

To:	Planning Committee	Date:	January 29, 2024
From:	Suzanne Smith Acting Director, Development	File:	AG 22-009023 RZ 22-009024
_			

Re: Application by Jason Levelton for an Agricultural Land Reserve Non-Adhering Residential Use and Rezoning at 18431 Westminster Highway from "Agriculture (AG1)" to "Agriculture (AG3)"

Staff Recommendation

- 1. That the application by Jason Levelton for an Agricultural Land Reserve Non-Adhering Residential Use to allow seasonal farm labour accommodation at 18431 Westminster Highway be forwarded to the Agricultural Land Commission; and
- 2. That Richmond Zoning Bylaw 8500, Amendment Bylaw 10534, for the rezoning of 18431 Westminster Highway from "Agriculture (AG1)" to "Agriculture (AG3)", be introduced and given first reading.

Suzanne Smith Acting Director, Development

WC:sds Att. 6

REPORT CONCURRENCE					
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER			
Fire Rescue Building Approvals	র ব	pe Erceg			

Staff Report

Origin

Jason Levelton (East Richmond Nurseries) has submitted an Agricultural Land Reserve (ALR) Non-Adhering Residential Use (NARU) application (AG 22-009023) and a rezoning application (RZ 22-009024) from the "Agriculture (AG1)" zone to the "Agriculture (AG3)" zone to allow the existing seasonal farm labour accommodation at 18431 Westminster Highway. A location map and aerial photograph are provided in Attachment 1. The subject property is currently occupied by two single-family dwellings, an active farm operation, and associated farm buildings and seasonal farm labour accommodation.

Background

As part of the subject farm operation's participation in the Federal Government's Seasonal Agricultural Worker Program (SAWP), Richmond Fire-Rescue (RFR) inspected the seasonal farm labour accommodation on the subject site in 2022. Although all deficiencies from a life and safety perspective were addressed, it was identified that the existing seasonal farm labour accommodation on-site required applicable Agricultural Land Commission (ALC) and City approvals, including an ALR NARU application and rezoning application. The subject site is currently zoned "Agriculture (AG1)", which does not permit seasonal farm labour accommodation. The purpose of the ALC NARU application and the rezoning to the "Agriculture (AG3)" zone is to allow the existing seasonal farm labour accommodation on-site.

Findings of Fact

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 2).

Surrounding Development

- To the North: Property zoned "Agriculture (AG1)" and located in the Agricultural Land Reserve (ALR) associated with the subject farm operation.
- To the South: Across Westminster Highway, properties zoned "Agriculture (AG1)" and located in the ALR.
- To the East: A religious assembly building on a property split-zoned "Assembly (ASY)" and "Agriculture (AG1)".
- To the West: Property zoned "Agriculture (AG1)" and located in the ALR.

Related Policies & Studies

Official Community Plan/Farming First Strategy

The subject site is designated "Agriculture (AGR)" in the Official Community Plan (OCP), which includes those areas where the principal use is agriculture and food production, but may

include other land uses as permitted under the *Agricultural Land Commission Act* (ALCA). The proposal is consistent with this designation.

The OCP and Farming First Strategy also include policy indicating that seasonal farm labour accommodation, as an additional residential use, may be considered so long as the accommodation is accessory to the principal agricultural purposes and helps to support a farm operation in the Agricultural Land Reserve (ALR). The proposal is consistent with this policy.

Ministry of Transportation and Infrastructure

As the subject site is located within 800 m of an intersection of a Provincial Limited Access Highway and a City road, this proposal was referred to the Ministry of Transportation and Infrastructure (MOTI). Confirmation has been received from MOTI indicating no objection to the proposal. Final approval from MOTI is required prior to final adoption of the rezoning bylaw.

Floodplain Management Implementation Strategy

The proposal must meet the requirements of the Richmond Flood Plain Designation and Protection Bylaw 8204. Registration of a flood indemnity covenant on Title is required prior to final adoption of the rezoning bylaw.

<u>Heritage</u>

The building containing the seasonal farm labour accommodation is listed on the City's Heritage Inventory (Beckwith Barn). Assets listed on the City's Heritage Inventory do not have any formal heritage protection measures. The Beckwith Barn is proposed to remain, with minor interior and exterior changes required to accommodate BC Building Code requirements (no Heritage Alteration Permit (HAP) required). The building was renovated in the early 2000s, however a number of key character-defining elements, including the gambrel roof form and the rectangular barn plan, have remain unchanged. The property owner has agreed to register a legal agreement on Title prohibiting demolition or exterior changes to the "Beckwith Barn" building without consent from the City to ensure heritage character defining elements are maintained.

A second building (Beckwith House) which is located on the property, is also listed on the City's Heritage Inventory. This second building is not associated with the proposed seasonal farm labour use, and there are no proposed changes to that building.

Food Security & Agricultural Advisory Committee

The proposal was reviewed and supported by the Food Security and Agricultural Advisory Committee (FSAAC) at its meeting held on September 28, 2023. An excerpt from the September 28, 2023 FSAAC meeting minutes is provided in Attachment 3.

