



# City of Richmond

## Report to Committee Planning and Development Department

**To:** General Purposes Committee

**Date:** June 25, 2012

**From:** Brian J. Jackson, MCIP  
Director of Development

**File:** ZT 12-610945

**Re:** Referral Report on River Road Truck Parking and Application by Viridi Pacific Holdings Ltd. For a Zoning Text Amendment to the Light Industrial (IL) Zoning District at 16540 River Road

### Staff Recommendation

1. That Bylaw No. 8908, to amend the "Light Industrial (IL)" zoning district to remove commercial vehicle parking and storage restrictions related to maximum number of vehicles, linkage to a Richmond agricultural operation and prohibition of dump trucks, be introduced and given first reading.
2. That Bylaw No. 8908 be considered at Public Hearing to be held on July 16, 2012 at 7:00 pm in the Council Chambers of Richmond City Hall.



Brian J. Jackson, MCIP  
Director of Development

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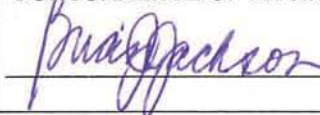
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### FOR ORIGINATING DEPARTMENT USE ONLY

**ROUTED TO:**  
Community Bylaws  
Transportation

**CONCURRENCE**  
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**CONCURRENCE OF ACTING GENERAL MANAGER**



## Staff Report

### Origin

On May 23, 2012, a zoning text amendment for 16540 River Road (ZT 12-610945) was considered by Planning Committee to amend the Light Industrial (IL) site specific zoning provisions to remove restrictions related to commercial vehicle parking and storage on the subject site. As a result of the discussion and questions at Planning Committee, the proposal was referred back to staff.

At the June 11, 2012 Regular Council Meeting, a local trucking sector delegation (represented by Kal Mahal) addressed Council and noted concerns about the need to provide dedicated areas available for commercial vehicle parking. As a result of the local truck sector delegation (and supporting letter contained in **Attachment 1**), Council made the following referral:

1. *That the comments provided by the delegation on the matter of truck parking in Richmond be referred to staff;*
2. *That staff provide further information and report back on:*
  - a. *The number of truckers and trucks;*
  - b. *The problems with parking;*
  - c. *The number of complaints associated with parking of trucks in incorrect areas, and the alternatives that may be available;*
  - d. *Current enforcement of parking violations on farm land, and how widespread the problem is; and*
  - e. *The zoning designations (shown on a zoning map) along River Road including what the current uses are; and*
3. *That the matter be dealt with at a General Purposes Committee meeting together with the application by Viridi Pacific Holdings that previously went to the Planning Committee.*

### Purpose

This report:

1. Responds to the June 11, 2012 Council referral; and
2. Brings forward the zoning text amendment application at 16540 River Road (ZT 12-610945) by Viridi Pacific Holdings 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 of agricultural produce on a farm in Richmond.
  - Remove the restriction that prohibits the parking and storage of dump trucks on the subject site (Based on a request from the property owner).

### Background – Chronology

- February 11, 2008 – Council approves the Interim and Long Term Action Plan for the 16,000 Block of River Road (**Attachment 2**) that outlines guidelines for reviewing commercial vehicle truck parking and storage rezoning applications in the area.



- January 23, 2012 – Council approves the continued processing of truck parking and storage rezoning applications in the 16,000 block of River Road in accordance with the Interim Action Plan. Staff were also directed to undertake traffic counts in the area during 2012, with findings reported to Council by end of year.
- January to May, 2012 – Based on the direction from Council to continue processing rezoning applications for commercial vehicle parking and storage, staff have been processing a number of existing and new rezoning applications in this area along with the current requested text amendment for the property at 16540 River Road.
- May 23, 2012 – Report forwarded to Planning Committee on the proposed zoning text amendment at 16540 River Road (ZT 12-610945). The zoning text amendment was referred back to staff.
- June 11, 2012 – Delegation presented information to Council outlining concerns about the need for designated general commercial truck parking and storage in Richmond and requested that rezoning applications in the 16,000 block of River Road that comply with City requirements be permitted to address the needs of truckers and reduce conflicts associated with trucks parked in incorrect areas of the City.

