

Report to Committee

To:

Planning Committee

Director of Development

Date: November 24, 2016

From:

Wayne Craig

File:

AG 16-748982

Re:

Agricultural Land Reserve Appeal Application by Gurdial S. Badh for Subdivision

at 15240 & 15260 Westminster Highway

Staff Recommendation

That authorization for Gurdial S. Badh to make a non-farm use application to the Agricultural Land Commission to allow a subdivision to adjust the lot lines at 15240 and 15260 Westminster Highway be denied.

Wayne Craig

Director of Development

WC:acr

Att. 5

REPORT CONCURRENCE

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

Gurdial S. Badh has applied to the City of Richmond for permission to apply to the Agricultural Land Commission (ALC) for a non-farm use (subdivision) for the properties at 15240 and 15260 Westminster Highway (Attachment 1), which are located within the Agricultural Land Reserve (ALR). The applicant states that the purpose of this application is to create two evenly sized parcels to allow for more affordable purchase prices for smaller farm parcels.

The ALR non-farm use application requires consideration and endorsement by City Council. If endorsed by Council, the ALR non-farm use application will be forwarded to the ALC for their consideration. If City Council does not authorize the application, the application proceeds no further and will not be considered by the ALC.

Findings of Fact

The property at 15240 Westminster Hwy is 0.09 ha in area, while the property at 15260 Westminster Hwy is 8.03 ha in area. The proposed subdivision will result in two lots, each 4.06 ha in area as shown in Attachment 2A and 2B. The Development Application Data Sheet providing details about the development proposal is provided in Attachment 3.

The property at 15240 Westminster Hwy was created in 1970, prior to the formation of the ALR, and is exempted from ALC regulations. It is occupied by a single detached dwelling while the property at 15260 Westminster Highway is occupied by a single detached dwelling and a blueberry farm. The subject property is surrounded by properties with various agricultural activities zoned Agriculture (AG1) within the Agricultural Land Reserve.

Related Policies & Studies

2041 Official Community Plan (OCP)

The subject property is designated for "Agriculture" in the 2041 Official Community Plan (OCP) and in the East Richmond Plan. To meet the objective of enhancing all aspects of the agricultural sector including long-term viability, the OCP limits the subdivision of agricultural land into smaller parcels, except where benefits to agriculture can be demonstrated.

Further, the 2041 OCP Regional Context Statement Policy discourages subdivision into small farms which would create impractical farm sizes. This is aligned with Metro Vancouver's 2040 Regional Growth Strategy, which aims to support a Sustainable Economy by protecting the supply of agricultural land and promoting agricultural viability with an emphasis on food production. Local governments are required to support agricultural viability by including policies in their OCP, which discourage the subdivision of agricultural land and farm fragmentation.

The proposed subdivision is not consistent with the Richmond OCP as the fragmentation of the larger parcel may lead to the termination of the existing farming operation and the non-farm use of both the proposed parcels. The proposed subdivision will also result in lots with the potential

for large single family dwellings, which would negatively impact the long-term viability of agriculture on the lands.

Richmond Agricultural Viability Strategy

The Agricultural Viability Strategy (AVS) establishes a long-range strategy for improving the viability of farmlands within the City. The principles of the Agricultural Viability Strategy include the minimization of subdivision, except where it supports agricultural viability (e.g., diversification, expansion). Further, the Strategy identifies that small parcels are less efficient to farm and can limit agricultural options.

Contrary to the AVS, the proposal reduces an existing 8.03 ha parcel of farmland to two smaller 4.06 ha parcels, which would not allow for farm expansion or enhance farming viability in the Agricultural Land Reserve.

Zoning – Agricultural (AG1)

The Richmond Zoning Bylaw section 14.1.8 states that subdivision of land in the Agricultural Land Reserve shall not be permitted, unless approved by the Agricultural Land Commission.

Agricultural Advisory Committee (AAC)

The proposed subdivision was reviewed by the City's Agricultural Advisory Committee (AAC) who approved the following motion (Attachment 4 – Excerpt of November 2, 2016 AAC draft meeting minutes):

That the non-farm use (subdivision) application at 15240 & 15260 Westminster Highway not be supported as the proposal does not enhance agricultural viability.