Public Consultation

In accordance with the City's Early Public Notification Policy, notice of the rezoning application was provided to residents within 100 metres of the subject site. In addition, a rezoning sign has

been installed on the subject property. Staff have not received any comments from the public about the rezoning application in response to the early public notification or placement of the rezoning sign on the property. Public notification is not required for the application to the Agricultural Land Commission (ALC).

Should the Planning Committee endorse the rezoning application and Council grant 1st reading to the rezoning bylaw, the bylaw will be forwarded to a Public Hearing, where any area resident or interested party will have an opportunity to comment.

Public notification for the Public Hearing will be provided as per the *Local Government Act* and the City's *Zoning Bylaw 8500*.

Analysis

Application to the Agricultural Land Commission

The purpose of the application to the Agricultural Land Commission (ALC) is to allow the existing seasonal farm labour accommodation on-site. As per the *Agricultural Land Commission Act* (ALCA), agricultural land may have no more than one residence per parcel unless permitted by the Commission or the regulations. The ALR Use Regulation permits an additional residence if certain conditions are met. If an owner wishes to construct an additional residence not permitted by the regulations, the owner must submit a Non-Adhering Residential Use (NARU) application to the ALC. The ALCA also states that the Commission must not grant permission for an additional residence is necessary for farm use. In considering whether an additional residence is necessary for farm use, the Section will assess the scale and intensity of the farm operation.

ALC approval of the NARU application is required prior to final adoption of the rezoning bylaw.

Farm Operation

The family-owned farm operation (East Richmond Nurseries) farms approximately 25 acres (10 hectares) and consists of 18431 & 18531 Westminster Highway. The minimum size of a farm operation associated with seasonal farm labour accommodation is 8.09 hectares, as per the AG3 zone.

The farm operation is a nursery, including trees, shrubs, perennials and ground covers. The family-owned farm has existing on the site since the 1940s under a number of different operations, establishing the current nursery operation in 1987. The applicant has provided evidence the site is classified as farm under the BC *Assessment Act*.

Seasonal Farm Labour Accommodation

The farm operation includes a total of 6 seasonal farm labourers, provided through the Federal Government's Seasonal Agricultural Worker Program (SAWP). The applicant has provided evidence that the application to this program was approved by the Federal Government. The applicant has indicated that the seasonal farm labourers are needed to assist with growing the

nursery stock. The applicant has also indicated that previous attempts to hire locally resulted in no responses.

The building used to house the workers is the existing barn located along Westminster Highway. The barn is approximately 400 m² (4,302 ft²) in total floor area, with 105 m² (1,126 ft²) used for the purposes of accommodating the temporary farm workers. The size per worker is approximately 17.5 m² (188 ft²) of floor area. This is consistent with the City's AG3 zone which requires a minimum floor area of 10.0 m² (108 ft²) per occupant. The location and photos of the seasonal farm labour accommodation are provided in Attachment 4.

Richmond Fire-Rescue (RFR) inspected the accommodations in 2022 and all deficiencies from a life and safety perspective had been addressed. In addition, a Code Report was submitted by the applicant and reviewed by the City's Building Approvals Department, which identified remaining upgrades to achieve compliance, including interior improvements and new external access (Attachment 5). A Building Permit is required to address these upgrades and legitimize the existing seasonal farm labour accommodation. Prior to final adoption of the rezoning bylaw, a Building Permit is required to be submitted consistent with the submitted Code Report and to the satisfaction of the Director, Building Approvals.

Rezoning Application

The City's "Agriculture (AG1)" zone limits the number of residences to one residence per parcel. The City's "Agriculture (AG3)" zone allows seasonal farm labour accommodation, in addition to a principal residence, subject to specific conditions. The proposal includes rezoning the subject site from "Agriculture (AG1)" to "Agriculture (AG3)" in order to allow the existing seasonal farm labour accommodation. The AG3 zone also includes a number of provisions related to seasonal farm labour accommodation, including:

- Minimum farm operation size of 8.09 ha;
- Seasonal farm labour accommodation must be located on the same lot as an existing single detached house;
- Only one seasonal farm labour accommodation permitted per farm operation;
- A building used for seasonal farm labour accommodation shall not exceed 400 m²;
- Minimum floor area per occupant of 10 m²; and
- A building used for seasonal farm labour accommodation is considered a dwelling with all regulations relating to density, minimum and maximum setbacks, and height to apply.

In addition, a legal agreement is required to be registered on title prior to final adoption of the rezoning bylaw to secure the following requirements as identified in the AG3 zone:

- must adhere to all relevant components of the Building Code and the City's Building Regulation;
- subject to inspections by the City during any 12 month period to ensure that occupation is in compliance with the regulations;

- does not need to be removed when not occupied by seasonal farm labour if the use is required on an ongoing, annual basis for the agricultural purpose of the farm operation;
- if no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state; and
- costs of removal of the seasonal farm labour accommodation and restoration to its original state are to be the responsibility of the property owner.

As per the AG3 zone, if seasonal farm labour accommodation is no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state.

Financial Impact

None.

Conclusion

Jason Levelton (East Richmond Nurseries) has submitted an Agricultural Land Reserve (ALR) Non-Adhering Residential Use (NARU) application (AG 22-009023) and a rezoning application (RZ 22-009024) to allow the existing seasonal farm labour accommodation at 18431 Westminster Highway.

