



# City of Richmond

## Report to Committee

**To:** Planning Committee **Date:** June 13, 2018  
**From:** Serena Lusk **File:** 06-2345-03/2018-Vol  
 General Manager, Community Services 01  
**Re:** Official Community Plan Land Use Designations for Railway Avenue Corridor  
 and 11552 Dyke Road/Woodwards Landing

### Staff Recommendation

That the staff report titled "Official Community Plan Land Use Designations for Railway Avenue Corridor and 11552 Dyke Road/Woodwards Landing," dated June 13, 2018, from the General Manager, Community Services, be received for information.

Serena Lusk  
 General Manager, Community Services  
 (604-233-3344)

Att. 2

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Policy Planning	<input checked="" type="checkbox"/>	
Real Estate Services	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b>  OJ	<b>APPROVED BY CAO</b>  

## Staff Report

### Origin

The staff report titled “Amendments to Park Related Land Use Designations Under Richmond Official Community Plan Bylaw 7100 and Richmond Official Community Plan Bylaw 9000,” dated April 12, 2016, from the Senior Manager, Parks, was presented at the Tuesday, April 19, 2016, Planning Committee meeting. In that report, staff had recommended a series of amendments to park related land use designations in Official Community Plan Bylaw No. 9000 (Schedule 1 – City-wide) and Official Community Plan Bylaw No. 7100 (Schedule 2 – Area Plans).

The purpose of the report was to introduce an OCP amendment bylaw, to change the OCP and Area Plan Land Use Maps, for each of the properties with an incorrect designation, to a correct designation. Upon consideration of the recommendations of the report, Committee decided to not include the recommended land use designation amendments for the Railway Greenway corridor and Woodward's Landing, and made the following referral:

*That staff review the land use designation for the Railway Avenue corridor and 11551 Dyke Road/Woodward's Landing and report back.*

Both locations currently support park and greenway uses that are not consistent with their Official Community Plan (OCP) land use designations. The purpose of this report is to provide further information on those sites, their OCP land use designations and potential changes to those designations in the future.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports Council's 2014-2018 Term Goal #3 A Well-Planned Community:

*3.1. Growth and development that reflects the OCP, and related policies and bylaws.*

### Analysis

#### Background

##### *Woodward's Landing*

The site referred to as Woodward's Landing is comprised of a City-owned property at 11551 Dyke Road, including a portion of a property outside the dike and a parcel that is provincially owned (Attachment 1). The following table describes them.

Address	Property Type/Description	Use	Size (acres)	OCP Land Use	Zoning
11551 Dyke Rd	Property	Girl Guide Camp, parking, slough, trail head	6.23	Industrial	Light Industrial (IL)
Richmond Key 167718	Property/Title held by the Province	Park (treed area and foreshore)	0.51	Industrial	Light Industrial (IL)

The properties were part of a subdivision process during which, in 1976, the Province applied an Order-in-Council to designate a portion of the subdivision for park purposes. In 1979, Council approved the plan to designate the property for a campsite, to be developed primarily by Richmond Scouts and Guides.

The City initiated the process to raise title on the property still held by the Province (Richmond Key 167718) in 2007. Staff follow up regularly on the matter but to date the Province has not further advanced the process.

The majority of the property at 11551 Dyke Road is currently used as a camp site by the Girl Guides of Canada and consists of lawn area with trees, a picnic shelter and a caretaker house. There is also a parking area and trail head for the Horseshoe Slough trail at the eastern edge of the property. Part of the southern end of Horseshoe Slough, just upstream from the pump station, also falls within the property. A portion of the property is located south of Dyke Road on the Fraser River Foreshore.

There are Environmentally Sensitive Area (ESA) designations on these properties. The entirety of the property held by the Province is a designated ESA, as is the foreshore, and Horseshoe Slough is a Riparian Management Area with a 15 metre required setback.