Carried Unanimously

Planning Committee Referral

On November 22, 2016, Planning Committee made a referral for staff to investigate establishing a maximum house size on agricultural properties in the ALR, and referenced the subject properties as an example where large single family dwelling development may occur. Included in the referral package was a real estate advertisement for the properties at 15240 and 15260 Westminster Highway as shown in Attachment 5.

Staff are working on the referral and will report back to Planning Committee with information in response to this referral by the end of January 2017. While staff are of the opinion that this application does not provide a benefit to agriculture, should Council wish to consider this non-farm use application, staff recommend that the application be referred back to staff until the referral is addressed.

Analysis

15260 Westminster Highway

The property at 15260 Westminster Highway is actively farmed for blueberries and has been in blueberry production for the last 20 years. The applicant has provided an agrologist report indicating that realignment of the property line will not adversely affect the agricultural capability, suitability or ability to farm the subject properties (Attachment 6). Although the proposed parcels may continue to have the ability to be farmed, either as a single unit or by different land owners, the applicant did not guarantee that the blueberry farm would remain in full operation once the properties are subdivided and if ownership changes.

The agrologist report also did not comment on the implications single family dwelling development on either of the proposed lots may have on agricultural viability.

15240 Westminster Highway

The proposed subdivision will result in 15240 Westminster Highway having two houses on the property. The Agricultural (AG1) zone only allows one additional dwelling unit for full-time farm workers if properties are between 8.0 ha and 25.0 ha in area. The proposed new lots will be smaller in area (4.03 ha) and would only be permitted to accommodate one single family dwelling on each lot. As such, the applicant would have to ensure that only one single family dwelling would be on the proposed property at 15240 Westminster Highway if the proposed subdivision was to be approved. The applicant has indicated that if the subdivision was to be approved, a Building Permit would be submitted to integrate the two dwellings into one single family dwelling. If the Building Permit is not viable, then one of the houses must be removed or converted to non-residential use.

Proposed Subdivision

The applicant asserts that the benefits of the proposed smaller parcels would be that the purchase price for farmland would be more affordable, and that investments in smaller-scale farm operations would also be more affordable. However, the applicant did not provide evidence to demonstrate that a smaller agricultural parcel would have fewer total farming costs compared with a larger agricultural parcel.

The proposed subdivision would provide additional residential development potential than what currently exists. Each new parcel would allow for one single family dwelling with a buildable area of up to 0.6 FAR and a maximum building site coverage of up to 20,943 ft², much larger than what would be allowed for the current property at 15240 Westminster Highway (up to 0.6 FAR with a building site coverage of up to 5,778.3 ft²). The proposed subdivision does not contribute to the long-term viability of agriculture.

A Related ALC Decision

For background information, earlier this year, the ALC rejected a non-farm use application for subdivision (AG 14-676391), which would have severed a 29.5 ha property into one 16 ha lot and one 13 ha lot. The application was endorsed by Council because it would have facilitated a more intensive use of the farm and a heritage property on site would have been protected through the subdivision process. However, the ALC rejected the proposal based on the outcome of a reduction in agricultural lot area and the creation of an additional parcel, both of which are not consistent with the Agricultural Land Reserve Use, Subdivision and Procedure Regulations.

Although the subject subdivision proposal will not create any new lots, it will result in a lot area reduction at 15260 Westminster Hwy to 4.06 ha, which is much smaller than the resulting 13 ha lot of the non-farm use application submitted earlier this year. The similarities between the previous rejected application and the subject application indicate that the ALC would likely also be opposed to the proposed subdivision and that it should not be supported.

Financial Impact

None.

Conclusion

The proposed subdivision is not consistent with the Richmond OCP and ALC policies, which protect and enhance farm viability, and minimize farmland subdivision in the ALR. In addition, the AAC did not support the proposal.

Staff recommend that the ALR non-farm use subdivision application at 15240 and 15260 Westminster Highway to adjust the lot lines to create two evenly sized properties as outlined in this report be denied and that the ALR non-farm use application not be forwarded to the ALC.

If Council wishes to consider the proposal, staff recommend that the application be referred back until the recent Planning Committee referral to investigate house size limitations on agricultural properties in the ALR are addressed.