The proposal complies with the applicable policies and land use designations contained in the Official Community Plan.

The list of rezoning considerations is included in Attachment 6, which has been agreed to by the applicant (signed concurrence on file).

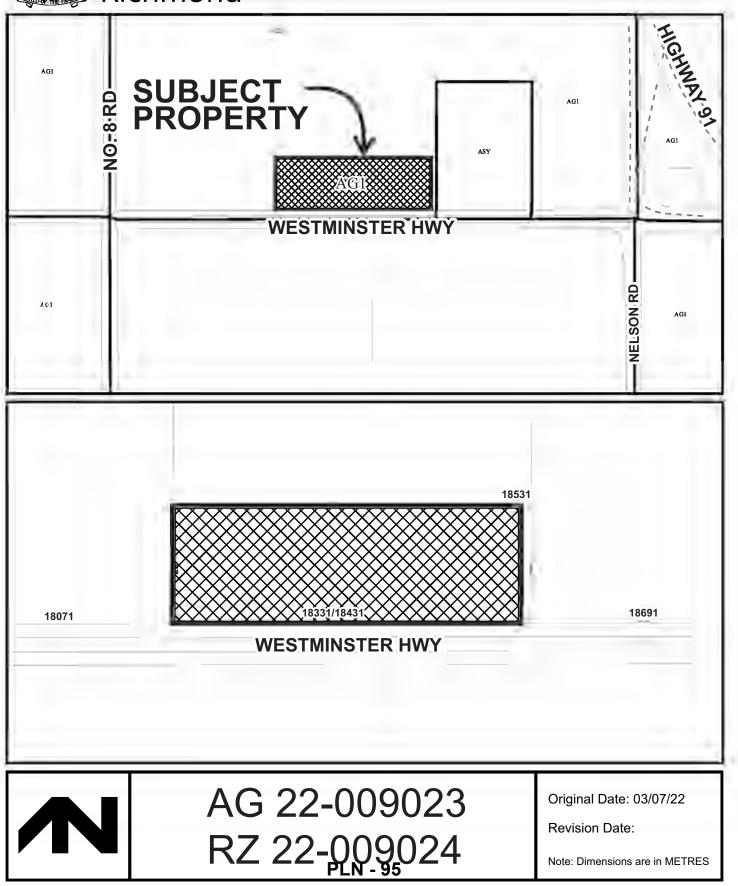
On this basis, it is recommended that the ALR NARU application be forwarded to the Agricultural Land Commission (ALC) and that Richmond Zoning Bylaw 8500, Amendment Bylaw 10534 be introduced and given first reading.

Steven De Sousa Planner 3

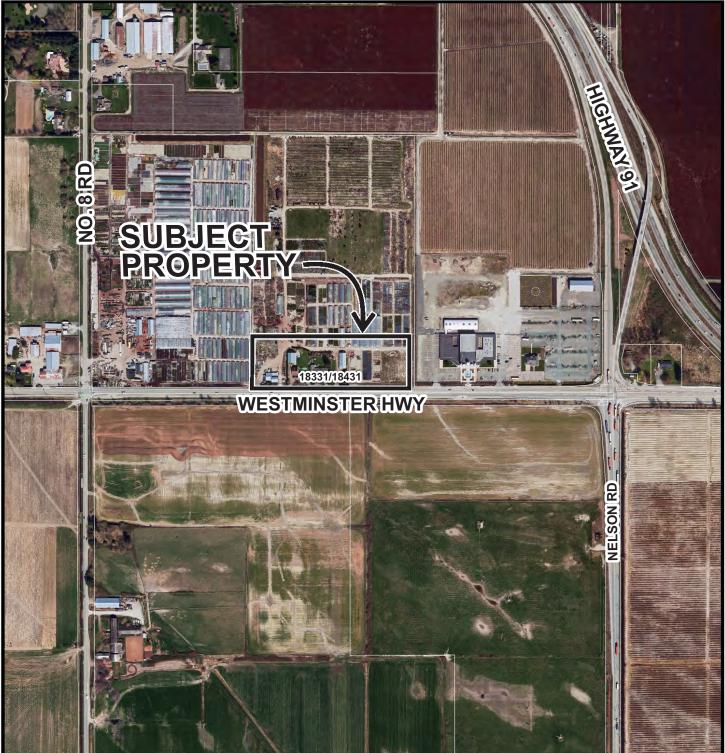
SDS:cas

Attachment 1: Location Map & Aerial Photo Attachment 2: Development Application Data Sheet Attachment 3: Excerpt from the September 28, 2023 FSAAC Meeting Minutes Attachment 4: Location and Photos of the Seasonal Farm Labour Accommodation Attachment 5: Code Report Attachment 6: Rezoning Considerations











AG 22-009023 RZ 22-009024

Original Date: 03/07/22

Revision Date:03/08/22

Note: Dimensions are in METRES



Development Application Data Sheet

Development Applications Department

AG 22-009023 / RZ 22-009024

Address: 18431 Westminster Highway

Applicant: Jason Levelton

Planning Area(s): East Richmond

	Existing	Proposed
Owner:	Jason & Jane Levelton	No change
Site Size:	25 acres (10 hectares)	No change
Land Uses:	Farm business and seasonal farm labour accommodation	No change
OCP Designation:	Agriculture (AGR)	No change
Zoning:	Agriculture (AG1)	Agriculture (AG3)
Other Designations:	Agricultural Land Reserve (ALR)	Non-Adhering Residential Use for seasonal farm labour accommodation