### Findings of Fact

The following attachments contain supporting background information and materials to the Council referral and proposed zoning text amendment at 16540 River Road:

- Letter submitted by Council delegation on June 11, 2012 (**Attachment 1**).
- Interim and Long-Term Action Plan – 16,000 block of River Road (**Attachment 2**).
- Map of Zoning and Current Uses in the 16,000 block of River Road (**Attachment 3**).
- Reference Map of Development Applications – 16,000 Block of River Road (**Attachment 4**).
- Zoning text amendment staff report for 16540 River forwarded to May 23, 2012 Planning Committee (**Attachment 5**).
- Revised rezoning considerations associated with the proposed text amendment at 16540 River Road (**Attachment 6**).

### Response to Council Referral (June 11, 2012)

This section provides responses to the Council referral (June 11, 2012).

#### *1. That the comments provided by the delegation on the matter of truck parking in Richmond be referred to staff*

The delegation's letter submitted at the June 11, 2012 Council meeting (**Attachment 1**) outlines the following concerns:

- Lack of dedicated commercial truck parking and storage areas in Richmond resulting in truckers having to park in other areas in the region or illegally in the City resulting in increased complaints.
- Stresses the economic importance of the truck industry to job creation and role it plays in providing income to families.
- Emphasizes that through the various studies and report to examine truck parking in the 16,000 block of River Road, Council has approved an overall strategy to process and review these proposals.



- Recommended that commercial vehicle parking and storage limitations and restrictions (i.e., maximum number or restrict to certain types of commercial vehicles) be removed.
- Requested Council to continue considering rezoning applications for the 16,000 block of River Road as was previously supported by Council on January 23, 2012.

Most comments and concerns raised in the delegation's letter were addressed in the report and recommendations that was supported by Council on January 23, 2012. Staff undertook a comprehensive review of issues related to truck parking and storage specific to the 16,000 block of River Road and the larger issue of truck parking and storage on a citywide basis. The following is a summary of recommendations and findings from this report:

- Traffic counts undertaken in 2006 and 2011 along portions of River Road east of No. 7 Road and No. 7 Road between River Road and Bridgeport Road indicated that the number of truck traffic movements along roads to and from this area was not significant. As a result, additional traffic counts were recommended and supported by Council. Transportation staff collected traffic data in April/May 2012 and plan to undertake traffic counts at the same locations later this year in September. Findings on these traffic counts will be reported to Council at the end of 2012 as requested.
- The existing Official Community Plan designation for the 16,000 block of River Road is "Business and Industry". This designation complies with the interim use of properties for commercial vehicle parking and storage and long-term use envisioned for more intensive light industrial/manufacturing uses. The proposed new 2041 OCP Update designates the 16,000 block of River Road as Industrial, which would also support interim truck parking and long-term light industrial development. Existing and proposed OCP designations also permit agri-industrial oriented development to occur.
- Based on a review of vacant existing industrial zoned land in Richmond and on Port Metro Vancouver land, it was determined that land available for commercial vehicle parking and storage was extremely limited as existing industrial zoned land in the City or Port Metro areas are targeted for more intensive light industrial development. These areas would not be able to accommodate truck parking in the short or long-term.
- Council supported the continued review and processing of rezoning applications in the 16,000 block of River Road in accordance with the Interim Action Plan.

The 16,000 block of River Road is recognized in the OCP and Interim Action Plan as an area that is available and appropriate for commercial truck parking and storage activities so long as certain traffic control measures are implemented to restrict vehicle movements to and from properties through each rezoning application. The Council direction on January 23, 2012 to continue processing rezoning applications for commercial truck parking and storage responds to the delegation's comments and concerns brought to Council's attention on June 11, 2012 about the need for designated areas to park commercial trucks in Richmond, which will better meet local truck sector needs and make operations more efficient in the future.