Ada Chan Russell

Planner 1

604-276-4188

Terry Crowe

Manager, Policy Planning

604-276-4139

ACR:cas

Attachment 1: Location Map

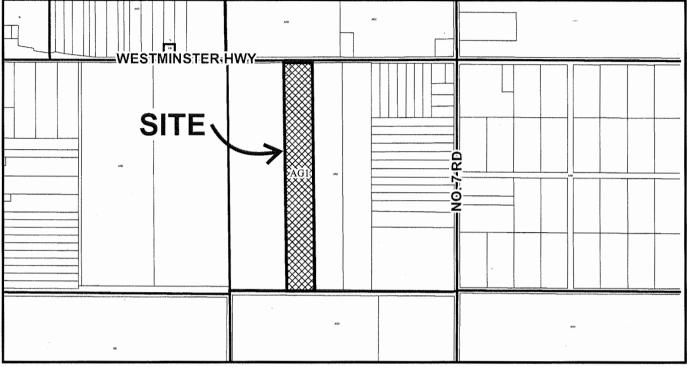
Attachment 2A and 2B: Proposed Subdivision Plan Attachment 3: Development Application Data Sheet

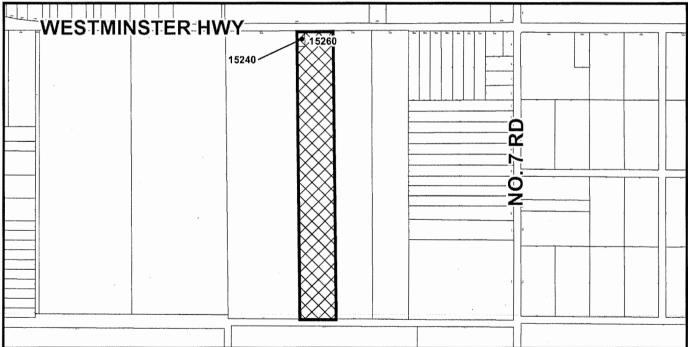
Attachment 4: Excerpt of Agricultural Advisory Committee Draft Meeting Minutes

Attachment 5: Real Estate Advertisement – Referral package

Attachment 6: Agrologist Report









AG 16-748982

Original Date: 10/25/16

Revision Date: 10/25/16

Note: Dimensions are in METRES







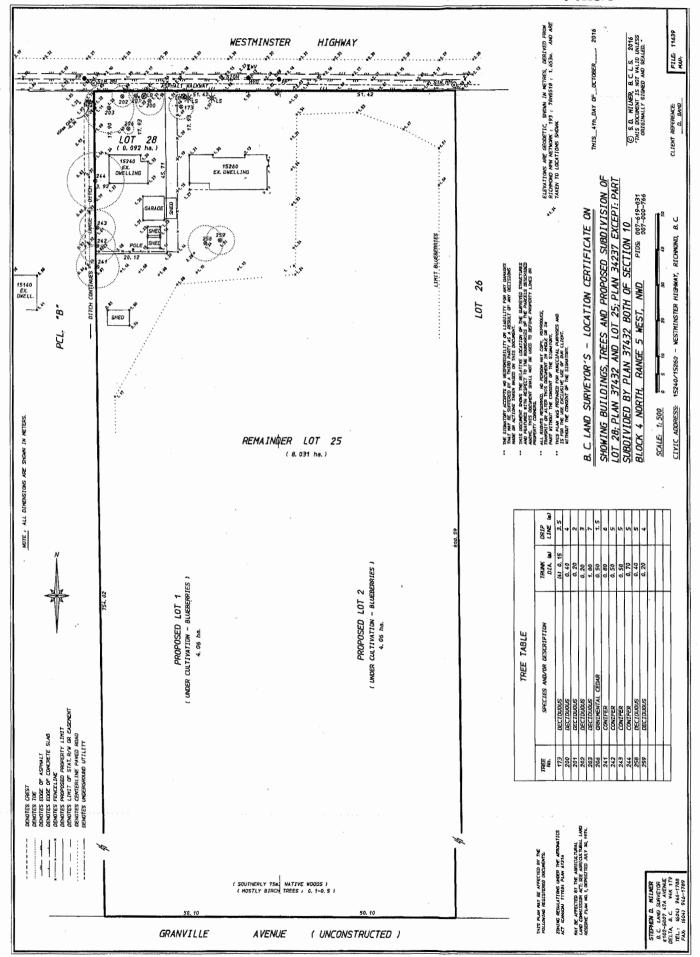
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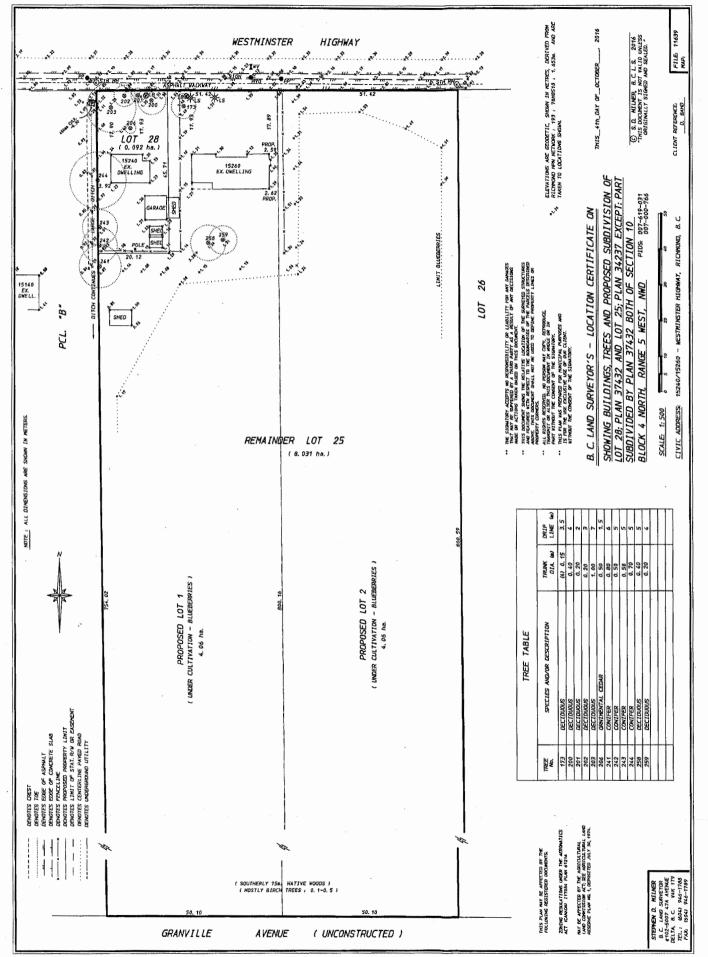
Note: Dimensions are in METRES