Seasonal farm labour accommodation	Bylaw Requirement	Proposed	Variance
Farm Operation Size:	Min. 8.09 ha	25 ac (10 ha)	None
Location of seasonal farm labour accommodation:	On the same lot as an existing single detached housing	Complies	None
Number of seasonal farm labour accommodation:	Max. 1	1	None
Floor Area – Building:	Max. 400 m ²	105 m² (used for seasonal farm labour accommodation)	None
Floor Area – Occupant:	Min. 10 m ² per occupant	17.5 m ²	None
Density, setbacks, and height:	Consistent with single detached housing requirements	Complies	None

Excerpt from the Meeting Minutes of the Food Security and Agricultural Advisory Committee (FSAAC)

Thursday, September 28, 2023 (7:00 pm) Webex

ALR Non-Adhering Residential Use and Rezoning Application at 18431 Westminster Highway for Seasonal Farm Labour Accommodation

Steven De Sousa, Planner 3, Policy Planning, introduced the ALR Non-Adhering Residential Use and Rezoning applications and provided the following comments:

- The proposal includes two applications, a Non-Adhering Residential Use application to the Agricultural Land Commission (ALC) and a rezoning application, which are being processed concurrently;
- The purpose of the applications is to allow seasonal farm labour accommodation on the subject site;
- During an inspection of the accommodation by Richmond Fire-Rescue (RFR), it was identified that the existing seasonal farm labour accommodation on-site required an application to the ALC and rezoning application;
- The farm operation includes 6 seasonal farm labourers, provided through the Government of Canada Seasonal Agricultural Worker Program. The applicant has provided evidence that the Application for this program was approved by the Federal Government; and
- RFR has inspected the accommodations and all deficiencies from a life and safety perspective have been addressed. Additional reports are also required and will be reviewed by staff to assess compliance to BC Building Code to determine if any further upgrades are needed.

The applicant provided the following additional comments:

- The farm operation has employed and accommodated seasonal farm labour onsite since 2006;
- The farm operation experienced significant difficulty acquiring labour locally and the seasonal farm labour program through the Federal Government has provided much needed labour; and
- Attempts to house the seasonal farm workers in a single-family home off-site presented challenges due to the short-term nature of the accommodation.

In response to questions from Councillor Gillanders, Planning staff indicated that the AG3 zone was introduced in the early 2000s and provided an opportunity for farms with seasonal farm labour accommodation to rezone on a case-by-case basis.

In response to questions from the Committee, the applicant indicated that the accommodation is provided free of charge.

The Committee expressed that the acquisition of farm labour is a significant issue for many farm operations.

The Committee passed the following motion:

That the Food Security and Agricultural Advisory Committee support the ALR Non-Adhering Residential Use and Rezoning Application at 18431 Westminster Highway for Seasonal Farm Labour Accommodation (AG 22-009023 / RZ 22-009024).

Carried Unanimously







ed from various sources mplied, as to the accurac

mation Print Date:

WESTMINSTER HWY

1.5

or completen Users are ren at the Land T This IS NOT oprivenience 0 City of Rid Note: The ini the Cit

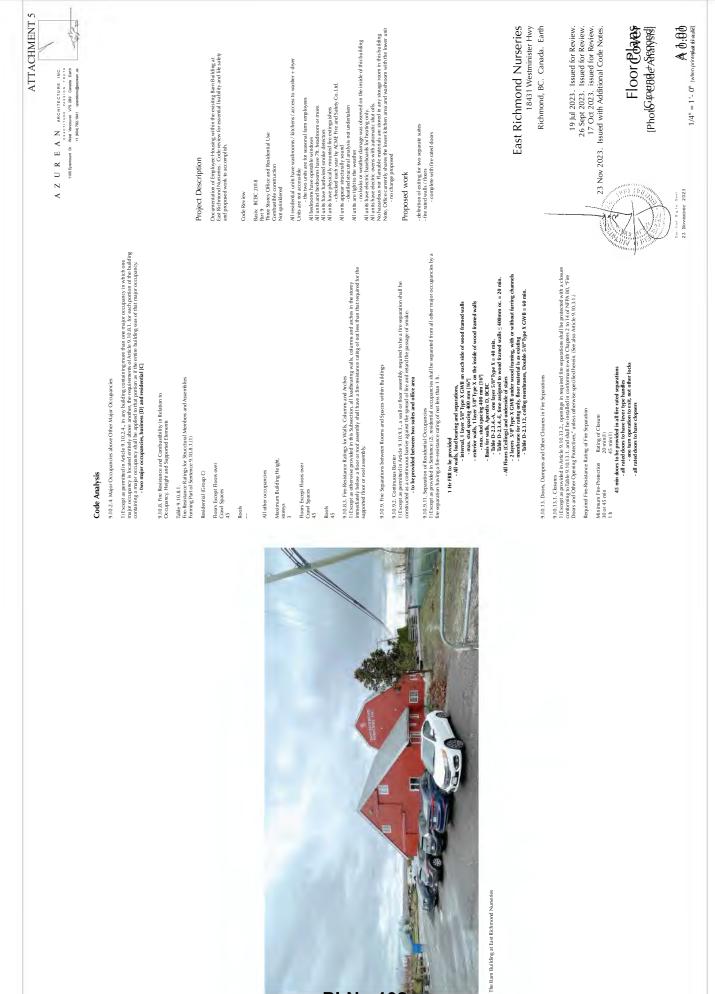
₿

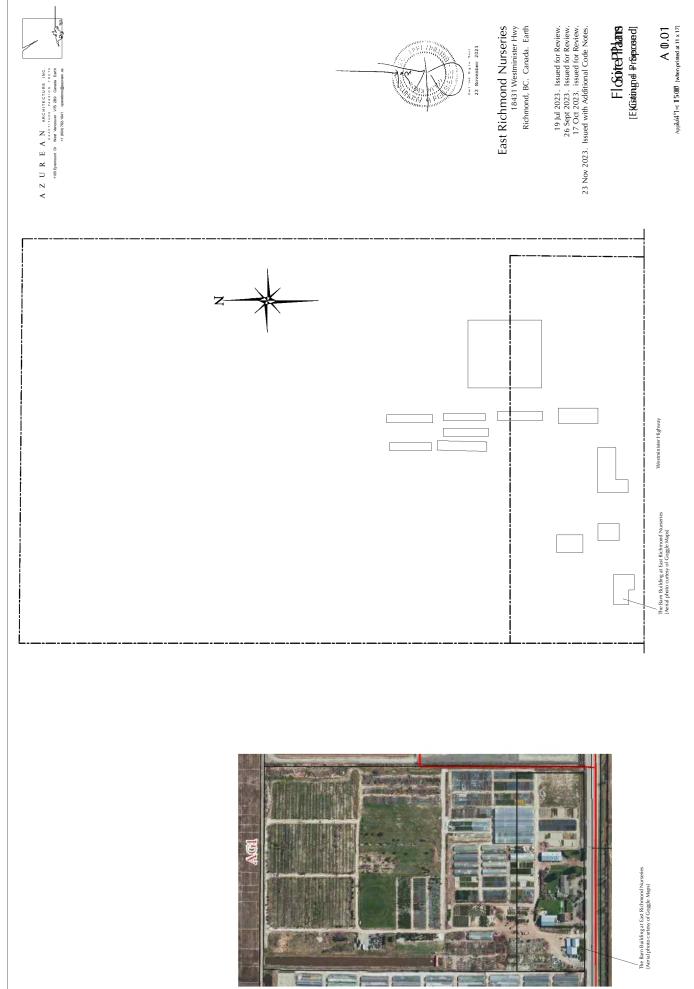
No.

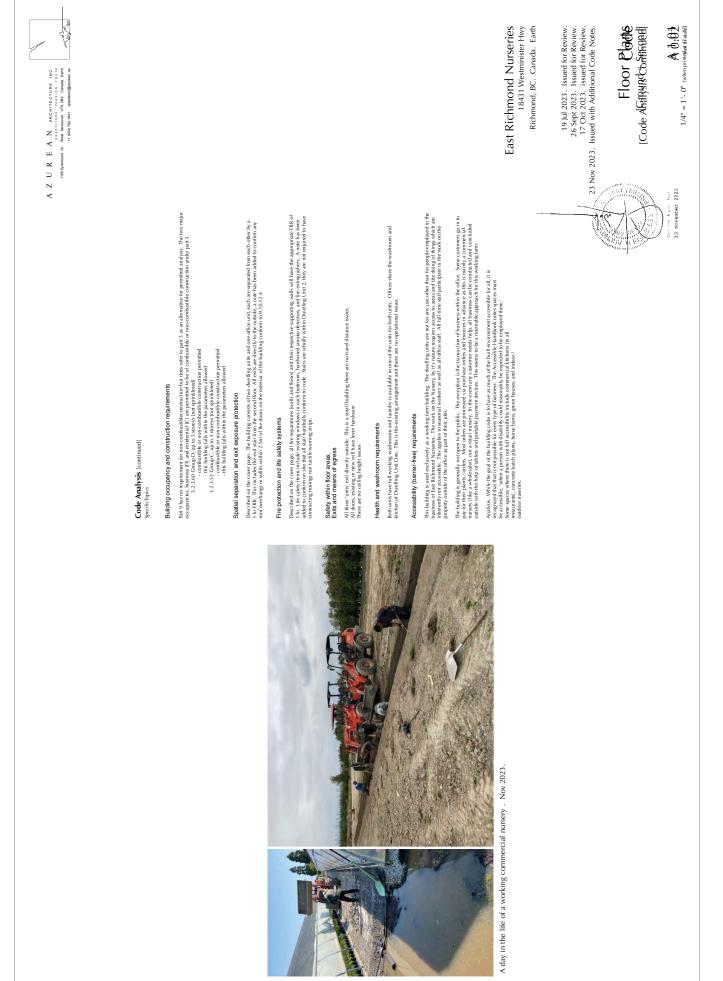
Photos of Seasonal Farm Labour Accommodation - 18431 Westminster Highway

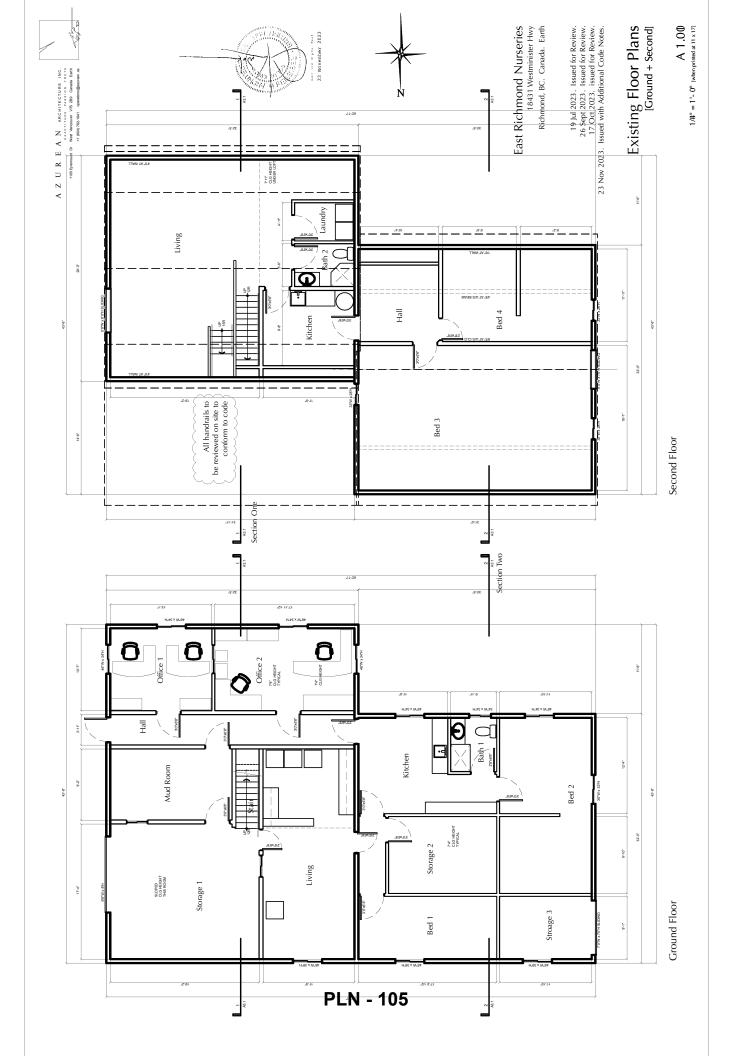


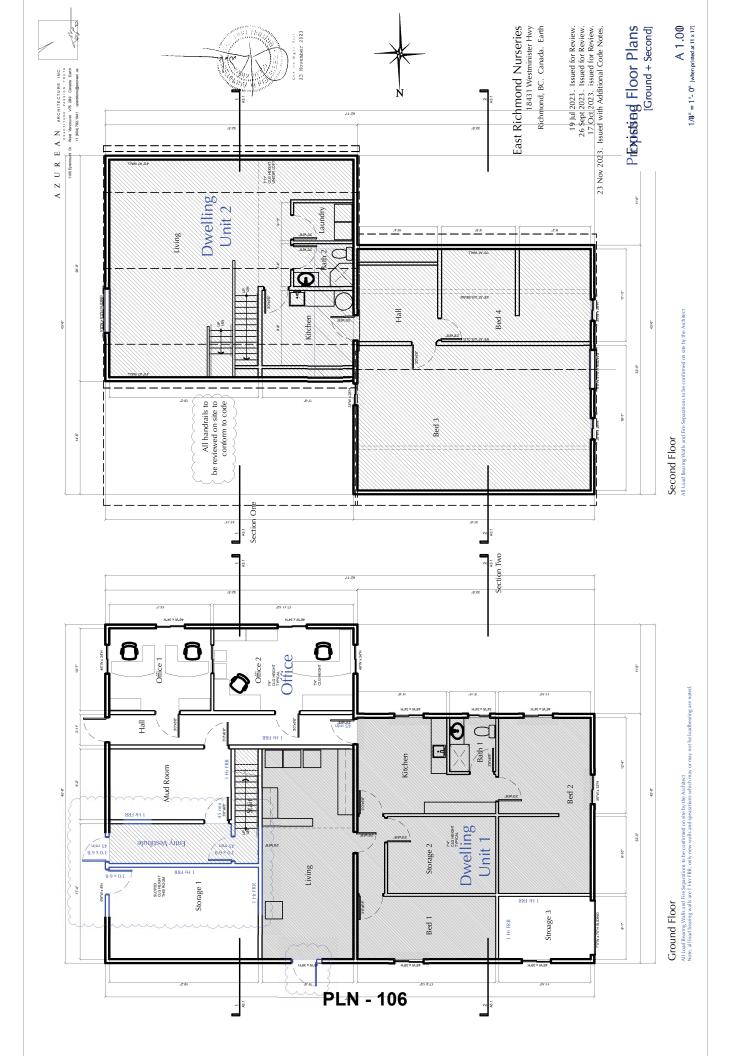
PLN - 101

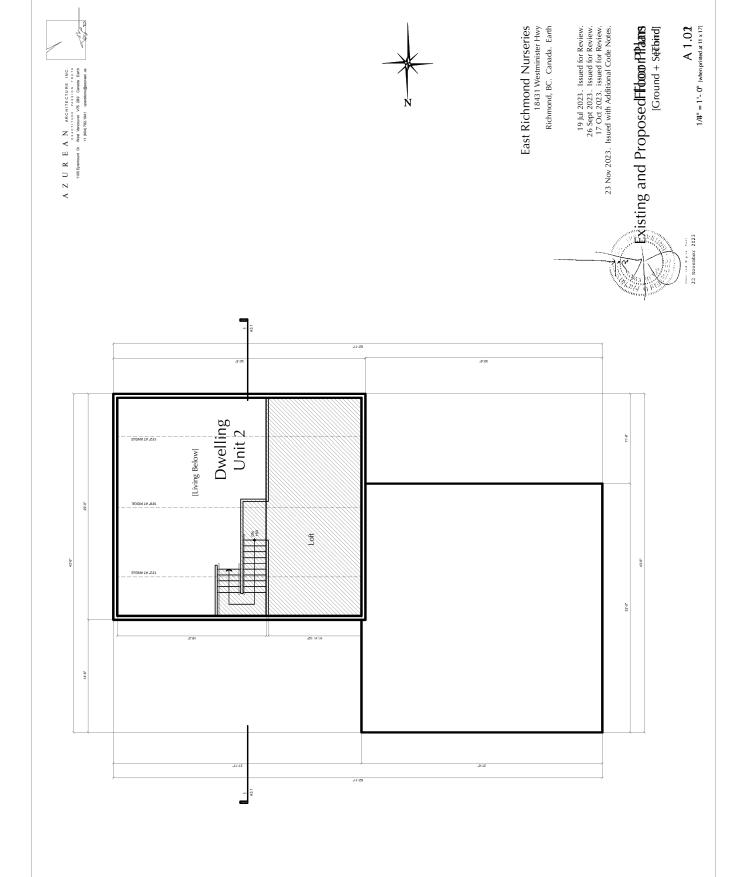


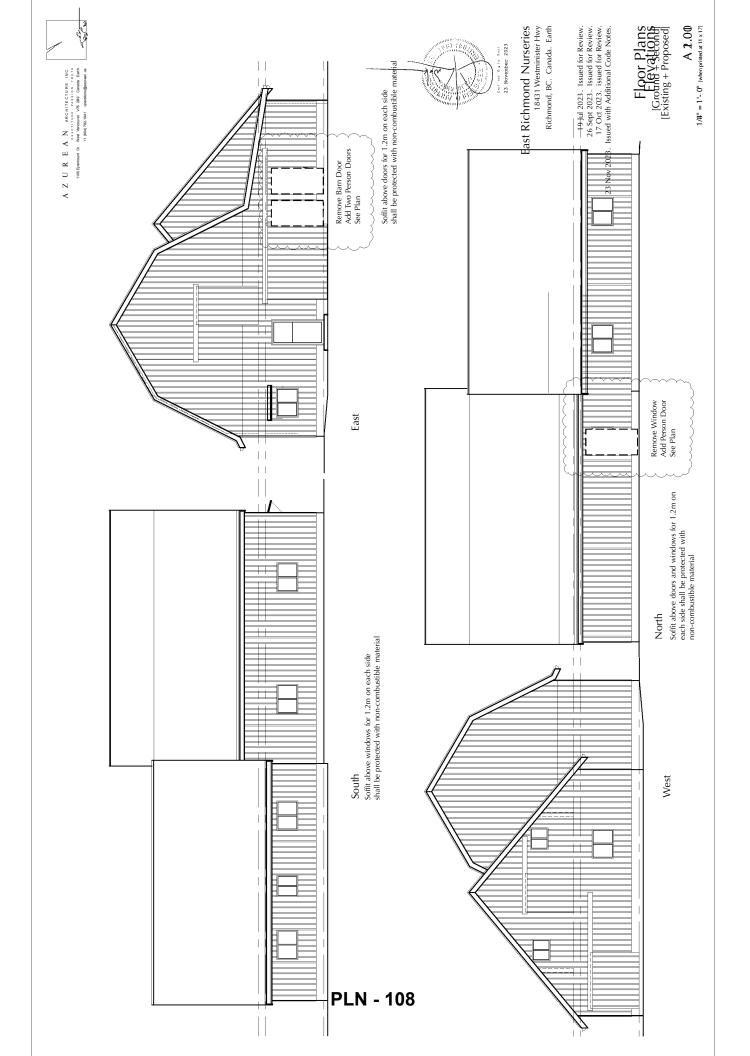


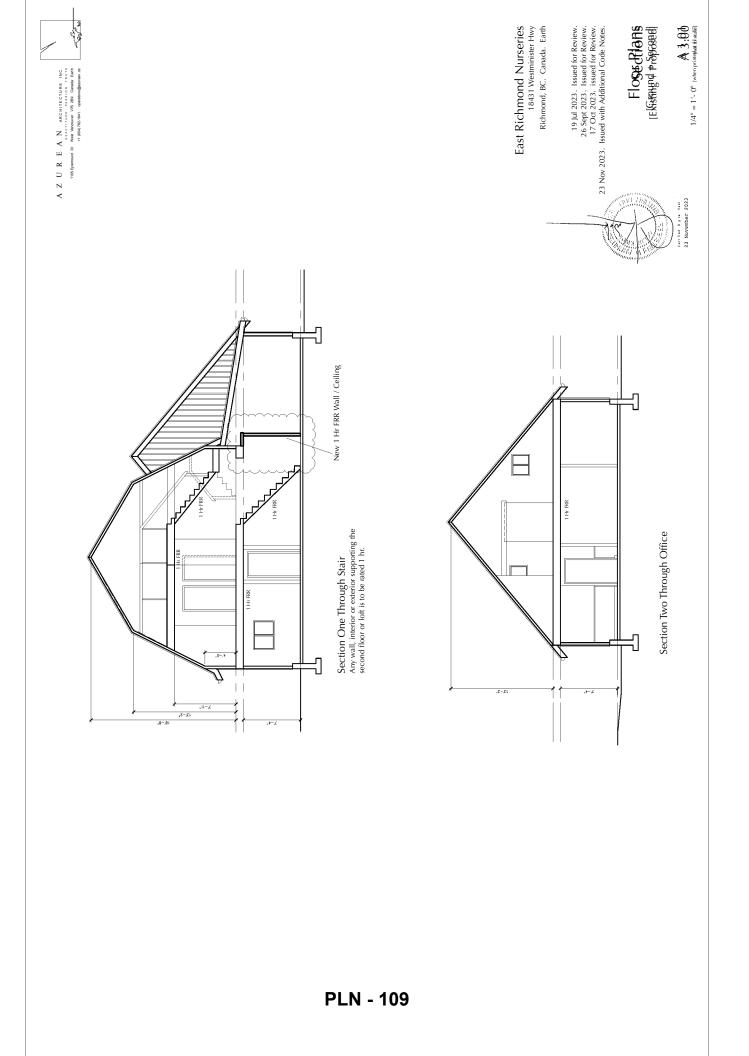














Development Applications Department 6911 No. 3 Road, Richmond, BC V6Y 2C1

Address: 18431 Westminster Highway

File No.: RZ 22-009024

Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10534, the developer is required to complete the following:

- 1. Agricultural Land Commission (ALC) Approval of the Non-Adhering Residential Use (NARU) application.
- 2. Provincial Ministry of Transportation & Infrastructure Approval.
- 3. Registration of a flood plain covenant on title identifying a minimum habitable elevation of 3.5 m GSC.
- 4. Submission of a Building Permit application to legitimize the existing seasonal farm labour accommodation consistent with the submitted Code Report (dated November 23, 2023) and to the satisfaction of the Director, Building Approvals.
- 5. Registration of a legal agreement on title ensuring the following requirements as identified in the AG3 zone:
 - a) must adhere to all relevant components of the Building Code and the City's Building Regulation;
 - b) subject to inspections by the City during any 12 month period to ensure that occupation is in compliance with the regulations;