**2. That staff provide further information and report back on:**

- **The number of truckers and trucks** – Identifying a number of commercial trucks and truckers that are based in Richmond and operate in the City is difficult to determine because vehicles may be licensed to an address in the City, but are not limited to Richmond operations. Conversely, many commercial vehicles are licensed in other

municipalities in the region and operate in Richmond. Information on the total number of commercial vehicles licensed to a registered address in Richmond does not accurately identify the following:

- Where the vehicles are parked or stored.
- Where the vehicles operate.
- Vehicles licensed in other municipalities that are parked or operate in Richmond.

On this basis, there is no current information available to accurately identify the number of trucks (and truckers) that either park or operate in Richmond.

- ***The problems with parking*** – As identified by the delegation, finding appropriate places to park commercial vehicles (i.e. larger trucks) is challenging to the truck sector industry. Having limited land availability for commercial truck parking results in trucking companies and individual truckers having to look outside of Richmond into other municipalities that results in increased operational costs (i.e., fuel and time), larger draw upon resources and related environmental impacts.

In some instances, limited land availability for truck parking options results in commercial vehicle parking in non-permitted areas (i.e., residential areas or on agricultural land) that results in increased resident complaints pertaining to safety and disturbance related issues.

- ***The number of complaints associated with parking of trucks in incorrect areas, and the alternatives that may be available*** – Specific complaints (Citywide) related to truck parking are followed-up by Community Bylaws staff. Ticketing and enforcement issues related to truck parking in incorrect areas is patrolled regularly by Community Bylaw Officers. The specific number of complaints for commercial trucks parked in incorrect areas is not tracked by Community Bylaws. In lieu of this information, the following is a summary of commercial vehicle parking-related violation tickets from 2010 to current:
  - 405 violation tickets issued for a commercial vehicle parked during prohibited hours.
  - 5 violation tickets issued for a commercial vehicle parked over 3 hours.
  - 134 violation tickets issued for commercial vehicle parked abutting a property used as a residence, park or school.

An alternative option available to help reduce complaints and related ticketing of commercial vehicles is to have land available for this use. The 16,000 block of River Road has been identified and approved for such uses with specific parameters for truck parking established by the Interim Action Plan.

- ***Current enforcement of parking violations on farm land, and how widespread the problem is*** – Information related to commercial vehicle enforcement files for properties in the Agricultural Land Reserve going back from 2010 to 2012 (as of June) is summarized as follows:
  - 2010 – 17 enforcement files in the ALR related to commercial vehicles.
  - 2011 – 9 enforcement files in the ALR related to commercial vehicles.
  - 2012 – 4 enforcement files in the ALR related to commercial vehicles.



Based on these figures, commercial vehicle parking in Richmond agricultural areas does occur, but not on a significant basis. Community Bylaws staff work through their processes to resolve issues and complaints when illegal commercial parking activity on agricultural land occurs. Ensuring land is available for truck parking outside of the ALR would reduce pressures on farm land to undertake illegal (i.e., non-farm related) truck parking and thus reducing Community Bylaw related complaints and enforcement issues.

- ***The zoning designations (shown on a zoning map) along River Road including what the current uses are*** – A map identifying existing zoning in the 16,000 block of River Road is contained in **Attachment 3** along with a summary of current land uses. Zoning consists of Light Industrial (IL) zoning for the 4 properties on the west portion of the 16,000 block of River Road. These sites have pre-existing Light Industrial (IL) zoning. Remaining portions of the 16,000 block of River Road contain a mix of Agriculture (AG1) and Golf Course (GC) zoning for properties that have not yet applied for/been approved for commercial truck parking and storage. Properties with Light Industrial (IL) zoning (16540 River Road; RZ 10-524476) and Industrial Storage (IS1) zoning (16780 River Road; RZ 09-503308) have been granted previous rezoning approval to undertake commercial vehicle truck parking. Please refer to **Attachment 4** for a map identifying the status of all rezoning applications submitted along River Road.

Zoning to the west of No. 7 Road (15,000 block of River Road) is Light Industrial (IL). Zoning to the east of the Kartner Road allowance (17,000 block of River Road) is Agriculture (AG1) and is contained in the ALR.

