road and the foreshore of the Fraser River.
- To the East: The immediate to the east is a property zoned AG1 with a single-family dwelling on the front portion of the site. The remaining back portion of the site is primarily vacant. Also along the site's east adjacency is a AG1 zoned property that has applied for rezoning to permit commercial vehicle storage and outdoor storage (16700 River Road; RZ 12-603740)
- To the South: An existing rail allowance and rail line. Further south are AG1 zoned properties
- To the West: An AG1 zoned property with a single-family dwelling on the front portion and vacant on the remainder. Further west, a Golf Course (GC) zoned site that is primarily vacant and under rezoning application for commercial vehicle parking and outdoor storage (16360 River Road; RZ 10-523713)

Proposed Text Amendment to the Light Industrial (IL) Zone

The text amendment for 16540 River Road proposes to remove the 40 commercial vehicle maximum that can be parked/stored at one time on the subject site and no longer requires these vehicles to be comprised of only those transporting agricultural produce from a farm operation in the City.

Other restrictions related to prohibiting dump trucks from parking on the subject site as well as commercial vehicle tractor trailers with integrated refrigeration and/or heating units are prohibited from operating while parked on the subject site were implemented as part of the

rezoning approval for 16540 River Road. The prohibition of parking of dump trucks and operation of tractor trailer with refrigeration units will remain in place as part of the proposed text amendment.

Storage and parking of commercial vehicles related to the permitted light industrial business (i.e., woodworking manufacturer) would be permitted on the subject site as this type of activity is accessory to the principal light industrial use permitted on the subject site.

Staff Comments

Planning

The 16,000 block of River Road is designated for Business & Industry in the existing Official Community Plan land use map designation. The new 2041 OCP Update is proposing to designate the 16,000 block of River Road and all of the industrial areas along the North Arm of the Fraser River as Industrial. Rezoning applications proposing general unenclosed outdoor storage and commercial vehicle parking and storage as an interim use along this portion of River Road complies with the existing OCP and proposed future designations in the new 2041 OCP Update.

The subject site received rezoning approval on November 14, 2011 to Light Industrial (IL) zoning to enable the development of a limited area (1,860 sq.m or 20,000 sq.ft.) wood manufacturing building. The proponent has not yet started redevelopment of the subject site for the wood manufacturing operation.

Rezoning approval was also granted to permit limited commercial vehicle parking and storage on the site, with the aforementioned restrictions on total number of vehicles, prohibiting the parking of dump trucks, restricting operation of refrigeration units on tractor trailers and that all vehicles parked or stored on the site must transport agricultural products from a farm operation in Richmond.

These restrictions on commercial vehicle parking and storage were incorporated as site-specific regulations in the Light Industrial zoning district. In addition to these zoning provisions, legal agreements were registered on title of the subject site to secure the truck parking restrictions.

Transportation

Prior to rezoning approval of 16540 River Road, an access control structure was designed and constructed for the subject sites vehicle access to River Road. This access control structure was designed and implemented to ensure that trucks can only enter the site through right in (Eastbound to Southbound) vehicle movements and exit the site through left out (Northbound to Westbound) vehicle movements. This access control structure was completed and approved by the City's Transportation staff prior to final adoption of the rezoning.

Examination of Issues

Study of Truck Traffic Movements - 16,000 block of River Road

A review of traffic data and counts taken in 2006 and 2011 along portions of River Road east of No. 7 Road and No. 7 Road between River Road and Bridgeport Road was completed and reported to Council in the January 2012 referral report. Findings indicated that the absolute

number of truck traffic movements along roads to and from this area was not significant. As a result, further traffic counts were recommended (and approved by Council) to be undertaken in 2012 with findings to be reported to Council at the end of 2012 to determine if any new truck movement patterns emerge. Transportation staff have collected traffic data in April/May 2012 and plan to undertake traffic counts again in the same locations later this year in September. These findings will be reported to Council by year-end as requested.

Council Endorsement of the Interim Action Plan

Council also endorsed processing of rezoning applications for outdoor storage and commercial vehicle parking in the 16,000 block of River Road on January 23, 2012. In addition to the text amendment proposed for 16540 River Road, staff are in the process of reviewing other in-stream rezoning applications for this area of River Road.

Revisions to Legal Agreements - Removal of Truck Parking Restrictions

In conjunction with the proposed text amendment, existing legal agreements registered on title for 16540 River Road will need to be modified accordingly. Modifications to the appropriate legal agreements registered on title of 16540 River Road is a rezoning consideration to be completed prior to final adoption of the zoning text amendment (**Attachment 3**)

Number of Commercial Vehicles

The rear half of 16540 River Road is approximately 2.5 acres in area (portion behind proposed light industrial development and parking area). Based on the size and shape of this vacant area, staff estimate that approximately 70 commercial trucks with tractor trailers could be parked on the subject site at one time (trucks parked perpendicular along the east and west property lines with a central manoeuvring drive-aisle).

The access control structure at the vehicle entrance to 16540 River Road, which has already been implemented, restricts truck movements to and from the subject site. Large commercial vehicles are required to enter the site from an east to southbound direction only (right-in) and exit the site from a north to westbound direction only (left-out). Additional directional signage implemented on River Road east of No. 7 Road will direct truck vehicle movements west on River Road towards No. 6 Road as opposed to going south on No. 7 Road. The aforementioned access control mechanism at the site entrance prevents any eastbound truck movements from the site entrance towards the weight restricted portions of River Road.

The traffic data collected in 2011 identified that truck movements on portions of River Road (east of Nelson Road) ranged from 22 to 42 truck movements per day travelling in an either east or westbound direction. The existing arrangements to control truck movements to and from the subject site (as well as all properties that apply for rezoning in the 16,000 block of River Road) to prevent any truck movements east of the site's entrance will not contribute to the overall volume of truck traffic east of the 16,000 block of River Road.

Removal of the restriction placing a maximum of 40 commercial vehicles that can be parked on the subject site is supportable as truck parking and general outdoor storage in the 16,000 block of River Road is a viable, interim use for this area given the demand for commercial vehicle parking and limited availability of land to accommodate this use in Richmond. The necessary

controls have been implemented on the subject site, in conjunction with signage along public roads, to prevent truck movements on River Road east of the 16,000 block and along No. 7 Road south of River Road. Once the second traffic count scheduled for September 2012 is carried out and data is analyzed, staff will report back by end of 2012 (as per Council direction) on the results of the traffic analysis to quantify the changes in truck traffic on River Road and No. 7 Road.

Relation of Commercial Vehicles to Agricultural Operations

The applicant at 16540 River Road has also requested that the zoning provisions and associated legal agreements registered on title of the subject property that restrict commercial vehicle parking and storage to only those vehicles transporting agricultural produce from a farm operation in Richmond be removed.

Many commercial truck operators are involved in transporting of agricultural produce in Richmond and throughout the region, but they are not solely dedicated to this use. As agricultural activities are seasonal and demands for commercial vehicle transportation varies significantly, it has proven to be difficult for the proponent for the subject site to secure arrangements for commercial vehicle parking that meet the existing criteria and restrictions. The seasonal nature of agricultural activities results in very few commercial trucks being solely dedicated only to farm produce transportation in Richmond. Most commercial truck operators therefore rely on a variety of contracts and demand for use from agricultural operations (seasonally when demand exists) and other light industrial and warehousing operations where the demand is consistent year-round. As noted in the January 2012 referral report to Council, available space for commercial vehicle truck parking is limited throughout the City, including on non-developed portions of Port Metro Vancouver land. So long as the appropriate traffic controls and monitoring is implemented in conjunction with individual rezoning applications, the 16,000 block of River Road remains a suitable area for commercial vehicle parking and storage and general outdoor storage activities, which are uses that comply with the existing Business and Industry OCP designation.

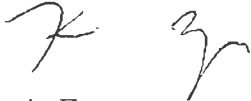
If the proposed text amendment is approved, commercial vehicles and trucks involved in transporting agricultural produce or supporting farms in the City will be permitted to park or be stored on 16540 River Road.

Existing Commercial Vehicle Parking Restrictions to Remain

Previous concerns were identified about the parking of dump trucks on the subject site and the noise and disturbance generated from tractor trailer units with integrated heating/refrigeration units. The zoning and legal agreements registered on title of the property already include restrictions that prohibit the parking and storage of dump trucks and do not allow truck trailers with refrigeration/heating units to be operational while parked or stored on the subject site. No changes are proposed to these restrictions and they will remain incorporated into zoning provisions and legal agreements associated with the property.

Conclusion

Staff support the proposed text amendment to remove commercial vehicle truck parking and storage restrictions as summarized in this report. All prior requirements applicable to the proposal for commercial vehicle parking and storage on the subject site were addressed as part of the original rezoning approved on November 14, 2011 (i.e., access control at River Road entrance; landscape buffer provisions along River Road; road dedication and statutory right-of-way requirements). Therefore, the rezoning considerations applicable to the text amendment for 16540 River Road is limited to revising the appropriate legal agreements currently registered on title.



