



City of Richmond
 Planning and Development Department

Report to Committee

To: Planning Committee **Date:** March 5, 2008
From: Joe Erceg **File:**
 General Manager, Planning & Development
Re: Shellmont – Ironwood - Riverport Area Plan Review

Staff Recommendation

That the report entitled "Shellmont-Ironwood-Riverport Area Plan Review" dated March 5, 2008, be received for information.

Joe Erceg
 Joe Erceg
 General Manager,
 Planning & Development

JE:tcb
 Att. 1

FOR ORIGINATING DEPARTMENT USE ONLY					
ROUTED TO:	CONCURRENCE		CONCURRENCE OF GENERAL MANAGER		
Development Applications	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>	<i>Joe Erceg</i>		
Transportation	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
REVIEWED BY TAG	YES	NO	REVIEWED BY CAO	YES	NO
	<input checked="" type="checkbox"/> <i>GS</i>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>

Staff Report

Origin

Referral 1

At the September 5, 2007 Public Hearing, the following resolution was referred to staff by Council:

That staff review the area plans in the vicinity of No. 5 Road and Steveston Highway (Shellmont Area - Ironwood Sub-Area Plan), including the Riverport Entertainment Precinct, and provide an analysis of the current area plan and whether there is a need for any revisions to the plan".

Referral 2

At December 18, 2007 Planning Committee, the following resolution was referred to staff by Committee:

That staff:

(1) Investigate how to improve treescapes, landscaped setbacks and rooftop gardens, as they relate to environmental improvements; and
[Staff Comment: This emphasizes the desire to have more coniferous trees on sites.]

(2) explore how development projects in the City's neighbourhoods can generally decrease their impact on the environment.

Referral 1 is addressed in this report.

Referral 2 will be addressed fully in a subsequent report in July 2008.

REFERRAL 1

Study Area

Please refer to **Attachment 1** for the **Study Area Map**.

Related Policies & Studies

The existing policies which guide the management of the study area include:

- COR - *Official Community Plan* (Bylaw 7100, Schedule 1)
- COR - *Official Community Plan – Shellmont Area Plan (Ironwood Sub-Area)* (Bylaw 7100, Schedule 2)
- COR - *Agricultural Viability Strategy*
- COR – *No. 5 Road Backlands Policy*
- COR – *Zoning & Development Bylaw Consolidation* (Bylaw 5300)
- Agricultural Land Commission – *ALR & Community Planning Guidelines*

Analysis

- Staff reviewed the Study Area by quadrants, each emphasizing unique uses (see **Attachment 1**).
- *Gateway Theme*: This area is the south gateway to western Richmond, dominated by the South Arm of the Fraser River, the Massey Tunnel, a regional entertainment/recreational complex, a substantial shopping and service centre, significant industrial areas, and Agricultural Land Reserve (ALR) land.

North East Quadrant 1:

- Long-term Vision – The current planning documents envision the area to have specialised uses emphasizing:
 - Significant agricultural land retained in the ALR;
 - A major entertainment/recreational complex;
 - Mixed use and limited residential in Quadrant 1;
 - Water-based industrial uses.
- OCP Designation – The relevant OCP land use designations definitions are:
 - *“Agriculture”*: “Those areas of the City where the principal use is agricultural, but may include other land uses as permitted under the Agricultural Land Commission Act.”
 - *“Commercial”*: “Those areas of the City where the principal uses are directed toward providing for the retail, business and personal service, recreational, entertainment, and short-term accommodation needs of the community and travelling public. Commercial areas may also include residential uses in marinas.”
 - *“Limited Mixed Use”*: “An area which provides a mix of residential, limited commercial, business and industry, public and private institutions, and community and pedestrian-oriented uses intended to enhance the public amenity and livability of the area.”
 - *“Business & Industry”*: “Those areas of the City where the principal uses involve the production or distribution of goods or business services.”
- Comment – Long-term, the current OCP policies and uses are acceptable as they emphasize:
 - Retaining agricultural lands;
 - Continuing entertainment/recreational uses;
 - Maintaining industrial uses;
- OCP “Commercial” Designation – It is to be noted that while the OCP “Commercial” designation is a City-wide term, it does not mean that in every place where it is used, every listed commercial use must occur, should occur or will occur. Instead, each OCP “Commercial” designation can emphasize a different range of commercial uses. In the North East Quadrant, major entertainment and recreational uses are envisioned. Retail uses are not allowed as evidenced by the “Athletics & Entertainment District” Zone which predominates in this quadrant. This emphasis should continue, as retail uses would adversely affect the established vision and uses.
- The OCP specifies that providing shops close to residential areas is a desirable goal and will create neighbourhoods with a strong sense of community. This goal is articulated in the following sections:
 - *Section 2.4 Jobs & Business – Commercial:*
 “Objective 3: Maintain a hierarchy of retail and personal service locations to meet community-wide and neighbourhood needs.” This would be achieved by enhancing neighbourhood shopping centres with neighbourhood services and amenities clustered in their vicinity; improving the pedestrian/bike friendliness of these centres to achieve a “main street” neighbourhood gathering place; and encouraging small pedestrian-friendly street front convenience facilities on major roads to complement neighbourhood service centres and “meet the needs of surrounding residents.
 - *Section 2.4 Jobs & Business – Commercial: Objective 3* also specifically states, “Limit strip retail and large warehouse-style ‘big-box’ retail to locations identified for auto-oriented commercial use, paying special attention to design and traffic circulation”.

- *Section 3.1 Neighbourhoods & Sense of Community – Issue:*
“Objective 1: Strengthen neighbourhood gathering places to foster a sense of community and identity.” Subsection (b) states, “Support a range of services close by to increase convenience and the sense of local belonging for neighbourhood residents.” Retail is included in such services.
- *Section 9.4 Development Permit Guidelines – Commercial:*
“9.4.4.C Neighbourhood Services Centres” is specific that the form and character of commercial developments should be complementary to the local character and reinforce the image of a “main street” as a pedestrian-oriented community focal point.
- In the North West Quadrant 4, MKT Arkle Development Management Incorporated has applied to the City of Richmond for permission to rezone 10651 No. 6 Road, 13751 and 13851 Steveston Highway from “Athletics and Entertainment District (AE)”, “Light Industrial District (I2)” and “Agricultural District (AG1)” to “Comprehensive Development District (CD)” in order to permit large format, automobile oriented, retail trade and services use.
- Staff will be recommending denial of this application in a separate report, as it is incompatible with the vision of the OCP, and the zoning of the Riverport recreational and entertainment precinct. As well, there are other places in the City which are more suitable to such retail uses (e.g., the City Centre). These areas are better able to integrate such retail uses with adjacent land uses, and manage traffic and servicing concerns.
- Riverport continues to be well served by the current planning vision and policies.
- Staff do not recommend undertaking an *Area Plan* or *OCP Review* for this area because the current policies adequately enable the City to manage the area to achieve desired results. As well, currently staff have an extensive workload.

South East Quadrant 2:

- Long-term Vision – The current planning documents envision the area to have specialised uses emphasizing:
 - Significant agricultural land retained in the ALR;
 - Water-based industrial uses.
- Comment - Long-term, the current OCP policies and uses are acceptable as they emphasize:
 - Retaining agricultural lands;
 - Maintaining industrial uses.

North West Quadrant 3:

- Long-term Vision – The current planning documents envision the area to have specialised uses emphasizing:
 - A strong residential base;
 - Significant agricultural land retained in the ALR (e.g. the No. 5 Road backlands);
 - A neighbourhood service centre;
 - A neighbourhood public open space (park);
 - A range of community institutional uses (e.g., assembly uses).
- The *OCP (Schedule 1 and Schedule 2)* contains goals, objectives and guidelines specifying the character, disposition and details of required landscaping. These include:
 - Tree-lined streets;
 - Public/private landscaping to improve neighbourhood livability;