Current land uses consist of a mix of commercial/recreational vehicle storage on properties with Light Industrial (IL) zoning with some light industrial buildings and structures on the 4 industrial zoned properties to the west. Remaining properties are generally vacant with residential dwellings on the front portion of sites.

### **Proposed Zoning Text Amendment – 16540 River Road (ZT 12-610945)**

#### Background

On November 14, 2011, rezoning approval was granted for 16540 River Road (RZ 10-524476) that permitted a limited area light industrial wood manufacturer. The rezoning also permitted commercial vehicle truck parking, but placed a number of restrictions on this use as follows:

- Maximum of 40 trucks parked or stored at any given time.
- Trucks parked on the site must be comprised of only those transporting agricultural produce from a farm operation in the City.
- Prohibits the parking of dump trucks on the property.
- Truck tractor trailers are not permitted to operate any heating and/or refrigeration units while parked or stored on the site.

A request to amend the existing zoning for 16540 River Road (along with accompanying legal agreements registered on the subject site) was made by the property owner to remove truck parking restrictions that identified a maximum number of parked trucks (40) and linked them to agricultural operations in Richmond. As a result, a report was tabled to May 23, 2012 Planning Committee (A copy of the report is contained in **Attachment 5**). At this meeting, the proposed zoning text amendment was referred back to staff.

As a result of the Council delegation on June 11, 2012 from local truck sector representatives, Council directed staff to bring forward the Viridi Pacific Holdings zoning text amendment (16540 River Road; ZT 12-610945) in conjunction with the referral on River Road truck parking arising from the delegation.

This section of the report presents new information and analysis related to the zoning text amendment for 16540 River Road based on minor changes to the proposal since it was forwarded to May 23, 2012 Planning Committee. All other information on the text amendment from the earlier staff report remains relevant and can be referenced in **Attachment 5**.

### **Summary of Existing and Proposed New Amendments to the Light Industrial (IL) Zone**

#### Existing Proposed Amendments

The initial proposal requested amendments to remove truck parking restrictions that placed a maximum cap of 40 commercial vehicles being parked or stored on the subject site and that these vehicles had to be comprised of trucks that transported agricultural produce only from a farm operation in Richmond. Similar legal agreements registered on title of 16540 River Road that were secured as part of the previous rezoning would also require revision if the text amendments are approved.

Supporting rational for these revisions is summarized as follows:

- Existing OCP designations support commercial truck parking as an appropriate land use in this area.
- Specific access control measures and signage that restrict vehicle movements to and from the subject site to ensure vehicle travel down certain roads (i.e., River Road east of the 16,000 block and No. 7 Road south of River Road) does not occur.
- Traffic count data that identified that the number of absolute truck traffic movements in this area was not significant and that an increase in trucks parked in this area would not impact these routes so long as the necessary vehicle access/exit control structures and signage is implemented.
- Limiting truck parking to those that were involved in transporting agricultural produce from Richmond only was too restrictive as the proponent for 16540 River Road was having difficulties securing trucks that met these criteria. Due to the seasonal nature of agricultural operations, very few trucks are solely dedicated to agricultural uses only.

#### Existing Truck Parking Restrictions to Remain

Due to the potential noise disturbance impacts to neighbours related to truck tractor trailers with integrated heating/refrigeration units, the existing zoning restriction and legal agreement registered on the subject site that does not permit the operation of integrated heating/cooling units on the trailers will remain in place.

#### New Proposed Amendments

The proponent has also requested a revision to the zoning and accompanying legal agreement registered on title to remove the restriction that prohibits dump trucks from being parked or stored on the subject site. A review and analysis of permitting dump trucks on the subject site is contained in the forthcoming section.



## **Examination of Issues – Parking of Dump Trucks**

### Traffic Movement Restrictions to and from the Subject Site

An existing vehicle access has been implemented at the River Road entrance to the subject site that has been designed and constructed to permit entrance to and exit from the site for larger tractor trailer vehicles travelling to and from the west. Compared to commercial tractor trailers, dump trucks are smaller vehicles and can make the necessary turns to enter and exit the site, which adheres to the permitted truck movements along River Road.