 - c) does not need to be removed when not occupied by seasonal farm labour if the use is required on an ongoing, annual basis for the agricultural purpose of the farm operation;
 - d) if no longer required for the farm operation, all area used for seasonal farm labour accommodation must be removed and restored to its original state; and
 - e) costs of removal of the seasonal farm labour accommodation area and restoration to its original state are to be the responsibility of the property owner.
- 6. Payment of all fees in full for the cost associated with the Public Hearing Notices, consistent with the City's Consolidated Fees Bylaw No 8636, as amended.
- 7. Registration of a legal agreement on title prohibiting demolition or exterior changes to the "Beckwith Barn" building without consent from the City to ensure heritage character defining elements are maintained.

Prior to Building Permit Issuance, the developer must complete the following requirements:

- 1. Building Permit (BP) plans must meet BC Building Code, Zoning Bylaw 8500, and requirements from Richmond Fire-Rescue (RFR).
- 2. Submission of Building Permit (BP) plans consistent with the associated Agricultural Land Commission (ALC) Non-Adhering Residential Use (NARU) and rezoning applications.

Note:

- * This requires a separate application.
- 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.

- Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.
- Applicants for all City Permits are required to comply at all times with the conditions of the Provincial *Wildlife Act* and Federal *Migratory Birds Convention Act*, which contain prohibitions on the removal or disturbance of both birds and their nests. Issuance of Municipal permits does not give an individual authority to contravene these legislations. The City of Richmond recommends that where significant trees or vegetation exists on site, the services of a Qualified Environmental Professional (QEP) be secured to perform a survey and ensure that development activities are in compliance with all relevant legislation.

[Signed copy on file]

Signed

Date

CITY OF RICHMOND

APPROVED

APPROVED by Director or Solicitor



Richmond Zoning Bylaw 8500 Amendment Bylaw 10534 (RZ 22-009024) 18431 Westminster Highway

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

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it "AGRICULTURE (AG3)".

P.I.D. 003-684-636 PARCEL "H" (EXPLANATORY PLAN 8122) OF PARCEL "C" SECTION 6 BLOCK 4 NORTH RANGE 4 WEST NEW WESTMINSTER DISTRICT

2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 10534".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE APPROVAL

ADOPTED

MAYOR

CORPORATE OFFICER