- Landscape plans for single-family housing along arterials with detailed specifications;
- Public realm greening to reinforce character areas;
- Landscaping to maintain and reinforce Richmond as a “Garden City”;
- Street tree planting to promote health, well-being and aesthetics;
- Extensive, detailed Development Permit Guidelines.
- Specific references from *Schedule 1* follow:
 - *Section 1.2 Plan Overview – Goals*
 - *Section 3.1 Neighbourhoods & Housing – Neighbourhoods & Sense of Community: Objective 3 (a & b) & Objective 5*
 - *Section 3.2 Neighbourhoods & Housing - Housing: Objective 3 (f & g)*
 - *Section 5.2 Natural & Human Environment – Built Form & Amenity: Objective 2(c)*
 - *Section 5.3 Natural & Human Environment – Parks, Open Spaces, Trails & Greenways: Objective 1*
 - *Section 7.9 City Infrastructure – Street Trees: Objective*
 - *Section 9.0 – 9.8 Development Permit Guidelines: Reference Landscaping Sections in each division (e.g., Multiple Family, Commercial, Industrial, ESA, Heritage, Marina)*
- The *OCP Sections* cited above provide a range of landscape requirements from vision to specifications. Minimal reference is made to the inclusion of coniferous trees.
- Staff have begun preparing an OCP amendment to better require coniferous trees on sites. This will involve preparing:
 - A rationale for the inclusion of coniferous material stating *purpose* and *vision*. There are many broad-leaved evergreen plantings which could be used to equally good effect and more appropriately for small-scale plantings;
 - Criteria for the inclusion of coniferous plantings with flexible alternatives;
 - Tables of species with proportional quantities of coniferous and deciduous plantings; and
 - Recommendations for the planting of ALR buffers.
- Unless directed otherwise, staff will undertake this work and anticipate bringing forth an OCP amendment in July 2008.
- Comment – Long-term, the current OCP policies and uses are acceptable as they emphasize:
 - Retaining agricultural lands;
 - Maintaining the neighbourhood service centre and neighbourhood public open space;
 - Keeping the residential base;
 - Maintaining industrial uses; and
 - Supporting the institutional areas.
- Note that Fantasy Gardens is best managed as a unique area with site specific planning guided by the existing planning documents.
 - The site has been secured by Townline Ventures Limited;
 - Staff is working with Townline to develop the site within the existing OCP policies; and
 - Staff and Townline are seeking to preserve and enhance the ALR portion of this site.

South West Quadrant 4:

- Long-term Vision - The current planning documents envision the area to have specialised uses emphasizing:
 - A strong neighbourhood shopping and service centre;
 - A significant business and industrial park.
- Comment – Long-term, the current OCP policies and uses are acceptable as they emphasize:

- Maintaining mixed use with a neighbourhood shopping and service centre;
- Maintaining the strong business and industrial park with some water based industrial

Summary

The existing OCP and related documents continue to provide an acceptable long-term vision and guidance to manage the Study Area:

- Current policies continue to serve well and there is no need to change them;
 - Riverport is a unique recreational commercial entertainment complex surrounded by agricultural lands and should continue as such;
 - Agricultural policies are to be maintained;
 - Water based industrial uses are to be maintained;
 - Fantasy Gardens is a unique area needing special guidance based on existing policy documents.
- The site has been secured by Townline Ventures Limited;
 - Staff is working with Townline to develop the site within the existing OCP policies; and
 - Staff and Townline are seeking to preserve and enhance the ALR portion of this site.

Transportation has provided guidance regarding the twinning of the Steveston Highway Overpass:

- Note: On December 4, 2007, the Director of Transportation presented a report to Planning Committee (dated November 16, 2007) entitled *Steveston Highway-No. 5 Road Area Transportation Improvement Plan* advising Council on the transportation issues in the Study Area.
- This RTC (November 16, 2007) summarized the City's implementation strategy to address the existing traffic congestion in the vicinity of the north end of the George Massey Tunnel including various proposed and planned transportation initiatives in the area of Steveston Highway and No. 5 Road. The Report concludes:
 "...staff are also planning and implementing a number of local traffic improvements, such as pedestrian improvements, geometric improvements to the Steveston Highway/No. 5 Road intersection, and other local roadway improvements to encourage walking/transit/cycling trips and mitigate the on-going traffic congestion as much as possible."
- It was moved and seconded by Planning Committee:
 That the British Columbia Ministry of Transportation and TransLink be forwarded a copy of the above report and requested to include the future improvements for the Highway 99 corridor, including the George Massey Tunnel, Blundell Interchange, and Steveston Interchange, in their respective transportation improvement plans for the region and as part of TransLink's 2040 Transportation Strategy.

CARRIED

A new "Study Area" Plan is not required. The existing long-term OCP policies should be retained as they benefit the community. Staff will continue to apply existing policies and monitor development on an ongoing basis.

March 5, 2008

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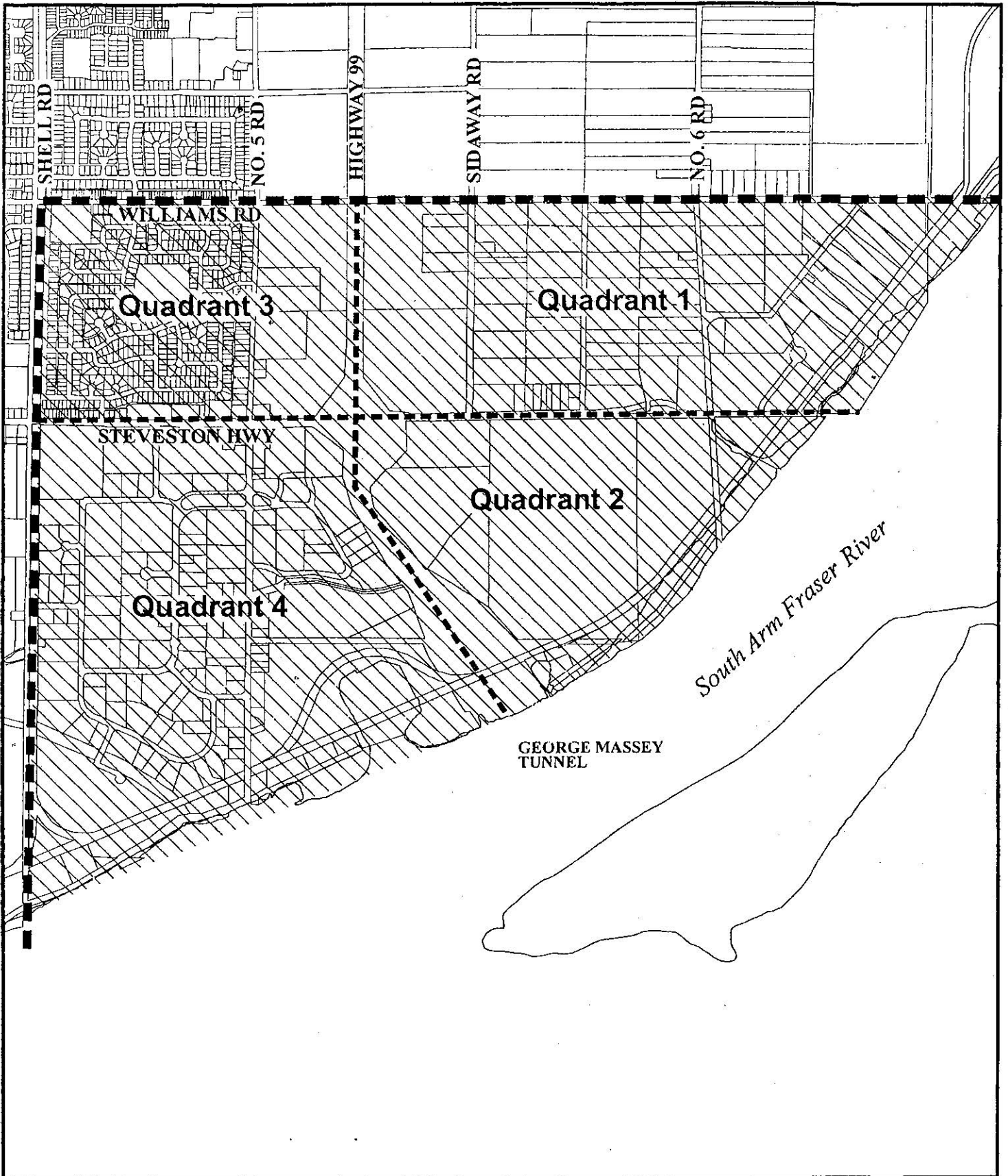
Conclusion

City Staff have reviewed existing OCP Policies in the Study Area and found that they are adequate and do not need revision.

A handwritten signature in black ink, appearing to read "Terence Brunette". The signature is written in a cursive style with a large initial "T".

Terence Brunette, Planner
Policy Planning
TCB:cas

Attachment 1: Shellmont/Ironwood/Riverport OCP Land Use Review Map



Shellmont/Ironwood/Riverport
OCP Land Use Review

Original Date: 01/14/08

Amended Date:

Note: Dimensions are in METRES