This access also is designed and constructed to restrict any commercial trucks with trailers to enter and exit the site from the east along River Road. The proponent's traffic engineering consultant is currently reviewing the existing constructed access at 16540 River Road to confirm that the existing control structure will restrict any dump truck turning movements to or from the east along River Road. If additional works to the existing access at the subject site are required to restrict dump truck turning movements, the design and completed works are required to be reviewed and approved by Transportation staff.

The proponent's request to remove the restriction to allow the parking and storage of dump trucks is reasonable.

### Demand for Dump Truck Parking Areas

Although commercial truck tractor trailers are a significant trucking sector, dump trucks also face similar challenges associated with finding suitable locations to park. As with commercial truck tractor trailers, dump trucks operate on an independent contracted basis and are not always linked to a main business or operation. As a result, dump trucks do not always have a permanent industrial site to be parked or stored when not in operation.

If restrictions are placed on dump trucks that do not permit them to be stored on properly zoned and designated areas, there is a potential for these vehicles to park in less desirable residential and agricultural areas and result in increased resident complaints.

### Zoning Amendment and Revision to Legal Agreement

The restriction that prohibited the parking of dump trucks on 16540 River Road through the previous rezoning (RZ 10-524476; approved on November 14, 2011) was secured through a site-specific zoning provision included in the Light Industrial (IL) zone. A legal agreement was also secured and registered on title as part of the rezoning to restrict the parking of dump trucks.

In addition to the zoning text amendment that will remove the restriction that prohibits the parking of dump trucks on the subject site, amendments to the legal agreement will also be required. Please refer to **Attachment 6** for a copy of the revised rezoning considerations.

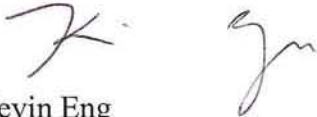


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**Summary Analysis and Conclusion**

The Council referral on River Road truck parking arising from the delegation at the June 11, 2012 Council meeting has been addressed in this report. The previous direction from Council (from January 23, 2012) to process rezoning applications in the 16,000 block of River Road in accordance with provisions of the Interim Action Plan responds to concerns about the need for designated truck parking areas in the City, while also addressing specific technical traffic routing and control measures for each proposal.

The proposed text amendment at 16540 River Road to the Light Industrial (IL) zoning district that revises the site specific restrictions related to commercial vehicle parking and storage also complies with the council direction from January 2012 related to land use applications in the 16,000 block of River Road. On this basis, staff support the proposal to remove commercial truck parking restrictions for the property at 16540 River Road.



Kevin Eng  
Planner 1

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Attachment 1: Letter Submitted from Council Delegation (June 11, 2012)

Attachment 2: Interim and Long-Term Action Plans

Attachment 3: Map of Zoning and Current Uses in the 16,000 Block of River Road

Attachment 4: Reference Map of Development Applications

Attachment 5: Zoning Amendment Report for 16540 River Road (May 23, 2012 Planning Committee)

Attachment 6: Revised Rezoning Considerations

Schedule 1 to the minutes of the  
Regular Council meeting held on  
Monday, June 11, 2012

My name is Kal Mahal, residing at 16551 Westminster Hwy, Richmond, B.C.

I am here this evening as a spokesperson for the trucking community in our city to request Council support, without restrictions, for Council to follow its own truck parking policy for the area of River Road from No. 7 Rd., to Kartner Road. Many from our trucking community, who live in Richmond are here with us this evening. I'd ask those drivers to please raise your hands.

This problem is of extreme importance, but is really rather simple to explain. Today, those of us who drive a truck for a living, and live within Richmond, do not have any suitable locations to park our trucks. That has resulted in truckers parking in other cities and driving back home – only to pick up their trucks in the morning and drive back into the city. Less honourable truckers will illegally park their trucks at unsuitable locations within the city. This not only penalizes law abiding citizens, it also creates greater pollution from the movement of trucks from community to community.

That's a major point I don't think should be overlooked. Richmond is always talking about living and working closer to home – and yet we are forcing these residents to commute due to lack of commercial parking.