Attachment 2A



Current Subdivision

Attachment 2B



Proposed Subdivision



Development Application Data Sheet

Development Applications Department

AG 16-745803 Attachment 3

Address: 15240 &15260 Westminster Highway

Applicant: Gurdial S. Badh

	Existing	Proposed	
Owner:	Gurdial S. Badh	No Change	
Site Size (m²):	15240: 0.09 ha 15260: 8.03 ha	15240: 4.06 ha 15260: 4.06 ha	
Land Uses:	15240: Single Family Dwelling 15260: Single Family Dwelling and Agricultural Use	15240: Single Family Dwelling and Agricultural Use 15260: Agricultural Use	
OCP Designation: Agriculture		No Change: Complies	
ALR Designation The property is contained within the ALR boundary		No Change: Complies	
Area Plan Designation: East Richmond McLennan		No Change: Complies	
Zoning:	Agriculture (AG1)	No Change: Complies	
Other Designation	A small area designated as ESA on the south side of the subject property	No impacts to ESA as a result of proposed rezoning	

Excerpt from the Draft Minutes of The Agricultural Advisory Committee Meeting

Thursday, November 2, 2016 – 7:00 p.m.
Anderson Room
Richmond City Hall

5. Development Proposal – Non-Farm Use (Subdivision) at 15240 & 15260 Westminster Highway (Gurdial S. Badh)

Staff provided an overview of the non-farm use (subdivision) application at 15240 & 15260 Westminster Highway to adjust the existing lot line to create two evenly sized 4 ha parcels. As a result of the proposed subdivision, the property may accommodate two single family homes with over 20,000 ft² buildable footprint. The Chair invited the applicants to the table.