### *Railway Greenway*

The Railway Greenway is a 5.3 kilometre pedestrian and cycling connection between the Middle Arm and South Dike/Steveston Trails. The Greenway occupies all or part of sections of road right of way (including unopened road right of way), a number of fee simple properties, and former rail right of way (Attachment 2). The table below provides information on each of the properties and right of way areas that make up the Railway Greenway.

Address/Location	Property Type/Description	Use	Size (acres)	OCP Land Use	Zoning
McCallan Rd (River Rd. to Westminster Hwy.)	Road right of way	Off-street Greenway <sup>1</sup>	NA <sup>2</sup>	NA <sup>3</sup>	NA <sup>3</sup>
McCallan Right of Way (Westminster Hwy. to Granville Ave.)	Unopened road right of way	Greenway	3.8	NA <sup>3</sup>	NA <sup>3</sup>

Address/Location	Property Type/Description	Use	Size (acres)	OCPLand Use	Zoning
Granville Ave. to Moncton St. (excluding properties identified below)	Unopened road right of way	Greenway	Approx. 7.0	NA <sup>3</sup>	NA <sup>3</sup>
Richmond Key 34908 (Granville Ave. to Blundell Rd.)	Rail right of way	Greenway	3.31	Neighbourhood Residential School Park	School & Institutional (SI) Single Detached (RS1/E)
4840 Blundell Rd. (Blundell Rd. to just south of Colbeck Rd.)	Property	Greenway	1.83	Neighbourhood Residential	Single Detached (RS1/E) Low Rise Apartment (ZLR28)
Richmond Key 34909 (Blundell Rd. to Francis Rd.)	Rail right of way	Greenway	3.55	Neighbourhood Residential	Single Detached (RS1/E)
Richmond Key 34910 (Francis Rd. to Williams Rd.)	Rail right of way	Greenway	3.17	Neighbourhood Residential	Single Detached (RS1/E)
Richmond Key 34911 (Williams Rd. to Steveston Hwy.)	Rail right of way	Greenway	2.91	Neighbourhood Residential	Single Detached (RS1/E)
4995 or 4997 Garry St.	Property	Greenway	1.76	Neighbourhood Residential	Single Detached (RS1/E) School & Institutional (SI)
Railway Ave. (Garry St. to Moncton St.)	Road right of way	Shared Use Sidewalk and On-street Bike Lane	NA <sup>1</sup>	NA <sup>2</sup>	NA <sup>2</sup>
4860 Moncton St.	Property	Greenway and Railway Community Garden	1.83	Park	School & Institutional (SI)
12351 Railway Ave.	Property	Greenway and Railway Community Garden	0.28	Park	School & Institutional (SI)

Address/Location	Property Type/Description	Use	Size (acres)	OCP Land Use	Zoning
12400 Railway Ave.	Property	T. Homma School Park	1.81	School Park	School & Institutional (SI)
12875 Railway Ave.	Public right of way on private property	T. Homma School Park	0.27	NA <sup>3</sup>	NA <sup>3</sup>

1. The Off-street Greenway is within an open road right of way but is separated from traffic by a landscaped boulevard.
2. The Greenway falls within the open road right of way and so does not occupy a dedicated area.
3. Road right of way (open or unopened) does not have an OCP Land Use designation or Zoning designation.
4. The public right of way does not have an OCP Land Use designation or Zoning designation.

In 2010 the City acquired 3.2 kilometres of former CP Rail line consisting of five parcels with a total area of 14.7 acres. The land was purchased with Park Land Acquisition Development Cost Charges funding for \$5,000,000. Development of the Greenway began in 2012 and is now complete. The total capital expenditure to date for the project is \$3,615,000.

Under the terms of the land acquisition with CP Rail a restrictive covenant has been registered on title prohibiting any commercial development (e.g., market residential) for 20 years, until the year 2030.

Potential Future Changes to Land Use Designations

It is the City’s objective to achieve consistency between the OCP land use designation and the actual use of the property. Retaining the current land use designation for Woodward’s Landing and the Railway Corridor rather than changing it to a Park designation could indicate an intention to change the use of a property rather than maintaining it as a park. A change in use would entail finding an alternative location for the park related uses and relocating existing features. There would be costs associated with constructing new facilities and infrastructure and relocating features. For those properties and right of way areas that are not designated as “Park”, and where the park related uses are intended to remain in place for the foreseeable future, then the OCP land use designation could be changed to recognize the use of the land. This would require Council direction for staff to prepare the necessary bylaw amendments to the OCP.

*Woodwards Landing*

The Provincial Order-in-Council that designated the park area as part of the subdivision means that, according to the Community Charter, a formal process to close the park and enact an exchange for the equivalent park space would be required. Investigations into this process show that the City could designate an existing park area of equivalent size to satisfy the Provincial requirements.

Retaining the Industrial OCP land use designation means that the use of the property could be changed to industrial use. The adjacent property to the east is zoned Light Industrial (IL) and the

property to the west is zoned Industrial Business Park (IB1). In that context, the IL zoning is consistent with the OCP. The proximity to the river may be of value for industry requiring marine access although the portion of the City-owned property on the outside edge of the dike does not appear to extend beyond the toe of the dike enough to accommodate moorage or loading facilities.

Under the current use, the property is included in the City-wide park inventory. Amending the OCP land use designation to "Park" would signal the City's intention to retain the property as park land. This would require Council direction for staff to prepare the necessary bylaw amendments to the OCP.

### *Railway Greenway*

The portion of the Railway Greenway from Granville Avenue to Garry Street that is the former rail right of way is designated for residential land use, and largely designated Neighbourhood Residential in the OCP. Given that the land was purchased with Park Land Acquisition Development Cost Charges funding and the covenant that is in place, a change in land use designation to Park, and zoning, to School and Institutional Use (SI) may be considered. The same may be considered for the two properties that are City-owned.

The sections of unopened road right of way and the McLennan right of way (between Westminster Highway and Granville Avenue), that make up 30% of the total Greenway area, could be closed and a process to designate them as property would allow the City to assign a land use designation and zoning consistent with the use.

If other future uses are contemplated for the Railway Greenway, Council could provide direction to change the OCP land use designations. If Council wishes to have greater flexibility in determining the future use, then no change to the land use designations would be made until a future date.

### **Financial Impact**

None.

### **Conclusion**

There is no change proposed to the land use designations at this time for Woodward's Landing or the Railway Greenway. If changes are desired then Council could direct staff to make bylaw amendments accordingly.



Jamie Esko  
Manager, Parks Planning, Design and Construction  
(604-233-3341)

Att. 1: Woodward's Landing Land Use Designation Map  
2: Railway Greenway Land Use Designation Maps





Woodwards Landing  
Dyke Rd and No 5 Rd

Original Date: 2018 June 8

Revision Date: N/A



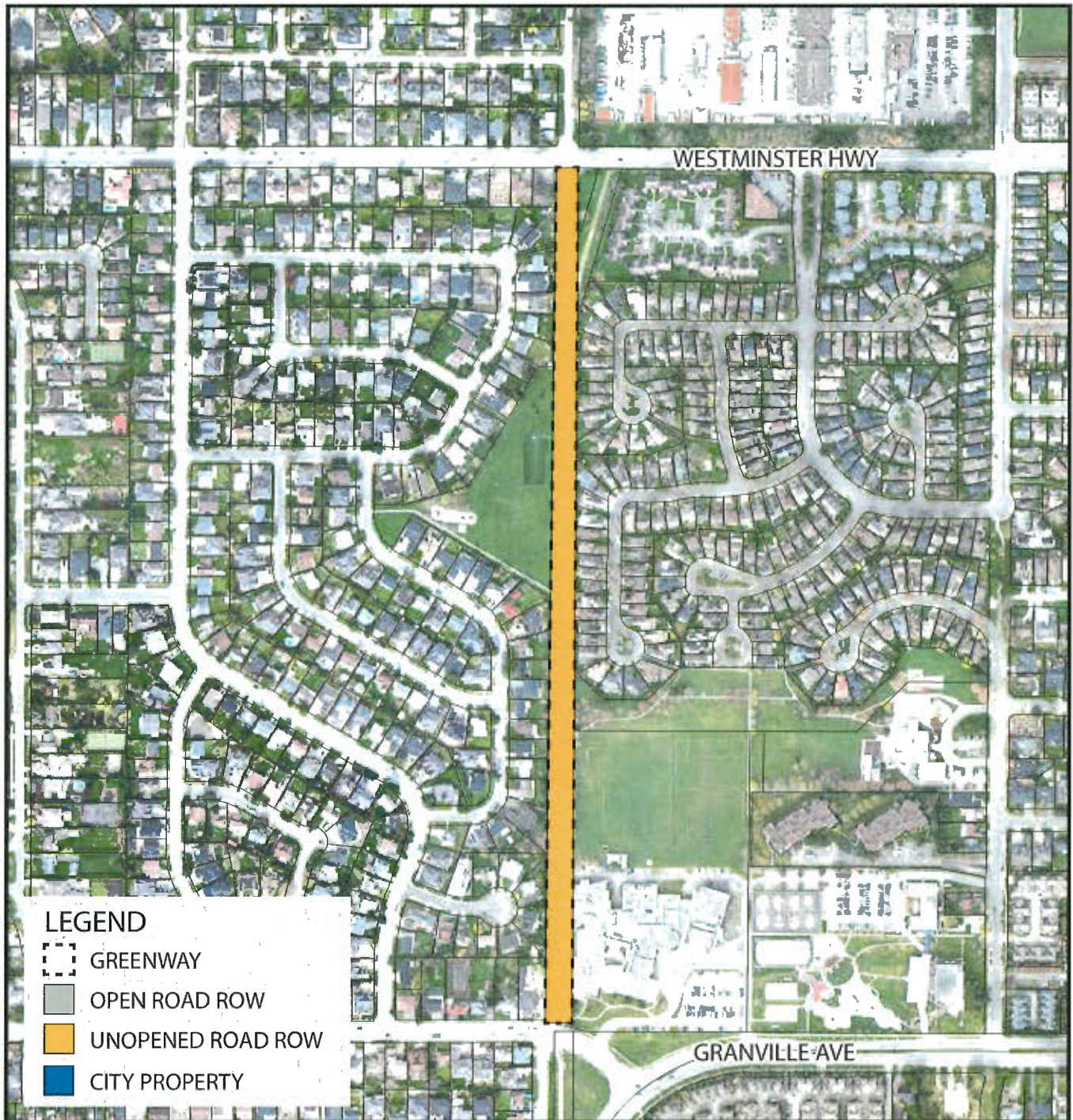


### Railway Greenway Dyke Rd to Westminster Hwy

Original Date: 2018 June 8

Revision Date: N/A





**Railway Greenway**  
Westminster Hwy to Granville Ave

Original Date: 2018 June 8

Revision Date: N/A



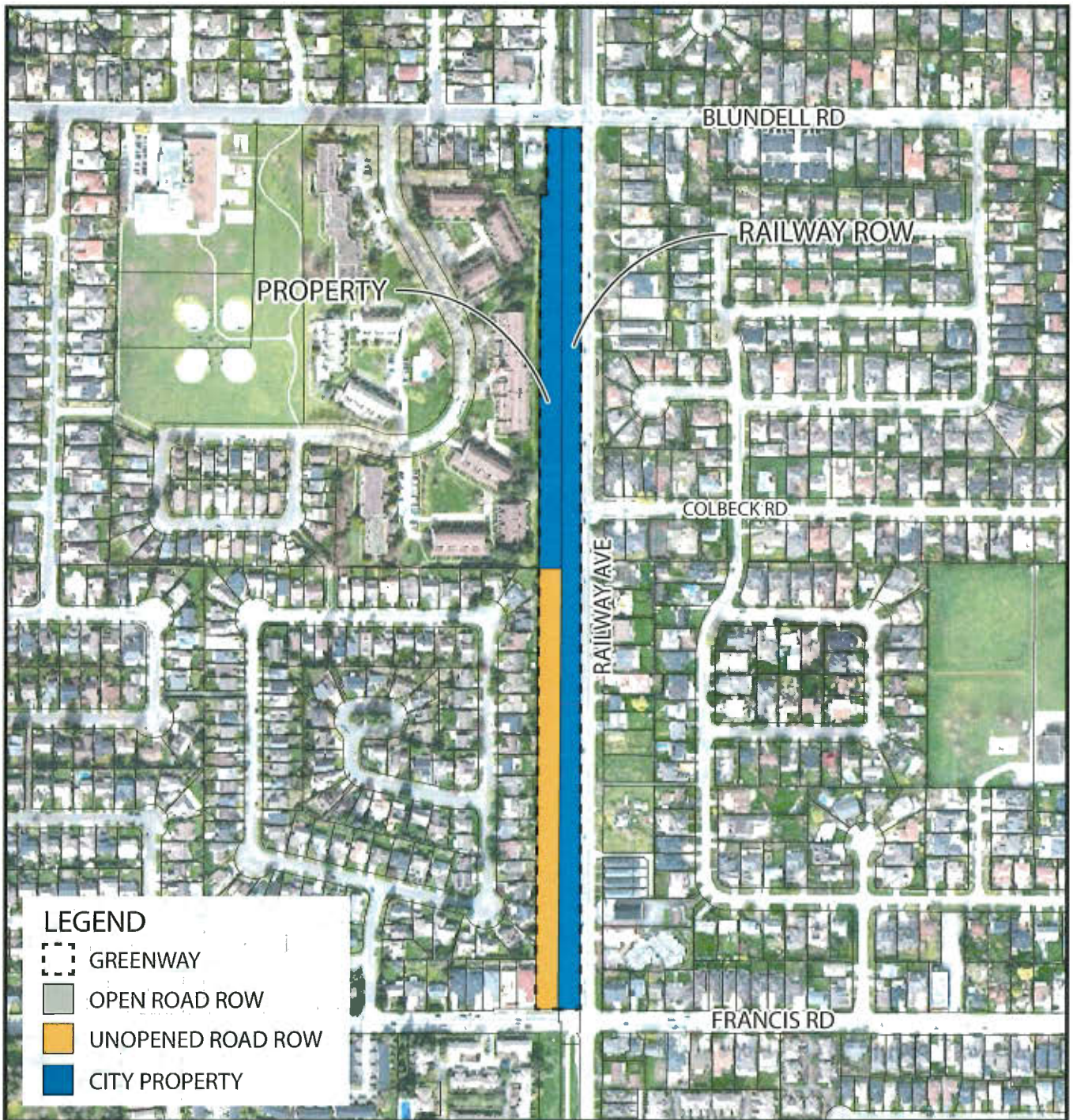


**Railway Greenway**  
Granville Ave to Blundell Rd

Original Date: 2018 June 8

Revision Date: N/A





**Railway Greenway**  
Blundell Rd to Francis Rd

Original Date: 2018 June 8

Revision Date: N/A





	<p><b>Railway Greenway</b> Francis Rd to Williams Rd</p>	<p>Original Date: 2018 June 8 Revision Date: N/A</p>
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	<p><b>Railway Greenway</b> Williams Rd to Steveston Hwy</p>	<p>Original Date: 2018 June 8 Revision Date: N/A</p>
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**Railway Greenway**  
Steveston Hwy to Moncton St

Original Date: 2018 June 8

Revision Date: N/A





	<p><b>Railway Greenway</b> Moncton St to Westwater Dr</p>	<p>Original Date: 2018 June 8 Revision Date: N/A</p>
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