The facts are clear – the trucking community creates jobs and sustains families in our city. We don't want to move to Surrey or Burnaby, or anywhere else. We live in Richmond, we like Richmond, and we want Richmond to support the jobs created by our industry. As you can see, and is identified in city staff's own report, there is tremendous demand for commercial vehicle parking here in the city.

Another issue identified by city staff is one that's even more pressing. – the limited availability of land to accommodate commercial vehicle parking in Richmond. We know this is a very pressing problem, so where can truckers turn. Based on the city's own report, this stretch of property on River Road is one of very few viable options.

The city has undertaken traffic studies for River Road and No. 7 Road and determined that removal of limitations for this property will not hurt traffic flows and is supportable. Moreover the current Official Community Plan designates this area for Business & Industry, and the 2041 OCP update is proposing to designate this area as Industrial. The proposal for commercial trucks to park and be stored on this property complies with both the current and proposed OCP.

Currently, the interim plan for Mr. VIRDI'S property does allow for up to 40 trucks – but only if they are agricultural in nature. This type of restrictive requirement is very unique to this property in our city. With few to no trucks solely dedicated to agricultural use given the seasonal nature of the industry, it has been very hard to make use of that

designation. In reality, commercial truckers rely on a variety of contracts for their business and that needs to be reflected in the realities of ZONING. If you're talking about reducing our carbon footprint and keeping jobs here in our community the zoning requirements currently in place help nobody.

Given this is the only suitable area available for truck parking in Richmond, and it had received the support of city staff to act as such, our request is to allow truck parking without restrictions on these properties. ONLY IN JANUARY 2012, CITY COUNCIL REITERATED ITS POSITION THAT THIS WAS A GOOD AREA FOR TRUCK PARKING AND THAT THERE SHOULD BE NO RESTRICTIONS. And yet when Mr. Viridi's re-application to take off the restrictions came forward, Planning Committee referred this matter back to staff for more study.

GIVEN THE PRESSING NATURE OF THIS ISSUE, THE LACK OF AVAILABLE LAND, AND THE SIGNIFICANCE OF THIS ISSUE TO THE CITY'S ECONOMY, WE WOULD LIKE COUNCIL TO CONSIDER THIS ISSUE TO BE DISCUSSED AT THE – GENERAL PURPOSES COMMITTEE, SO IT CAN BE ADDRESSED IN A TIMELY MANNER FITTING ITS IMPORTANCE.



**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.
- Rezoning proposals for 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.



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# **The City of Richmond**

## **Long-Term Action Plan**

### **16,000 Block of River Road**

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*(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*