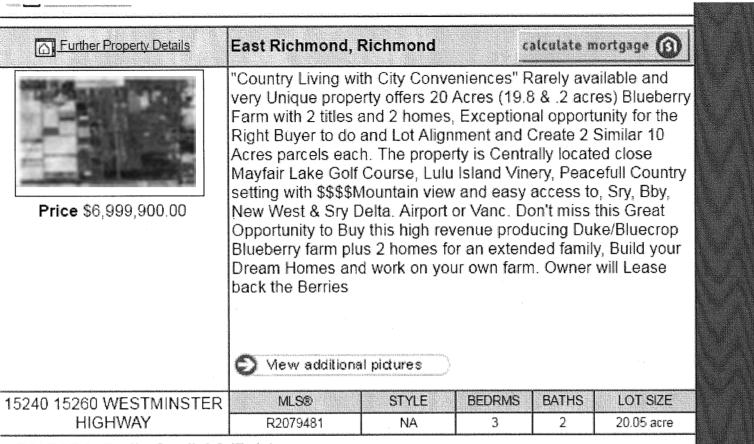
The Committee had the following questions and comments:

- The AAC asked the proponent how the proposal would benefit the ALR by creating smaller parcels. The applicant explained how he has been investing in the blueberry farm and improving its farmability for future farming. He also explained how large parcels are unaffordable and how smaller farms are more manageable and economical. The applicant explained that smaller farms may enable more diversification, providing options for farm operations other than blueberries.
- The AAC asked why the diversification could not occur on a larger parcel and as an alternative, whether the proponent could sell the larger site and find two small properties that would suit them better. The proposed subdivision may not benefit future owners in the ALR.
- The AAC was concerned that a potential large house on 15260 Westminster Highway and a potential new house at 15240 Westminster Highway would take away agricultural land from the ALR.

As a result of discussion, the Committee passed the following motion:

That the non-farm use (subdivision) application at 15240 & 15260 Westminster Highway not be supported as the proposal does not enhance agricultural viability.

Carried Unanimously



Realtor's Email

Realtor's Web Page



1200 – 1185 West Georgia Street Vancouver BC V6E 4E6 604 682 3707

pggroup.com

October 28, 2016 PGL File: 4965-01.01

Via E-mail: dalebadh@gmail.com

Gurdial Badh Group #410N – 650 West 41st Avenue Vancouver, BC V5Z 2M9

Attention: Dale Badh

RE: ASSESSMENT OF POTENTIAL IMPACTS – 15240 AND 15260 WESTMINSTER HIGHWAY, RICHMOND, BC

Gurdial Badh Group retained PGL Environmental Consultants (PGL) to prepare an objective, professional assessment of potential impacts of the proposed subdivision and realignment of the property line for 15240 and 15260 Westminster Highway, Richmond, BC (the Site) to create two 4.06ha parcels. PGL's assessment is intended to identify any potential impacts as well as how the subdivision may or may not affect the properties farmability and future potential for farming on the property.

Our assessment includes a description of the Site and environmental features, a desktop review of the Site soils' agricultural capability, and a review of crop suitability.

Site Description

The subject properties are currently improved with single family dwellings and sheds, are actively farmed for blueberries (Photographs in Appendix 1), and have been in blueberry production for the last 20 years. Both properties are zoned AG1 by the City of Richmond and are located within the Agricultural Land Reserve. AG1 zoned land includes traditional sites zoned for agricultural purposes and provides for a wide range of farming and compatible uses consistent with the provisions of the Agricultural Land Reserve.

The southern portion of 15260 Westminster Highway is undeveloped and classified as an Environmentally Sensitive Area (ESA) by the City of Richmond. The ESA is intended to protect significant natural features, including native vegetation, fish and wildlife habitat, and important geological or physiographic features. ESAs generally do not limit agricultural practices.

The legal descriptions of the parcels are provided below:

Parcel Size	893m ²		
Civic Address	15240 Westminster Highway, Richmond, BC		
Legal Description	Lot 28 Section 10 Block 4 North Range 5 West New Westminster District, Plan 37432		
Property Identifier	PID # 007-619-031		
Registered Owner	Gurdial Sing Badh		

Parcel Size	80,256m ²	
Civic Address	15260 Westminster Highway, Richmond, BC	
Legal Description	Lot 25 Except: Part Subdivided by plan 37432, Section 10 Block 4 North Range 5 West New Westminster District, Plan 34237	
Property Identifier	PID # 007-000-766	
Registered Owner	Gurdial Sing Badh	

Site Soils and Crop Suitability

The soils on the subject property and the surrounding area consist primarily of six complexes of similar aerial extent. Soils occur in distinct bands that run across the Site in a west to east orientation. These soils were classified and originally mapped by Luttmerding¹ (1980) and include Delta, Blundell, Annis, Lulu, Richmond, and Triggs soils.