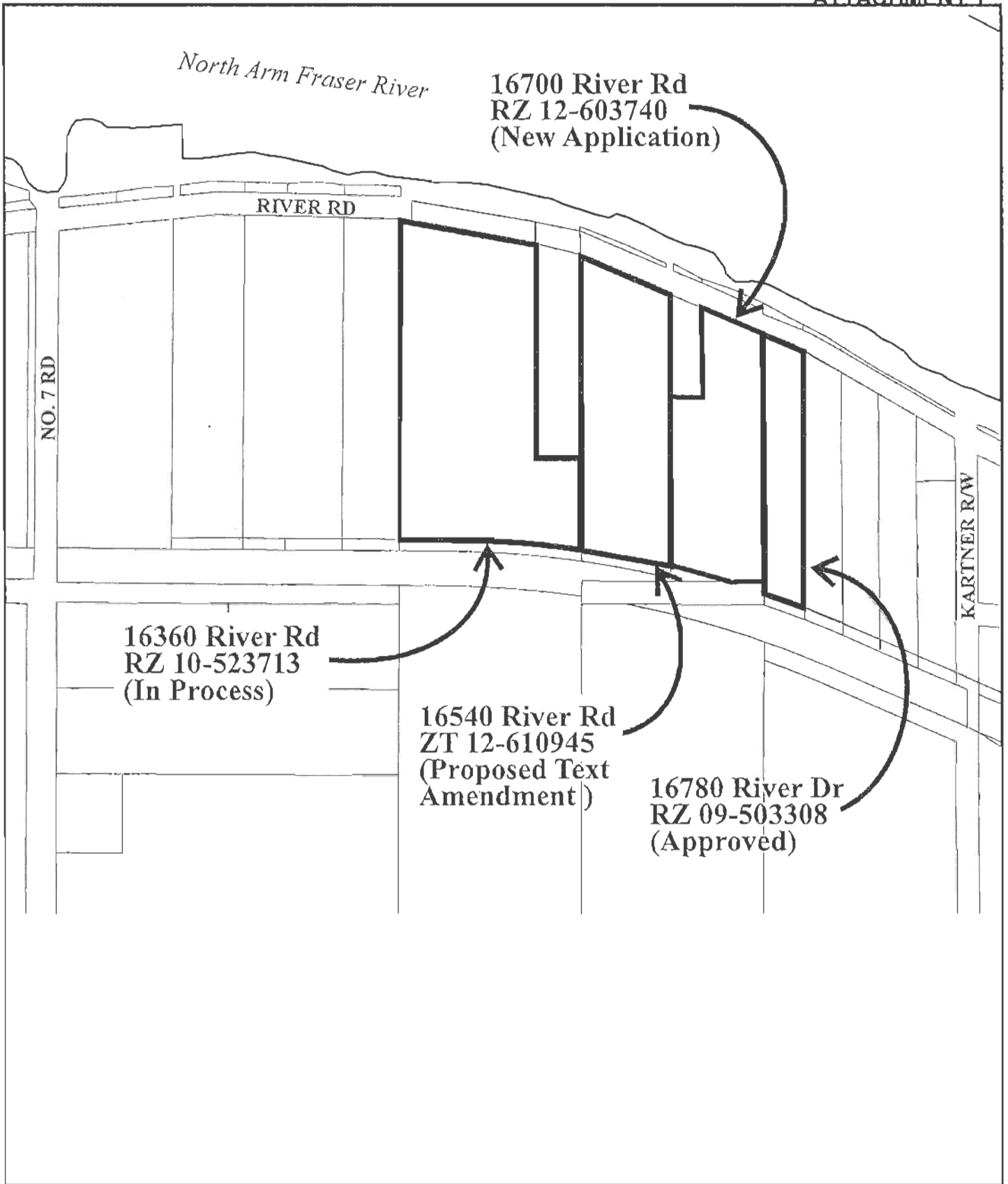
Kevin Eng
Planner 1

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Attachment 1: 16,000 Block of River Road Reference Map

Attachment 2: Interim and Long-Term Action Plans

Attachment 3: Rezoning Considerations



Rezoning Applications in the
16000 Block of River Road

PLN - 257

Original Date: 03/31/09

Amended Date: 05/15/12

Note: Dimensions are in METRES

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

Land Use

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

Proposed Approach to Rezoning Applications

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

Technical Objectives and Issues*Engineering*

- The 16,000 block of River Road is currently **not** adequately serviced by City storm and sanitary systems to sufficiently support intensive light industrial activities involving warehousing/manufacturing buildings or agri-industrial service uses.
- 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.



Address: 16540 River Road

File No.: ZT 12-61945

Prior to final adoption of Zoning Amendment Bylaw 8908 , the developer is required to complete the following:

1. Undertake all necessary modifications and revisions to the existing legal agreement registered on title of 16540 River Road (reference legal documents BB1996917 and BB1996918) to the satisfaction of the Director of Development in order to achieve the following:
 - a. Remove the provision that places a maximum number of 40 commercial vehicles that can be parked or stored on the subject site.
 - b. Remove the provision that requires all commercial vehicles that are parked or stored on the subject site to be used exclusively for the transport of Richmond agricultural produce.

Note:

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

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

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



**Richmond Zoning Bylaw 8500
Amendment Bylaw 8908 (ZT 12-610945)
16540 RIVER ROAD**

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

1. Richmond Zoning Bylaw 8500 is amended by deleting Section 12.2.11.2.a and renumbering remaining sections.
2. This Bylaw may be cited as “**Richmond Zoning Bylaw 8500, Amendment Bylaw 8908**”.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

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|-------------------------------------------------------|
| CITY OF RICHMOND |
| APPROVED by <i>KE</i> |
| APPROVED by Director of Auditor <i>[Signature]</i> |

MAYOR

CORPORATE OFFICER