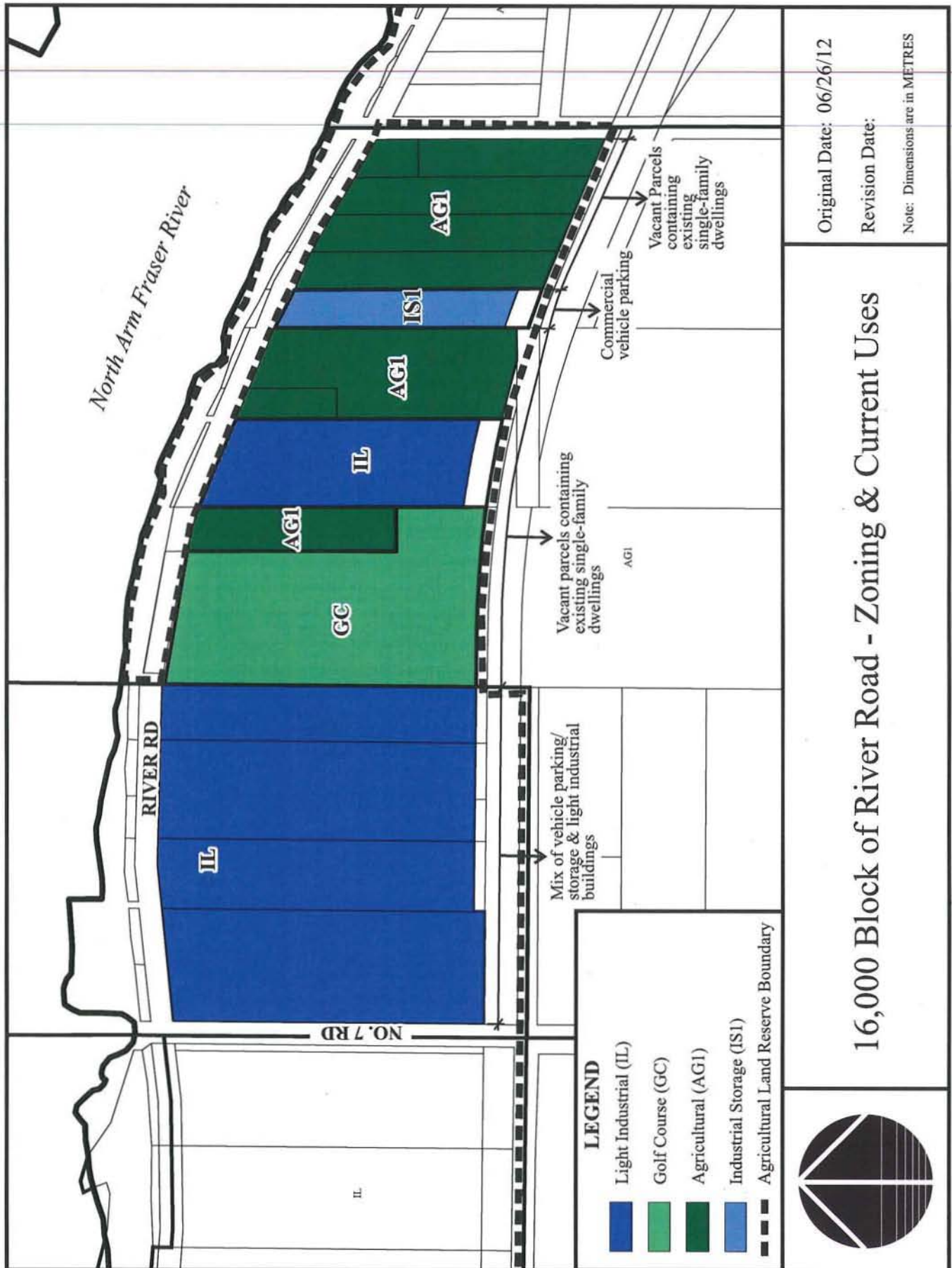
- ❑ Establishment of a new road access east of No. 7 Road to serve as the future vehicle access to potential light industrial activities.
- ❑ The proposed alignment for a new road east of No. 7 Road is along the south property line of the River Road properties (a 20 metre wide future road dedication 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*