While soils vary across the site, suitable crops identified for each soil series are consistent across the site and include a very wide range of crops². Climatically adapted crops have been placed into one of three groups depending on the level of management required to achieve an acceptable level of production, which include:

- Well Suited Crops a low to moderate level of management inputs are required to achieve an acceptable level of production;
- Suited Crops a moderate to high level of management inputs are required to achieve an
 acceptable level of production; and
- Unsuited Crops the crops are not suited to the particular soil management group.

No well-suited crops are associated with any of the site soils. Well suited, suited, and unsuited crops for each soil series are summarized below.

Soil Series	Well Suited Crops	Suited Crops	Unsuited Crops	
Blundell, Annis	None	Annual legumes, blueberries, cereals, cole crops, corn, perennial forage crops, root crops and shallow rooted annual vegetables	Nursery and Christmas trees, raspberries, strawberries and tree fruits	
Richmond, Lulu	None	Annual legumes, blueberries, cereals, cole crops, corn, perennial forage crops, root crops and shallow rooted annual vegetables	Nursery and Christmas trees, raspberries, strawberries and tree fruits Carrots, celery, nursery and Christmas trees, raspberries and tree fruits.	
Delta	None	Annual legumes, blueberries, cereals, cole crops, corn, perennial forage crops, root crops (except carrots), shallow rooted annual vegetables (except celery) and strawberries.		

¹ Luttmerding, H.A. Soils of the Langley-Vancouver map area. BC Ministry of Environment. 1980.

² Bertrand, R.A., Hughes-Games, G.A. and Nikkel, D.C. 1991. Soil Management Handbook for the Lower Fraser Valley. BC Ministry of Agriculture, Fisheries and Food.



The Triggs soil group consists of deep fibric peat deposits. These soils have a reduced range of suitable crops and where cultivated are planted with blueberries and/or cranberries. Where these crops are not being cultivated, the peat soils have either been mined or used for industrial or construction landfill.

Agricultural Capability

Land capability for agriculture in BC rates the capability of the land and climate to grow a wide range of crops. The scientifically based process assesses limitations to agricultural production in relation to crop growth and management, and assigns a rating from 1 to 7 based on the number of limitations - with class 1 soils having no limitations and class 7 soils having many limitations and no capability for agriculture. An explanation n for agricultural capability classes is attached in Appendix 1.

The agricultural capability usually provides both an: unimproved and improved rating. Unimproved ratings describe the land in its native condition without any improvements to the site or soil, such as drainage and irrigation. Improved ratings indicate soil capability with appropriate management practices. Not all agricultural lands are similar and not all agricultural land are capable or suitable for producing all agricultural products, regardless of the level of management applied.

Typically, the Agricultural Land Commission considers soils with class 1 to 4 ratings as sites being capable of agricultural production. although even soils that are not suitable for most crops may be highly suitable for a single crop such blueberries.

Historical surveys indicate the main agricultural limitation of the soils in the area is excess water, undesirable structure, and salinity. The existing, less-detailed historical survey had mapped the Site with:

- An improved agricultural capability classification of 70% 2WDN³ and 30% 3WN and an unimproved rating of 100% 4W in the northern portion of the Site⁴;
- An improved agricultural capability classification of 60% 3WN and 40% 2WDT⁵ an unimproved rating of 100% 4W in the northern part of the central portion of the Site;
- An improved agricultural capability classification of 60% 3DW and 40% 3WN and an unimproved rating of 60% 4WD and 40% 4W in the southern part of the central portion of the Site; and
- An improved agricultural capability classification of 100% Ø3LW⁶ and an unimproved rating of 100% Ø4W in the south eastern part of the Site

Analysis

Realignment of the property line will not adversely affect the agricultural capability, suitability or ability to farm the properties located at 15240 or 15260 Westminster Highway following realignment



³ Excess water (W), Nutrient deficiency (N) and Undesirable soil structure (D)

⁴ Interpretation of the mapping for soils in the northern part of the Site (an improved agricultural capability classification of 70% 2WDN and 30% 3WN and an unimproved rating of 100% 4W) is as follows:

 ^{70%} of the polygon has an improved agricultural capability of Class 2 with limitations of excess water (W) undesirable structure (D) and nutrient deficiency (N).

The remaining 30% of the polygon has an improved agricultural capability of Class 3 with a limitation of excess water and nutrient deficiency.

When considering the unimproved agricultural capability, the entire polygon (100%) has an agricultural capability of Class 4 with excess water limitations.

⁵ Topography (T)

⁶ Organic soil (Ø) and Soil structure (L)

of the property line. In the current configuration, the property at 15240 Westminster Highway, which has a parcel size of 893m² does not have enough land to afford any farming opportunities and does not meet the intention of the AG1 zoning or Agricultural Land Reserve. Realignment of the property boundaries will result in the formation of two parcels that will continue to have the ability to be farmed for their current crop (blueberries) or for a variety of other suited crops in the future, whether they are farmed as a single unit or by different land owners.

Subdivision of land in the Agricultural Land Reserve within the City of Richmond is not be permitted unless approved by the Provincial Agricultural Land Commission. Where the approval of the Provincial Agricultural Land Commission is not required, the minimum lot area required by the City of Richmond is 2.0ha. The proposed realignment will result in two properties, each 4.06ha in size.

Realignment of the property line will result in the two existing residences being located on a single property, which will be out of compliance with current zoning requirements. The property owner and City of Richmond will be required to resolve the issue.

While subdivision will result in a reduction of size for 15260 Westminster Highway, the proposed lot sizes will still be larger than some similarly AG1 zoned properties located in the vicinity of the Site including:

- Properties east of the sites on Westminster Highway (lots 6051 through 6531) which have an average lot size of 0.58 ha, and
- Proeprties on the west side of No. 7 Road (lots 6051 through 6531) which have an average size between 0.31- 0.87ha.

CONCLUSION

Realignment of the existing property line will result in formation of two 4.06 ha parcels with improved agricultural capability ratings between Class 2 and 3, with a wide selection of suited crops. Based on PGL's assessment of the capability and suitability of the sites and the range of crops that can be grown on site, we conclude that realignment will not affect the current agricultural suitability of the properties, nor their future potential.

CLOSING

We trust that this meets your needs. If you have any questions or require clarification, please contact Stewart Brown or Ned Pottinger at 604-895-7612 and 604-895-7600, respectively.

PGL ENVIRONMENTAL CONSULTANTS

Per:

Stewart Brown, M.Sc. P.Ag., R.P.Bio.

Lead Consultant

E.L. (Ned) Pottinger, M.Sc., P.Geo., P.Ag.

Chairman

CSB/ELP/slr

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Attachments:

Appendix 1

Site Photographs

Appendix 2

Agricultural Capability Classes

Appendix 3

Land Survey



Appendix 1
Site Photographs



Site Photographs Gurdial Badh Group PGL File: 4965-01.01



Photograph 1:

Residence located at 15260 Westminster Highway



Photograph 2:

Residence located at 15240 Westminster Highway





Photograph 3:

Existing blueberry operations looking south



Photograph 4:

Existing blueberry operations looking north



Site Photographs Gurdial Badh Group PGL File: 4965-01.01



Photograph 5:

Blueberry production extending south towards the ESA (forested area)



Appendix 2
Agricultural Capability Classes



Agriculture Capability Classes

Class 1 land is capable of producing the very widest range of crops. Soil and climate conditions are optimum, resulting in easy management.

Class 2 land is capable of producing a wide range of crops. Minor restrictions of soil or climate may reduce capability but pose no major difficulties in management.

Class 3 land is capable of producing a fairly wide range of crops under good management practices. Soil and/or climate limitations are somewhat restrictive.

Class 4 land is capable of a restricted range of crops. Soil and climate conditions require special management considerations.

Class 5 land is capable of production of cultivated perennial forage crops and specially adapted crops. Soil and/or climate conditions severely limit capability.

Class 6 land is important in its natural state as grazing land. These lands cannot be cultivated due to soil and/or climate limitations.

Class 7 land has no capability for soil bound agriculture.

Agriculture Capability Subclasses

A & N	Soil moisture deficiency	N	Salinity
С	Adverse climate (excluding precipitation)	Р	Stoniness
D	Undesirable soil structure	R	Shallow soil over bedrock and/or bedrock outcropping
E	Erosion	S & X	Cumulative and minor characteristics
F	Low fertility	Т	Topography
I	Inundation adverse (flooding by streams, etc.)	W	Excess water

Unimproved ratings describe the land in its native condition without any improvements to the soil.



Appendix 3

Land Survey