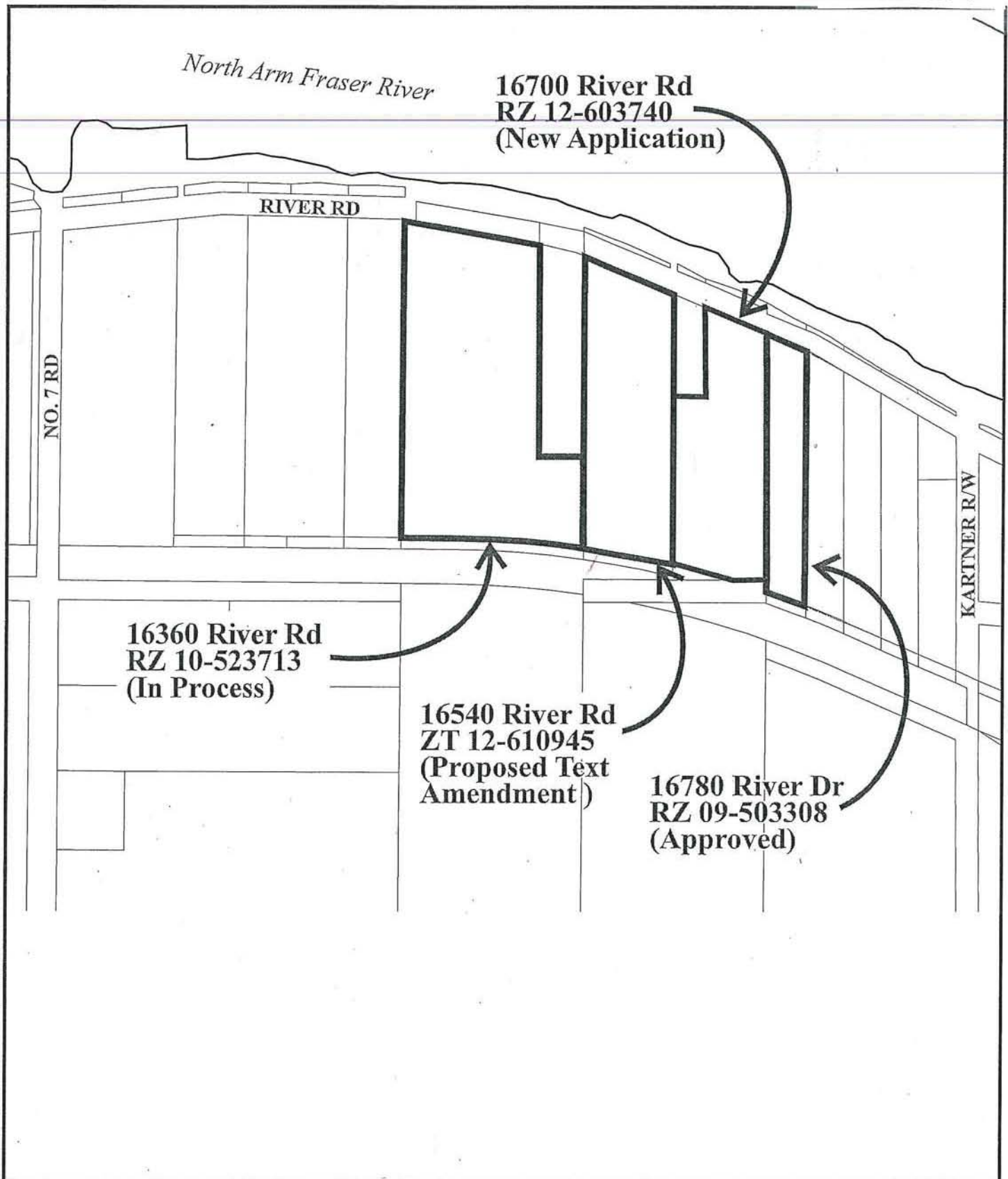
- ❑ Intensive light-industrial uses and agri-industrial service activities will require the appropriate servicing infrastructure (sanitary, storm and water systems), which entails significant works to be undertaken.
- ❑ Resolution of City servicing constraints will be required through future rezoning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







## Rezoning Applications in the 16000 Block of River Road

**GP - 53**

Original Date: 03/31/09

Amended Date: 05/15/12

Note: Dimensions are in METRES



**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

BJ:ke

Att.

**FOR ORIGINATING DEPARTMENT USE ONLY**

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**CONCURRENCE**  
Y ☒ N ☐

**CONCURRENCE OF ACTING GENERAL MANAGER**



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## 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 (Virdi 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

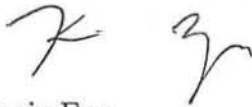
Previous concerns were identified about the parking of dump trucks on the subject site and the noise and disturbance generated from tractor trailer units with integrated heating/refrigeration units. The zoning and legal agreements registered on title of the property already include restrictions that 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.



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**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

KE:cas

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

Attachment 2: Interim and Long-Term Action Plans

Attachment 3: Rezoning Considerations



**Address:** 16540 River Road

**File No.:** ZT 12-610945

**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.
  - c. Remove the site specific restriction that prohibits commercial vehicle dump trucks from being parked or stored on a site.

**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 12.2.11.2.b 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

_____
_____
_____
_____
_____
_____

CITY OF RICHMOND
APPROVED by <i>KE</i>
APPROVED by Director or Solicitor <i>[Signature]</i>

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER