



Public Notice is hereby given of a Regular Council Meeting for Public Hearings being held on:

Public Hearing Agenda

Tuesday, May 19, 2026 – 5:30 p.m.

**Council Chambers, 1st Floor
Richmond City Hall
6911 No. 3 Road
Richmond, BC V6Y 2C1**

OPENING STATEMENT

Page

- 1. **TEMPORARY COMMERCIAL USE PERMIT (TU 26-002761)**
(File Ref. No. TU 26-002761) (REDMS No. 8325309)

PH-4

[See Page PH-4 for full report](#)

Location: 7791 Steveston Highway

Applicant: Leslie Gordon

Purpose: A Temporary Commercial Use Permit to allow second-hand retail as permitted use at 7791 Steveston Highway.

First Reading: April 13, 2026

Order of Business:

- 1. Presentation from the applicant.
- 2. Acknowledgement of written submissions received by the City Clerk since first reading.
- 3. Submissions from the floor.

Page

Council Consideration:

1. A Temporary Commercial Use Permit to allow second-hand retail as permitted use at 7791 Steveston Highway.

2. **RICHMOND ZONING BYLAW 8500, AMENDMENT BYLAW 10733 (RZ 25-015421)**

(File Ref. No. RZ 25-015421, AG 25-016791) (REDMS No. 8218100)

PH-15

[See Page PH-15 for full report](#)

Location: 17720 River Road

Applicant: Stephen Easterbrook

Purpose: To rezone the subject property from “Agriculture (AG1)” to “Agriculture (AG3)”, to permit use of an additional dwelling unit on site for full-time farm labour accommodation.

First Reading: April 13, 2026

Order of Business:

1. Presentation from the applicant.
2. Acknowledgement of written submissions received by the City Clerk since first reading.
3. Submissions from the floor.

Council Consideration:

1. Action on second and third readings of Richmond Zoning Bylaw 8500, Amendment Bylaw 10733.

Page

3. **RICHMOND ZONING BYLAW 8500, AMENDMENT BYLAW 10747 (ZT 26-004041)**
(File Ref. No. 12-8060-20-010747, ZT 2026-004041) (REDMS No. 8335581, 8355308, 8354706)

PH-41

[See Page PH-41 for full report](#)

Location: 8200 Steveston Highway

Applicant: Corey Liu

Purpose: To amend the “Agriculture (AG1)” zone to permit the development of a 936 m² greenhouse with concrete footings for agricultural purposes at 8200 Steveston Highway.

First Reading: April 27, 2026

Order of Business:

1. Presentation from the applicant.
2. Acknowledgement of written submissions received by the City Clerk since first reading.
3. Submissions from the floor.

Council Consideration:

1. Action on second and third readings of Richmond Zoning Bylaw 8500, Amendment Bylaw 10747.

ADJOURNMENT



City of Richmond

Report to Committee

To: Planning Committee

Date: March 23, 2026

From: Joshua Reis
Director, Development

File: TU 26-002761

Re: **Application by Leslie Gordon for a Temporary Commercial Use Permit at
7791 Steveston Highway**

Staff Recommendations

1. That the application by Leslie Gordon for a Temporary Commercial Use Permit for the property at 7791 Steveston Highway, to allow "retail, second hand" as a permitted use, be considered for a period of three years from the date of issuance; and
2. That this application be forwarded to the May 19, 2026, Public Hearing at 5:30pm in the Council Chambers of Richmond City Hall.

Joshua Reis
Director, Development
(604-247-4625)

JR:mt
Att. 2

REPORT CONCURRENCE
CONCURRENCE OF GENERAL MANAGER 

Staff Report

Origin

Leslie Gordon, as authorized by the owner, Conway Richmond Ltd., has applied to the City of Richmond for a Temporary Commercial Use Permit (TCUP) to allow “retail, second hand” as a permitted use at 7791 Steveston Highway to facilitate an antique shop in a portion of the existing building. A location and aerial map are provided in Attachment 1.

The subject site is currently zoned “Neighbourhood Commercial (CN)”, and contains a tenanted, two-storey, multi-unit commercial building with surface parking for 25 vehicles.

Findings of Fact

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

Surrounding Development

Development immediately surrounding the subject site is as follows:

- To the North and West: A three-storey strata apartment complex, zoned “Low Density Low Rise Apartments (RAL1)” and designated in the Official Community Plan (OCP) as “Arterial Connectors - Tier 1”.
- To the South: South Arm United Church, zoned “Assembly (ASY)”, located within the Agricultural Land Reserve and designated in the OCP as “Agriculture”.
- To the East: A vacant lot, zoned “Gas and Service Stations (CG2)” and designated in the OCP as “Arterial Connectors - Tier 2”. The lot is currently the subject of a pending Development Permit application to construct a new gas and service station (DP 21-928686).

Related Policies & Studies

Official Community Plan

The OCP allows TCUPs to be considered in areas designated for Industrial, Mixed Employment, Commercial, Mixed Use and Agricultural uses (outside of the Agricultural Land Reserve), where deemed appropriate by Council and subject to conditions suitable to the proposed use and the surrounding area. The subject site is designated as “Arterial Connector, Tier 2”, which allows for commercial uses and local-serving amenities. The proposed temporary commercial use for “retail, second hand” is consistent with the OCP’s land use designation and applicable policies.

Richmond Zoning Bylaw 8500

The subject site is zoned “Neighbourhood Commercial”, which permits a range of commercial retail uses. The TCUP would allow “retail, second hand” as a temporary permitted use for a period of three years, which is generally compatible with the commercial uses currently permitted on site. “Retail, second hand” describes a facility for the retail sale of second-hand or used household goods, including but not limited to the resale of antiques, as proposed by the applicant. “Retail, second hand” does not include commercial uses such as retail pawnshops, the sale of used vehicles or garage sales.

Local Government Act

The *Local Government Act* states that TCUPs are valid until the date the permit expires or three years after issuance, whichever is earlier. An application for one extension of the permit may be made at the discretion of Council for up to three additional years.

Public Consultation

Notification signage has been installed on site. Staff have not received any comments from the public about the TCUP application in response to the on-site signage or early notification mail-out. Should Council endorse the staff recommendation, the application will be forwarded to a Public Hearing on May 19, 2026, where any area resident or interested party will have an opportunity to comment.

Analysis

Proposed Use

The subject site comprises a two-storey building with three ground-floor commercial units, eleven second-floor office units and surface parking at grade. The subject single-storey unit (7791 Steveston Highway) is approximately 139 m² (1500 ft²) and is currently vacant. The main entrance to the subject unit is located on Steveston Highway.

The applicant proposes to operate an antique shop at the subject unit on a temporary basis. Should Council issue the TCUP, the applicant would finalize their lease details with the owner, with the term of the lease to coincide with the term of the TCUP. The antique shop would sell furniture, collectibles, jewelry and other small items, including embroidery and beading supplies consistent with a “retail, second hand” use. The applicant has noted that the unit’s location, size and the temporary nature of the permit align with their business needs.

No exterior building alterations are proposed as part of the subject TCUP. A separate sign permit may be required to accommodate new business signage.

Vehicle Parking and Site Access

The subject site contains a total of 25 unassigned parking spaces shared across all units, with vehicular access provided via Steveston Highway and No. 3 Road.

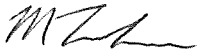
The subject unit requires six parking spaces. The parking requirements for the proposed temporary use are the same as other commercial retail uses already permitted within the existing zoning. No changes to the site's parking, layout or access arrangements are proposed as part of the subject TCUP. Staff have visited the site, confirming that the parking is adequately marked and that the site and landscaping have been generally maintained in good condition.

Financial Impact

None.

Conclusion

It is recommended that the attached Temporary Commercial Use Permit be issued to the applicant to allow "retail, second hand" as a permitted use at 7791 Steveston Highway on a temporary basis for a period of three years from the date of issuance.



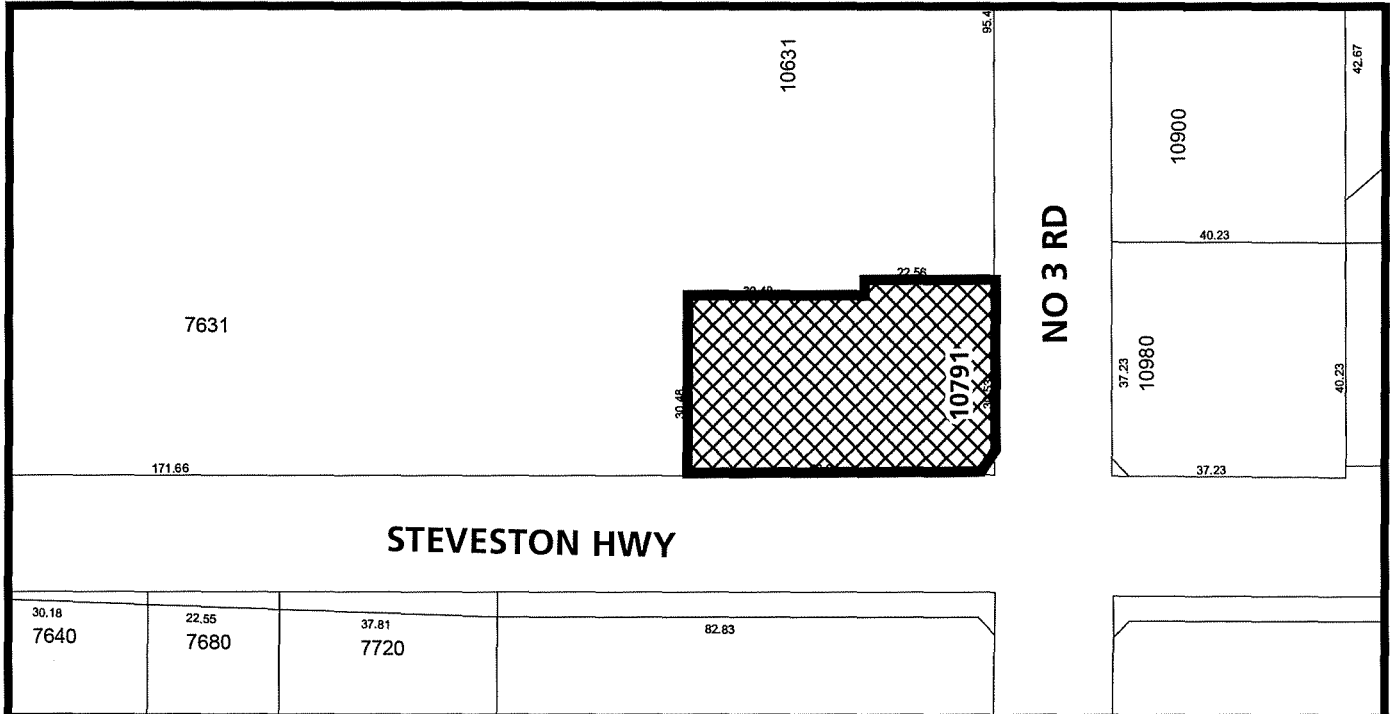
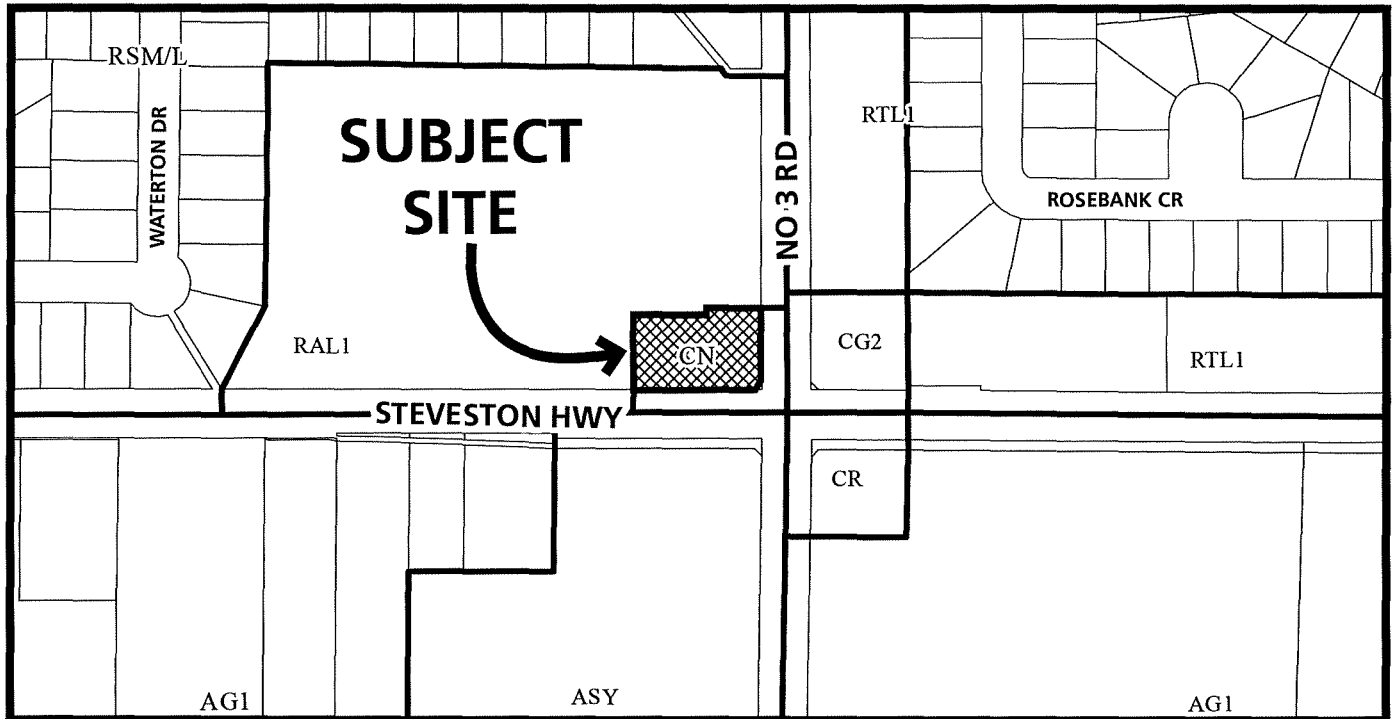
Mark Tennenhouse
Planning Technician
(604) 276-4090

MT:js

Att. 1: Location Map and Aerial Photo
2: Development Application Data Sheet



City of
Richmond



	<h1>TU 26-002761</h1>	<p>Original Date: 02/17/26 Revision Date: Note: Dimensions are in METRES</p>
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City of Richmond



TU 26-002761

Original Date: 02/17/26
Revision Date:

Note: Dimensions are in METRES



TU 26-002761 **Attachment 2**

Address: 7791 Steveston Highway

Applicant: Leslie Gordon

Planning Area(s): Broadmoor

	Existing	Proposed
Owner:	Conway Richmond Ltd	No change
Land Uses:	Vacant commercial / office space	Retail, second hand
OCP Designation:	Arterial Connector – Tier 2	No change
Zoning:	Neighbourhood Commercial	No change

On Development Site	Bylaw Requirement	Proposed	Variance
Off-Street Parking Spaces	6 Stalls	25 Unassigned stalls	none



Regular Council
Monday, April 13, 2026

15. APPLICATION BY LESLIE GORDON FOR A TEMPORARY
COMMERCIAL USE PERMIT AT 7791 STEVESTON HIGHWAY

(File Ref. No. 08-4105-20- TU 26-002761) (REDMS No. 8325309)

- (1) *That the application by Leslie Gordon for a Temporary Commercial Use Permit for the property at 7791 Steveston Highway, to allow “retail, second hand” as a permitted use, be considered for a period of three years from the date of issuance; and*
- (2) *That this application be forwarded to the May 19, 2026, Public Hearing at 5:30 p.m. in the Council Chambers of Richmond City Hall.*

ADOPTED ON CONSENT



No. TU 26-002761

To the Holder: Leslie Gordon
Property Address: 7791 Steveston Highway
Address: 224 North Garden Drive Unit 203
Vancouver, BC, V5L 3E7

1. This Temporary Commercial Use Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
2. This Temporary Commercial Use Permit applies to and only to those lands shown cross-hatched on the attached Schedule "A" and any and all buildings, structures and other development thereon.
3. The subject property and more specifically the area outlined in red on 'Schedule B' may be used for the following temporary Commercial uses:

"Retail, second hand"
4. Any temporary buildings, structures and signs shall be demolished or removed and the site and adjacent roads shall be maintained and restored to a condition satisfactory to the City of Richmond, upon the expiration of this permit or cessation of the use, whichever is sooner.
5. The land described herein shall be developed generally in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.
6. This Permit is valid for a maximum of three years from the date of issuance.
7. This Permit is not a Building Permit

AUTHORIZING RESOLUTION NO.
DAY OF

ISSUED BY THE COUNCIL THE

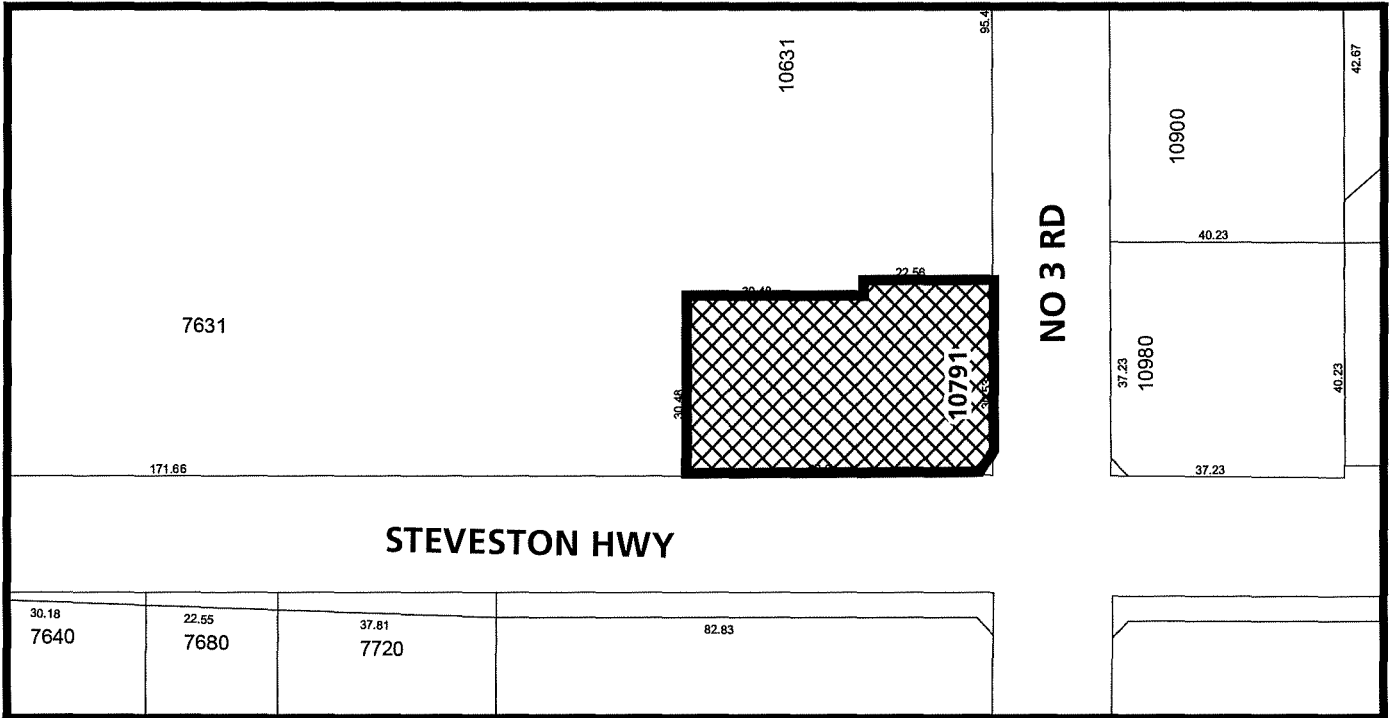
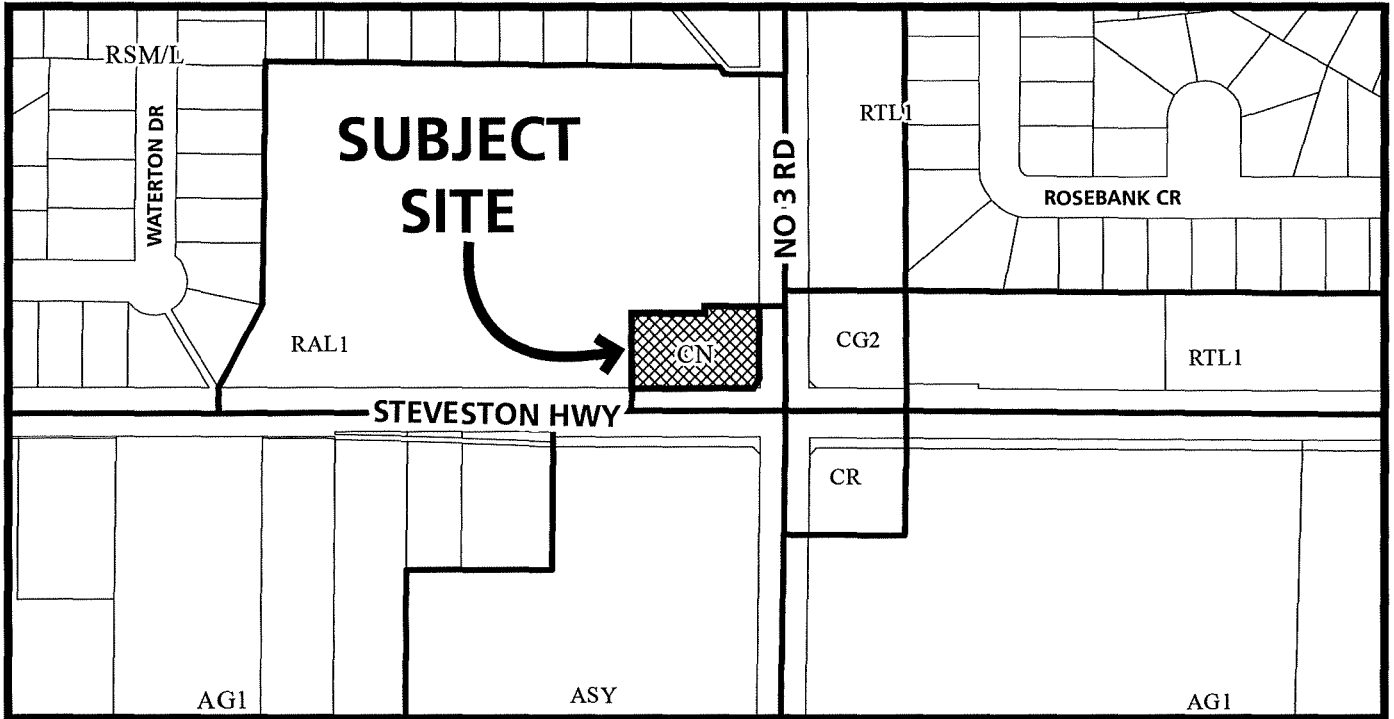
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MAYOR

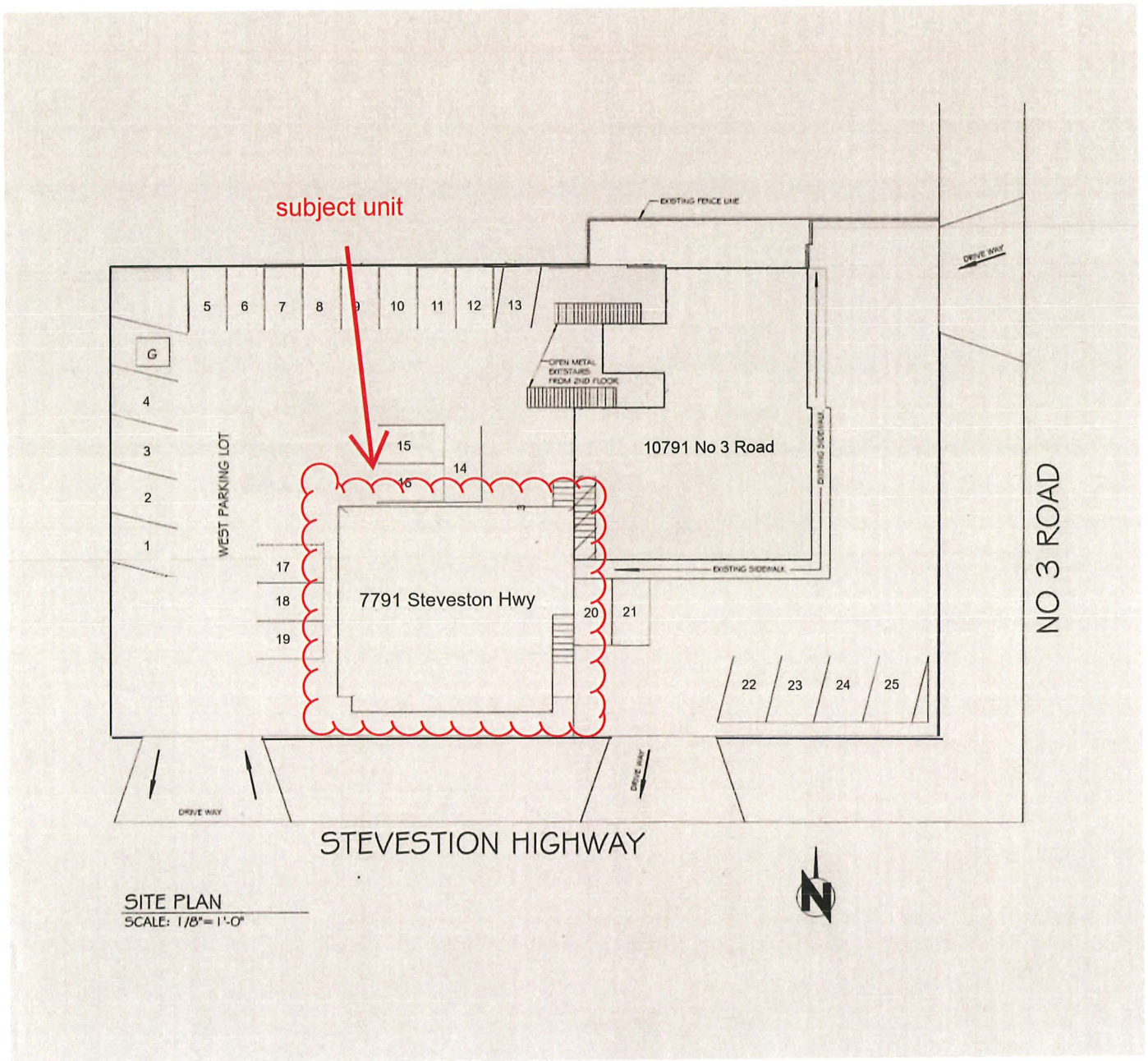
CORPORATE OFFICER



City of Richmond



	<h2>TU 26-002761</h2> <h3>SCHEDULE "A"</h3>	Original Date: 02/17/26 Revision Date: Note: Dimensions are in METRES
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To: Planning Committee
From: Joshua Reis
Director, Development

Date: March 25, 2026
File: RZ 25-015421
AG 25-016791

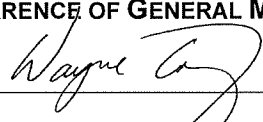
Re: Application by Stephen Easterbrook for an Agricultural Land Reserve Non-Adhering Residential Use and Rezoning at 17720 River Road from "Agriculture (AG1)" Zone to "Agriculture (AG3)" Zone

Staff Recommendations

1. That the application by Stephen Easterbrook for an Agricultural Land Reserve Non-Adhering Residential Use to allow full-time farm labour accommodation at 17720 River Road be forwarded to the Agricultural Land Commission; and
2. That Richmond Zoning Bylaw 8500, Amendment Bylaw 10733, for the rezoning of 17720 River Road from "Agriculture (AG1)" zone to "Agriculture (AG3)" zone to permit full-time farm labour accommodation, be introduced and given first reading.

Joshua Reis
Director, Development
(604-247-4625)

JR;jh
Att. 6

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Engineering	<input checked="" type="checkbox"/>	

Staff Report

Origin

Stephen Easterbrook (Easterbrook Milling Co Ltd.) has submitted an Agricultural Land Reserve (ALR) Non-Adhering Residential Use (NARU) application (AG 25-016791) and a rezoning Application (RZ 25-015421) to rezone the parcel at 17720 River Road from the “Agriculture (AG1)” zone the “Agriculture (AG3)” zone to allow an existing secondary residential structure (referenced as the original dwelling within this report) on the property to be used for full-time farm labour accommodation. A location map and aerial photograph are provided in Attachment 1. The subject property is currently occupied by two single-family dwellings, and an active farm operation and is currently constructing a 3,875 m² poultry barn to transition the main egg processing operation from the adjacent property to the subject site.

Findings of Fact

A Development Application Data Sheet providing details about the development proposal is found in Attachment 2.

Surrounding Development

To the North: Across River Road, a lot zoned “Agriculture (AG1)” and the foreshore and north arm of the Fraser River.

To the South: Across a railyard, properties zoned “Agriculture (AG1)” with active agricultural uses.

To the East: Agricultural operation on an approximately 7.5-acre (3.0 ha) property zoned “Agriculture (AG1)” associated with the subject property and operated by the applicant. The property is owned by the Vancouver Fraser Port Authority (federal jurisdiction) and leased to the applicant for farming purposes.

To the West: Properties zoned “Agriculture (AG1)”, fronting River Road.

Background

There have been a number of recent City approvals and permits issued for the subject property since 2020. The owner has changed and amended their plans over time, based on the evolving needs of their family and farm operation.

New Farmhouse Development Permit (DP 19-876647)

The owner had previously applied for and received a Development Permit (DP) (DP 19-876647) which was issued on September 14, 2020. This DP included Environmentally Sensitive Area (ESA) compensation for the new residential structure, and included a variance to increase the maximum height for the single detached housing from 9.0 m to 11.5 m and to increase the maximum farm house footprint from 60 per cent to 72 per cent of the maximum floor area to accommodate a secondary suite on the ground floor for farm workers.

As part of this application, a legal agreement was registered on Title requiring the demolition of the original dwelling unit prior to receiving final occupancy of the new residential structure. The original dwelling unit has not been removed, and this requirement is being held in abeyance while the current NARU and rezoning application, which seeks authorization to use the original dwelling unit for farm labour accommodation, is under consideration.

A separate legal agreement was registered on Title, which specified the terms of the occupancy for the secondary suite. The applicant has identified the desire to have family members live within the secondary suite contained in the new residential structure. The applicant has indicated that these family members will be employed on the farm in the future. The covenant registered on Title regarding the terms of occupancy permitted the owners' immediate family to reside in the secondary suite, as the farm operation is a multi-generational family business. The applicant's intent is consistent with the legal agreement registered on Title.

In addition, through the application, an ESA covenant was registered on Title that restricts occupancy until the ESA works as approved are completed. The applicant has not completed the ESA compensation that was approved and has indicated their intent to amend the compensation package. Any change to the compensation plan would be required to be considered through a separate future development application.

Watercourse Crossing Permit (DX 20-920917)

In 2020, the owner applied to the City for a new watercourse crossing permit (DX 20-920917), which crosses the Riparian Management Area (RMA) located on the north of the property. The crossing was provided for farm access, as well as to provide access to the new residential structure. As part of approval for the new watercourse crossing, the applicant had agreed to remove the old watercourse crossing (leading to the original dwelling). The old crossing has failed (partial culvert collapse) and is no longer functioning as designed. The new watercourse crossing was permitted, and it has been constructed, but the old watercourse crossing has not been removed. The applicant now wishes to use the original crossing for access to the original dwelling, as it leads directly to the original dwelling and the retention of the crossing minimizes further disturbances to both the ESA and RMA on site. Retention of the old watercourse crossing is considered as part of the subject NARU and rezoning application and should the NARU and Rezoning application be endorsed, the applicant is required to enter into a City work order to repair the watercourse crossing.

New Agricultural Barn Development Variance Permit (DV 25-015419)

The farm operation has historically operated over the subject parcel and the adjacent parcel at 17740 River Road. 17740 River Road is a property leased by the Applicant, with the lease terminating in 2027. With no certainty of a lease extension on the property, the applicant is preparing to transition the farm operation to 17720 River Road.

In June 2025, the owner applied to construct a 3,875m² poultry barn on the subject property to generally expand egg production and replace the existing barn located at 17740 River Road, which is reaching the end of its useful life cycle.

The City issued a Development Variance Permit (DVP) (DV 25-015419) on July 28, 2025, to permit an increase in the cumulative lot coverage for agricultural buildings with impermeable surface flooring from 750 m² to 3,875m² to facilitate construction of a poultry barn on the subject site. The DVP was fast-tracked, in accordance with Council policy and the City's Zoning Bylaw, respecting the construction of concrete structures and promotion of soil-based agriculture for any agricultural building proposing concrete floorings over 750 m² in area. A Building Permit (BP) for the foundation of the structure was issued on September 26, 2025.

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 City's OCP and Farming First Strategy identifies that seasonal farm labour accommodation, as an additional residential use, may be considered so long as the accommodation is accessory to the principal agricultural purpose and helps to support a farm operation in the ALR.

This application is for year-round farm labour accommodation, as the rearing of layer hens and egg production is not seasonal in nature. However, the proposal is generally consistent with the spirit of existing policy supporting farm labour accommodation, and the applicant will be held to the same standard as required for seasonal farm labour accommodations.

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 November 26, 2025. An excerpt from the November 26, 2025, FSAAC meeting minutes is provided in Attachment 3.

Public Consultation

In accordance with the City's Early Public Notification Policy 1316, notice of the development proposal 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 application and Council grant first 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.

Prior to final adoption of the zoning text amendment bylaw, the applicant is required to pay the cost associated with mailing the Notices of Public Hearing, consistent with the City's consolidated Fees Bylaw No. 8636, as amended.

Analysis

Application to the Agricultural Land Commission

The purpose of the application to the ALC is to allow the original dwelling (generally located in the northwest corner of the subject property) to be used for full-time farm labour accommodation. The application contemplates the ability to move the old dwelling or construct a new dwelling for farm labour in the future. As per the *ALCA*, agricultural land may have no more than one residence per parcel unless permitted by the Commission or the regulations. The ALR Use Regulations permit an additional residence if certain conditions are met. The City's "Agriculture (AG3)" zone permits an additional dwelling for seasonal farm labour accommodations, provided the accommodation is necessary for the farm operation and meets all requirements of the AG3 zone. If an owner wishes to construct an additional residence not permitted by the regulations, the owner must submit a NARU application to the ALC. The *ALCA* also states that the Commission must not grant permission for an additional residence unless the additional residence is necessary for farm use. In considering whether an additional residence is necessary for farm use, the Commission 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 farming operation includes organic egg production and the rearing of organic egg layer hens, and the applicant has provided evidence that the site is classified as a farm under the BC Assessment Act. The owner has recently received approvals and a BP to construct a 3,875m² barn for the purposes of rearing 14,000-layer hens for egg production. The applicant has identified the need to have farm labourers reside on site who can be available to respond to issues immediately. Delays in response times can lead to disruptions in egg production and potentially lead to the death of layer hens.

The farm operation includes a total of three full-time employees, including the owner, the owner's partner and one full-time domestic employee. The applicant intends to transition the farm operation to his daughter in the future. The owner also hires seasonal part-time workers when and as necessary, who live off-site. The applicant has identified that they employ domestic workers when available but have also retained temporary foreign workers under Immigration Canada's Foreign Worker Program when required.

The subject property is 1.93 ha (4.76 ac) in area. This egg production facility functions similar to a large-scale farming operation, and the applicant has provided a letter from an Agrologist (Attachment 4) identifying the need for additional full-time accommodations to support the existing egg production operations.

The applicant had demonstrated a need for a secondary dwelling unit for the sake of full-time farm labour, and staff have no concerns with a proposed future location, if the structure needs to be relocated.

On-Site Farm Labour Accommodation

There are two existing residential structures on site. A new single-family residential structure with a secondary suite has been constructed but has not received final occupancy.

In addition to the new residential structure, there exists the original dwelling. Currently, the owner reports that there is a family of three living in this building, with the father and son being employed at the farm. The original dwelling is approximately 113 m² (1,216 ft²) in total floor area, with 65 m² (700 ft²) used for living space and 48 m² (516 ft²) for a garage. The garage is used for storage of farm equipment. As part of the previously approved DP issued on site, a legal agreement was registered on Title requiring the removal of the original dwelling prior to receiving occupancy of the new residential structure. Prior to rezoning bylaw adoption, this agreement is required to be discharged from title and securities released back to the applicant.

At the time of the previous DP, the City also registered a no-build covenant which restricts development, including the construction of new buildings or structures, within the front 16 m of the site. This covenant was registered as a means of ensuring any development of the property would not conflict with future diking improvements and raising to be constructed by the City.

During a joint inspection by Richmond Fire-Rescue and Building Approvals, a number of non-permitted construction or renovations were identified within the original dwelling, including:

- An enclosed patio washing machine area, including plumbing for the washing machine;
- Removal of a wall between the utility room and kitchen; and
- Wood frame closet containing a hot water tank.

Prior to Rezoning adoption, the applicant will be required to apply for BPs in order to have the works approved and inspected or remove all unauthorized construction. Modification of the existing no-build covenant, which restricts development within the front 16 m of the site, will need to be modified to permit the works requiring permits, as well as to permit ongoing maintenance of the original dwelling, and works on the watercourse crossing discussed in the section below.

As the original dwelling is located in the proximity of the future dike, there is the possibility that the original dwelling may need to be relocated or removed in the future to accommodate future dike works by the City. The applicant has identified a proposed general future location (Attachment 5) and seeks to gain approval from both the City and ALC for this alternative general location if the existing structure is relocated to accommodate the future dike works. The proposed future location of a structure, if required, would need to comply with all zoning and ALC regulations.

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 the principal residence. This proposal includes rezoning the subject site from "Agriculture (AG1)" to "Agriculture (AG3)" and provides a site-specific exception to permit full-time farm labour accommodation.

The "Agriculture (AG3)" zone includes a number of provisions related to seasonal farm labour, including requiring a minimum farm operation size of 8.09 ha. This provision was included to ensure that additional residences are targeted for large-scale farming operations where additional farm labour accommodations are necessary. Although the subject parcel falls below the minimum site size typically required to support a sufficiently sized farming operation that would justify the need for an additional residential structure, the applicant has demonstrated that egg production is a unique farming operation which can be concentrated on a smaller area than typical soil-based agriculture.

The proposed amendment would permit full-time farm labour accommodation on the site in a dwelling of up to 116.2 m² (1,250 ft²), generally consistent with the size of the original dwelling unit.

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. The site and improvements must:

- Adhere to all relevant components of the Building Code and the City's Building Regulation;
- Are subject to inspections by the City during any 12-month period to ensure that occupation is in compliance with the regulations;
- Remove all areas used for farm labour accommodation when these are no longer required by the farm operation, and the site must be restored to its original, pre-development state; and
- Commitment to the removal of the farm labour accommodations and restoration of the property to its original state are to be the sole responsibility of the property owner.

Financial Impact

The rezoning application results in an insignificant Operational Budget Impact for off-site City infrastructure (such as roadworks, waterworks, storm sewers, sanitary sewers, streetlights, street trees and traffic signals).

Conclusion

Stephen Easterbrook (Easterbrook Milling Co Ltd.) has submitted an ALR NARU application (AG 25-016791) and a rezoning application (RZ 25-015421) to allow the original dwelling to be used as a farm labour accommodation at 17720 River Road, and to gain permission for an alternative location if the original dwelling needs to be moved, or replaced in the future.

March 25, 2026

- 8 -

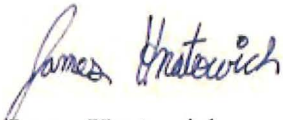
RZ 25-015421

AG 25-016791

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

The proposal complies with the spirit of applicable City's policies and land use designations contained in the OCP relative to agricultural use and intent.

On this basis, it is recommended that the ALR NARU application be forwarded to the ALC and that Richmond Zoning Bylaw 8500, Amendment Bylaw 10733 be introduced and given first reading.



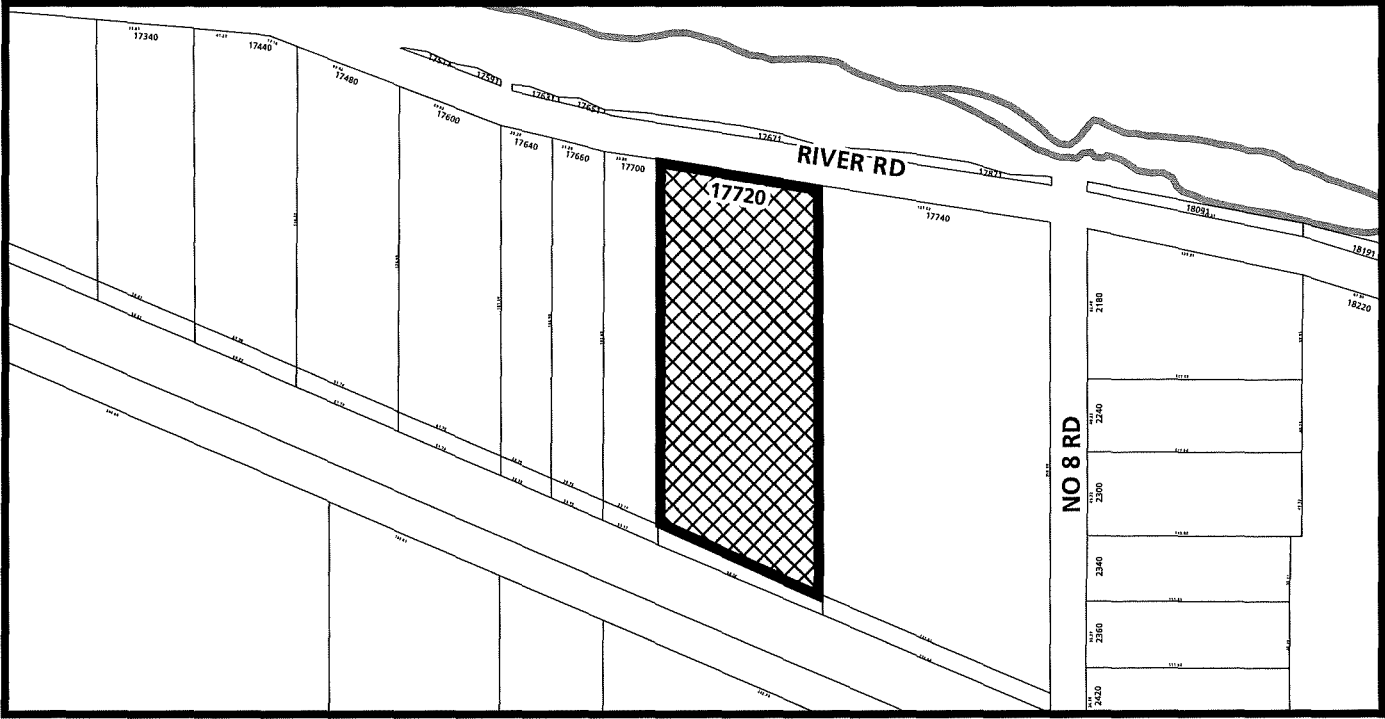
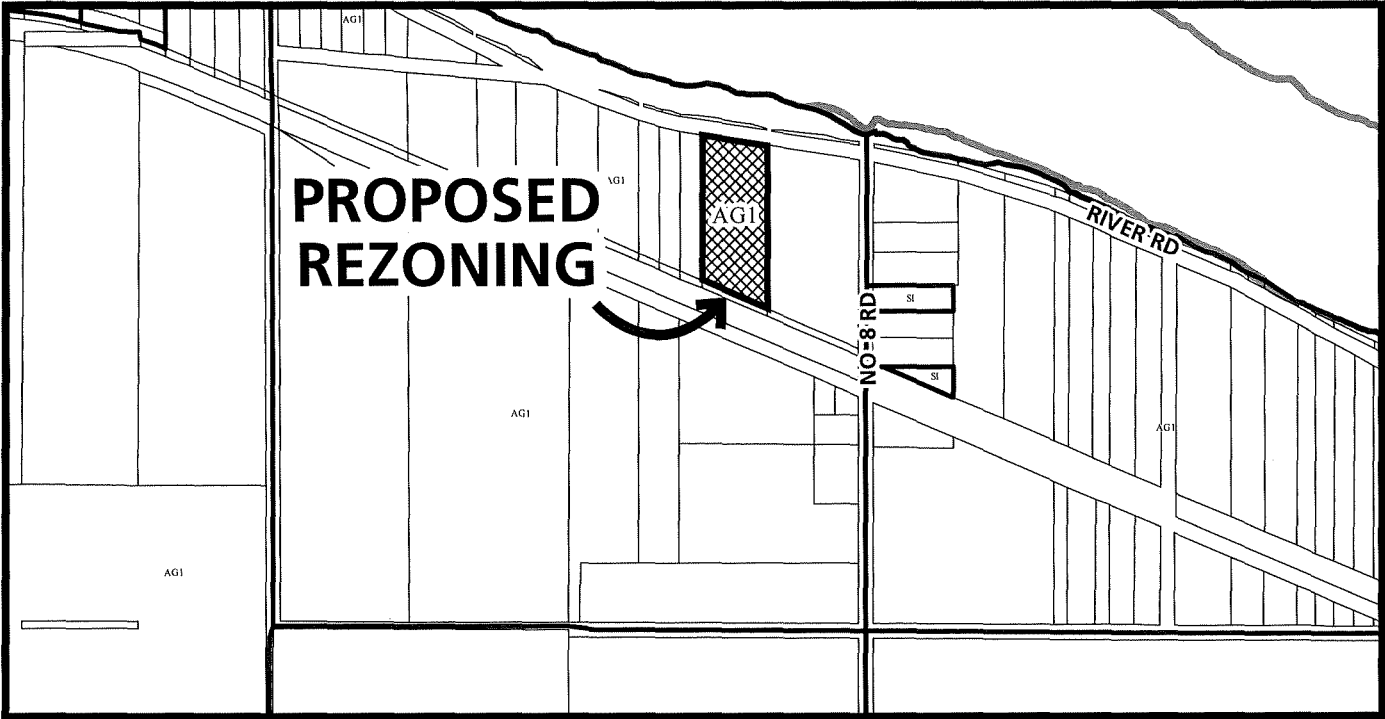
James Hnatowich
Planner 1
(604-247-4911)

JH:cas

- Att. 1: Location Map
 2: Development Application Data Sheet
 3: Excerpt from the Meeting Minutes of the FSAAC (November 26, 2025)
 4: Agrologist Letter
 5: Proposed General Location of Future Structure
 6: Rezoning Considerations



City of Richmond



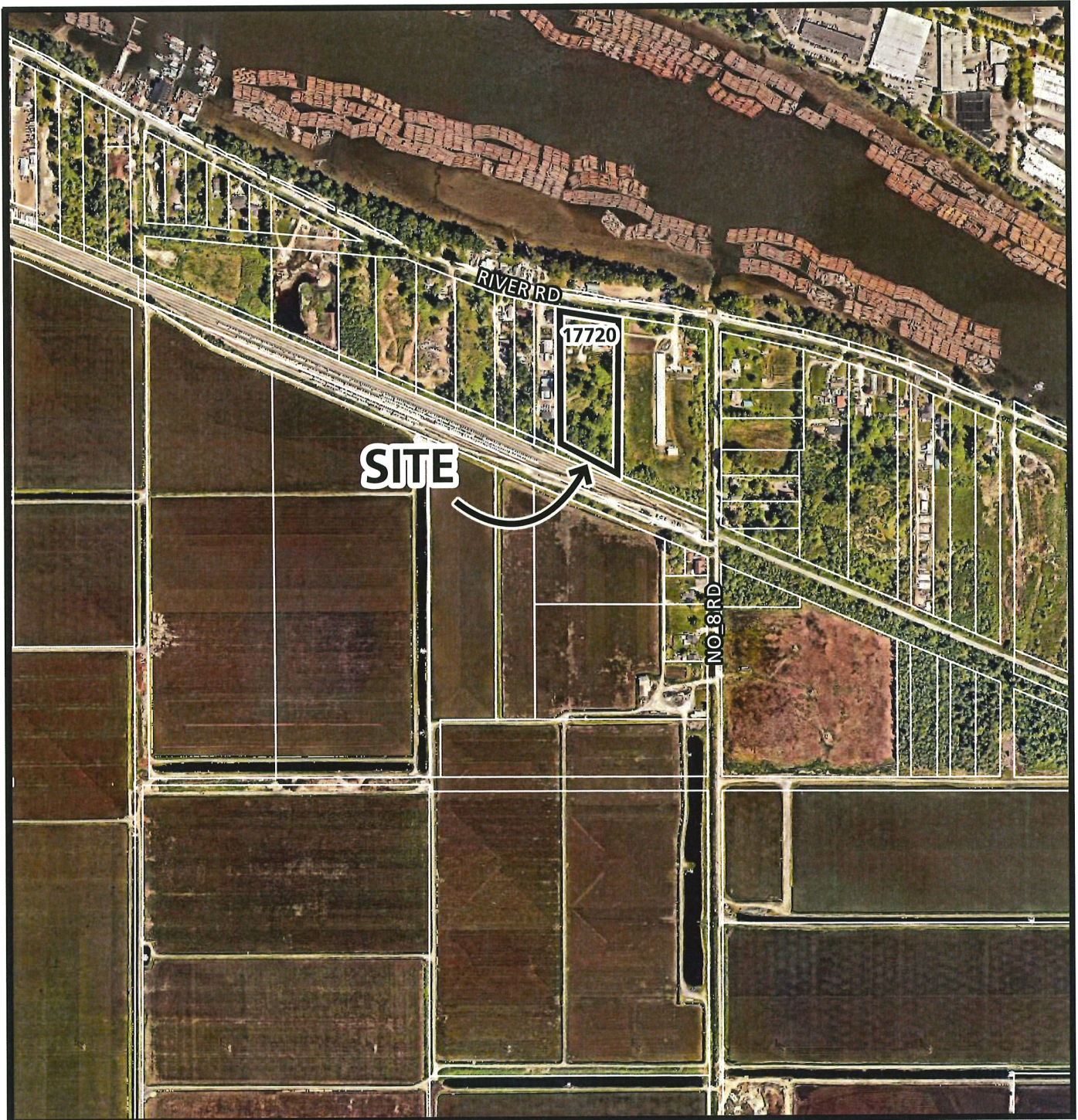
RZ 25-015421

Original Date: 05/27/25
Revision Date:

Note: Dimensions are in METRES



City of
Richmond



RZ 25-015421

Original Date: 06/05/25
Revision Date:

Note: Dimensions are in METRES



City of
Richmond

Proposed Labour
Accommodation/
Original Dwelling

New Residential Structure



AG 25-016791

Original Date: 12/11/25
Revision Date: 12/11/25

Note: Dimensions are in METRES



RZ 25-015421/ AG 25-016791

Attachment 2

Address: 17720 River Road

Applicant: Stephen Easterbrook

Planning Area(s): East Richmond

	Existing	Proposed
Owner:	Easterbrook Milling Co. Ltd	No Change
Site Size (m²):	19,263 m ² (4.76 ac / 1.93 ha)	No Change
Land Uses:	Single-family residential and agriculture	Single-family residential, agricultural, and farm labour accommodation
Zoning:	Agriculture (AG1)	Agriculture (AG3)
OCP Designation:	Agriculture (AGR)	No Change

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Location of farm labour accommodation	On the same lot as an existing single detached housing	Complies	None
Number of Farm Labour accommodation structures	Max 1	1	None
Floor Area- Building	Max. 400 m ²	Complies	None
Floor Area- Occupant	Min. 10 m ² per occupant	Complies	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)

Held Wednesday, November 26, 2025 (7:00 pm)
Microsoft Teams

Non-Adhering Residential Use (NARU) and Rezoning Application

James Hnatowich, Policy Planning, introduced the proposal and provided the following comments:

- The ALR Use Regulation permits an additional residence on ALR land in circumstances where certain conditions are met. If an owner wishes to have an additional residence not permitted by the regulations, the owner must make a NARU application to the Agricultural Land Commission (ALC). That is the case for this application.
- The applicant had previously agreed to demolish an existing structure located on site, as part of a Development Variance application for a new residential structure located on the parcel.
- The applicant is now proposing to retain the existing residential structure located on site to be used for full time farm labour. As per the Official Community Plan, seasonal farm labour accommodations, as an additional residential use, may be considered provided they are required for the farm operation. There is no policy to support full time farm labour, however, staff feel the spirit of existing regulations is to consider additional dwelling units provided they are necessary for the farm operation.
- The “Agriculture (AG3)” zone permits an additional residential structure if used as a seasonal farm labour accommodation. However, the “Agriculture (AG3)” zone requires the farm operation to be a minimum size of 8.09 ha, exceeding the size of the applicant’s farm operation. The size restriction was established to ensure that additional residences for farm labour are considered for large farming operations which require on site labour accommodations.
- Staff are seeking input from FSAAS on the use of the additional residence as farm labour accommodation, as it related to the proposed farm operation.

The applicant, Stephen Easterbrook, provided a presentation on the application identifying:

- The farm operation includes a new barn for 14,000 hens to replace the previous hen barn which housed 8,000 hens.
- The applicant and wife are to live in the new residential structure. The applicant’s daughter, who intends to take over the farming operation, will live in the secondary suite in the new residential structure, which is consistent with what was agreed to in the processing of the previous Development Variance permit for the new house.

- The older residence is currently occupied by farm workers and will continue to be occupied by farm workers.
- Livestock operations are intensive operations, which require constant monitoring. Delays in response times not only can lead to disruptions in production, but the death of livestock.
- Livestock operations involve a smaller footprint than other forms of farming, and size of parcels for livestock operations are not indicative of the need for additional labour.
- An Agrolgoist report was completed identifying that there is a real need to have additional labourers residing on site and justifies the need for the additional labour accommodation.

In response to questions from FSAAC members, the applicant provided the following comments:

- While egg production is a year-round activity, there are seasonal fluctuations in the farm operation as well, such as flock turn-over and strawberry production.
- Currently the labourers at the farming operation include the applicant and wife, one full time worker, and three part time workers.

FSAAC members commended the applicant for continuing the farm operation within the family and identified challenges in getting and retaining farm labourers.

The Committee passed the following motion:

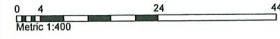
That the Food Security and Agricultural Advisory Committee endorse the proposal for a Non-Adhering Residential Use and Rezoning application for an additional structure to be used for farm labour at 17720 River Road.

Carried Unanimously

**PROPOSED SITE PLAN OF POULTRY BARN ON LOT 14 EXCEPT: PART ON SRW PLAN 71683;
SECTION 24 BLOCK 5 NORTH RANGE 5 WEST NEW WESTMINSTER DISTRICT PLAN 52095**

Attachment 4

ADDRESS: 17720 RIVER ROAD
FIELD SURVEY COMPLETED SEPTEMBER 10, 2025
PID: 004-962-796



THE INTENDED PLOT SIZE OF THIS PLAN IS 864mm IN WIDTH BY 560mm IN HEIGHT (0 SIZE) WHEN PLOTTED AT A SCALE OF 1:400

ALL DISTANCES ARE IN METRES AND ARE HORIZONTAL GROUND

TOPOGRAPHIC SURVEY SHOWN IN GREY BY EXPLORER LAND SURVEYING INC. (FILE 1851)

TOTAL AREA OF PROPOSED DRIVEWAYS IN THE ENVIRONMENTALLY SENSITIVE AREA 4533 m²



REMAINDER "B"
PLAN 7181
POSTING PLAN RD130725

REMAINDER PARCEL 1
EXPLANATORY PLAN 14650
POSTING PLAN EPP102929

REMAINDER 13
PLAN 52095
POSTING PLAN BCP37245

PARCEL "T"
STATUTORY RIGHTS OF HWY
PLAN 71683
PART 0.48 ACRE LOT 6
(EXPROPRIATION PLAN 4720)

PARCEL "U"
STATUTORY RIGHTS OF HWY
PLAN 71683

PARCEL "V"
STATUTORY RIGHTS OF HWY PLAN 71683
PART 1 ACRE LOT 7
(EXPROPRIATION PLAN 4720)

PARCEL "W"
STATUTORY RIGHTS OF HWY PLAN 71683
PART 1.03 ACRE LOT 8
(EXPROPRIATION PLAN 4720)

REFER TO THE CURRENT CERTIFICATE OF TITLE FOR ALL CHARGES, LIENS, AND INTERESTS WHICH MAY AFFECT THE POSITIONING OF STRUCTURES ON THIS PROPERTY.

- NOTES:**
- This plan has been prepared based on Land Title and Survey Authority Records and a field survey.
 - This plan is intended for City of Richmond bylaw compliance and for the exclusive use of Health Construction.
 - Other dimensions shown are to exterior of proposed foundation forms, perpendicular to property lines.
 - Elevations are geoidic, referenced to the Canadian Geoidic Vertical Datum 1928 (CGVD28GVRD2018) derived from GNSS RTK ties to GCM14972 with a published elevation of 1.541m.
 - This plan shall not be used to define property lines and/or property corners.
 - Ambi Land Surveying Ltd. and signatory accept no responsibility for and hereby disclaim, all obligations and liabilities for damages including, but not limited to, direct, indirect, special, and consequential damages arising out of or in connection with any direct or indirect use or reliance on this plan beyond its intended use.

AMBIT LAND SURVEYING LTD
Box 621 2-7384 Pioneer Ave
Agassiz, BC, V0M 1A0
or 504-491-8008
www.ambitsurveying.com
FILE: 25787SK

PH - 29

CERTIFIED CORRECT
SEPTEMBER 18, 2025

CORNELIUS W KERKHOFF, BCLS 1013
THIS DOCUMENT IS NOT VALID UNLESS DIGITALLY SIGNED
© Ambi Land Surveying Ltd 2025

AGROLOGIST LETTER
17720 River Rd, Richmond

FOR:

Stephen Easterbrook
Easterbrook Milling Company Ltd.

BY:

Assisi Agrology
788 Ironwood Place
Victoria, BC V8Y 0A2

November 11, 2025

AGROLOGIST LETTER

17720 River Rd, Richmond

Easterbrook Milling Company Ltd (Stephen Easterbrook, Director) has retained Assisi Agrology to prepare an agrologist's letter which offers a professional opinion on using the existing older residence at 17720 River Road as a farm worker residence while the property is rezoned from an AG-1 to an AG-3.

This letter will 1) provide background information about the current farm operations, 2) consider the decision-making criteria outlined in ALC Policy L-26^[1], and 3) provide specific recommendations concerning the residence at 17720 River Road.

1 Background Information

1.1 Farm Operation

The operation is an organic egg farm operating on 12.75 acres. The farm currently has about 8,000 birds and produces about 2,300,000 eggs per year, which are sold to Golden Valley Eggs and to the public at the Rabbit River Farms roadside stand. The farm has also diversified into producing strawberries and vegetables (cucumbers, red russian garlic, and squash) using organic management techniques, which are also sold primarily at the farm gate. The poultry in the existing operation are kept in a 16,000 square foot quonset which has been fitted with nest boxes, watering lines, ventilation air ducts, air conditioning system, feed tracks, and a manure-collecting conveyor belt (Figure 1). These are monitored by a computer, but in the event of any malfunctions with the above systems, an alarm is immediately sent to the farm worker on call who must be available 24/7 to respond. If a malfunction in any of the above systems was not dealt with in a timely manner, this could stop egg production by disrupting the chicken ovulation cycle, or lead to death of the hens.

The farm is currently being operated by three full-time employees: the owner, the owner's wife, and one full-time domestic employee. In addition, seasonal part-time workers are employed. Their daily responsibilities include: egg collection, inspection of the barn and birds, inspecting and running the manure conveyor belt, checking water and feed lines for clogs or leaks, night barn closings, and miscellaneous record-keeping. As mentioned above, the employee currently on duty is also responsible for repairing the barn systems in the event of a malfunction.

The parcel is classified as a farm under the BC Assessment Act. The operation is currently undergoing expansion: a new poultry barn is being built which will bring the total capacity of the operation from 8,000 birds to 14,000. This expansion began after the farm was allotted additional supply management quota for laying hens.

1. Agricultural Land Commission. *Policy L-26: Non-Adhering Residential Use Applications for Housing in the ALR*. URL: https://www.alc.gov.bc.ca/assets/alc/assets/legislation-and-regulation/policies/alc_policy_1-26_-_non-adhering_residential_use_applications.pdf.



(a) Poultry barn quonset.



(b) Inside of the poultry barn quonset.



(c) Feed hopper and feed conveyor mechanism.



(d) Manure belt mechanism.

Figure 1: Photos of the current poultry barn and poultry operation.

1.2 Farm Worker Residence

The farm has two residences on the property: a principal residence, including secondary suite, where the owner and his family live, and an additional pre-existing older residence which will be referred to as the “farm worker residence” (Figure 2). This letter is in reference to the farm worker residence.

The farm worker residence is currently occupied by a family of three, where the father and son perform farm work. The farm worker residence is planned to house full-time farm workers as long as the farm is running. The principle residence will continue to be occupied by the owner and his wife after they retire from operating the farm. The secondary suite will continue to be occupied by the daughter and future family when she takes over the farm operation.

The farm worker residence has 703 square feet of living space plus 520 square feet of garage which is used for storage of farm equipment. The residence is built on a concrete foundation with a crawlspace, and no basement. The residence adheres to City of Richmond setback requirements (the setback from the front lot line to the rear side of the farm home plate should not be more than 75 meters).^[2]



Figure 2: Farm worker residence at 17720 River Road.

2. City of Richmond. *BUILDING-28: Size Limitations and Farm Home Plate Requirements for Residential Developments in an AGI Zone*. July 11, 2025. URL: https://www.richmond.ca/__shared/assets/building-2847560.pdf.

2 Decision-Making Criteria from ALC Policy L-26

2.1 Has the scale and intensity of the farm operation exceeded the labour capacity of the owner? What is the rationale for (additional) farm labour requirements based on the agricultural operation?

The owner of the farm has expressed to Assisi Agrology that he believes the intensity of the farm operation has exceeded his labour capacity. The owner is 69 years old, and him and his wife plan to retire from the farm soon. The farm will be handed to his daughter to take over. Prior to this hand-off, the owner wishes to train his daughter and their full-time staff to manage the farm as he has done successfully for over 30 years. The owner hopes to hire additional full-time farm workers to help smooth the transition after he retires.

After the construction of the new barn has been completed and 6,000 additional birds are added to the flock, the owner and his wife will retire from their current roles. Consequently there will be a requirement for up to two additional farm workers to manage the additional livestock.

2.2 Is the total floor area necessary for farm use?

Yes. The current farm worker house provides enough space for the required amount of permanent full-time farm workers. The house can comfortably fit one family, which is the minimum floor space required to attract and house one to two domestic full-time farm workers, which are required for the farming operation.

2.3 Is there a clustering of non-agricultural uses to limit the fragmentation of ALR land?

Yes. The two residences are clustered in the north-west corner of the property. They are both positioned near River Road, and are both also next to the farm roads. Additionally, the farm-worker residence is positioned in the riparian area, which is an area that is not well suited for agricultural production. The farm worker residence at 17720 River Road is currently positioned perfectly to cluster non-agricultural uses.

2.4 Are there any commodity-specific reasons for the siting of the building?

Yes. The farm workers are required to live on or very close to the property because they must quickly respond to emergency break-downs in the poultry barn, otherwise production may be disrupted.

3 Recommendations

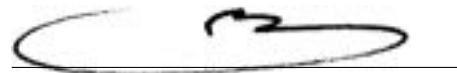
In addition to the above criteria, some other considerations present themselves:

1. The existing farm worker residence is required to support the farm operation and future growth.
2. If the farm worker residence is demolished, this increases the risk of degradation of the agricultural soils around the building footprint due to the side-effects of the demolition process itself (e.g. soil compaction by heavy equipment, or accidental deposition of construction debris into the soil).
3. Having the ability to provide farm worker accommodations is essential to the owner's strategy for attracting, training, and retaining full-time workers to the farm.
4. Additionally, providing housing to temporary foreign workers is a mandatory requirement of the Immigration Canada (IRCC) farm worker permit program. The farm employs domestic workers when available but also retains foreign workers under Immigration Canada's Foreign worker program when necessary.

Based on the criteria presented in section 2, as well as the additional considerations above, it is the professional recommendation of Assisi Agrology that the residence at 17720 River Road is not demolished or decommissioned, but rather kept as farm worker residence for Easterbrook Milling Company Ltd (producing organic eggs for the Rabbit River Farms brand which are sold to retail operations in BC, Alberta and the Territories).

If there are any questions about the statements and/or recommendations contained in this report, please contact the undersigned authors.

Sincerely,



Francis Durnin-Vermette, M.Sc., A.Ag.



Tishtaar Titina, M.Sc., P.Ag.



Address: 17720 River Road

File No.: RZ 25-015421/ AG 25-016791

Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10733, the developer is required to complete the following:

1. **(ALC Approval)** Agricultural Land Commission (ALC) Approval of the Non-Adhering Residential Use Application.
2. **(Building Permit Application*)** Apply for one or more Building Permits to address the existing unauthorized works within the building to the satisfaction of the Director, Building Approvals, including, but not limited to the following:
 - a) Enclosed patio wash machine area, including plumbing for the washing machine;
 - b) Removal of the wall between the utility room and kitchen;
 - c) Wood frame closet containing a hot water tank;
3. **(Modification of No Build Covenant)** Amend the existing No Build Covenant CA8395530 to permit the existing building to be maintained and repaired as may be required for the purposes of maintaining the building for farm labour accommodation purposes and together with the maintenance of the private watercourse crossing.
4. **(Discharge of Demolition Covenant)** Discharge of the Demolition Covenant CA8395527. Any bonding and/or securities secured via the covenant will be returned to the applicant.
5. **(Farm Labour Covenant)** 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 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 farm labour accommodation must be removed and restored to its original state; and
 - e) Costs of removal of the farm labour accommodation area and restoration to its original state are to be the responsibility of the property owner.
6. **(City Work Order)** At the developers cost, via City Work Order, design and construct/ install works as stipulated by Transportation and Engineering, including:
 - a) Storm Works:
 - (1) At Developers cost, the developer is required to:
 - (a) As per File Letter 6045-07-02 dated September 23, 2013, and section 7 of the City's Watercourse Protection and Crossing Bylaw 8441, replace the existing collapsed privately owned culvert crossing located at the northwest corner of the development site at the River Road frontage.
 - (b) A watercourse crossing permit is required for the removal and reinstatement of the existing collapsed privately owned culvert crossing located at the northwest corner of the development site. A watercourse crossing permit application shall be submitted to the City prior to the adoption of the Rezoning.
 - (2) The City will:
 - (a) Cost share 80% of the replacement of the existing collapsed private owned culvert crossing located at the northwest corner of the development site at River Road frontage. The cost sharing will be funded through the Development Coordinated Works (DCW).
 - b) General Items
 - (1) At Developer's cost, the Developer is required to:

- (a) Not encroach into City right-of-ways with any proposed trees, retaining walls, or other non-removable structures. Retaining walls proposed to encroach into right-of-ways must be reviewed by the City's Engineering Department.
- (b) Enter into, if required, additional legal agreements, as determined through 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, 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.

7. **(Fees)** Payment of all fees required for the giving of notice of Public Hearing consistent with the City's Consolidated Fees bylaw.

Prior to receiving occupancy of the new residential building associated with Development Permit (DP19-876647)

1. Schedule a Joint Inspection with Richmond Fire and Rescue and Building Approvals, and receive approval for a Building Check, Gas Check, and Plumbing Check.

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 Conditions on File)

Signed _____

Date _____



Regular Council
Monday, April 13, 2026

14. APPLICATION BY STEPHEN EASTERBROOK FOR AN AGRICULTURAL LAND RESERVE NON-ADHERING RESIDENTIAL USE AND REZONING AT 17720 RIVER ROAD FROM “AGRICULTURE (AG1)” ZONE TO “AGRICULTURE (AG3)” ZONE

(File Ref. No. 12-8060-20-010733, RZ 25-015421; 08-4105-20- AG 25-016791) (REDMS No. 8218100, 8253461, 8251407, 8368173)

- (1) *That the application by Stephen Easterbrook for an Agricultural Land Reserve Non-Adhering Residential Use to allow full-time farm labour accommodation at 17720 River Road be forwarded to the Agricultural Land Commission; and*
- (2) *That Richmond Zoning Bylaw 8500, Amendment Bylaw 10733, for the rezoning of 17720 River Road from “Agriculture (AG1)” zone to “Agriculture (AG3)” zone to permit full-time farm labour accommodation, be introduced and given first reading.*

ADOPTED ON CONSENT



**Richmond Zoning Bylaw 8500
Amendment Bylaw 10733 (RZ25-015421)
17720 River Road**

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. 004-962-796, Lot 14 Except: Part on SRW Plan 71683; Section 24 Block 5 North Range 5 West New Westminster District Plan 52095

2. Richmond Zoning Bylaw 8500 is amended by:
 - a) Inserting the following as a new Section 14.1.11.18 (Other Regulations) in the Agriculture (AG3) zone and renumbering accordingly:

“The following are **site-specific zone** regulations for the purposes of accommodating a an additional **principal dwelling unit** for full time farm labour accommodation, applicable only to the **lot** located at:

P.I.D. 004-962-796, Lot 14 Except: Part on SRW Plan 71683; Section 24 Block 5 North Range 5 West New Westminster District Plan 52095

- a) the **site** is zoned AG3;
- b) the **lot** is located in the Agricultural Land Reserve;
- c) the **lot** is designated for ‘agriculture’ in the General Land Use Map contained in the **Official Community Plan**;
- d) the **lot** is classified as ‘farm’ under *BC Assessment Act*;
- e) is subject to approval granted by the Agricultural Land Commission, in accordance with the *Agricultural Land Commission Act* (as amended);
- f) only one additional **principal dwelling unit** is permitted, subject to all regulations relating to **density**, minimum and maximum **yards**, and **height**;
- g) an additional **principal dwelling unit** used for full time farm labour accommodation shall not exceed 116.2 m²;
- h) an additional **principal dwelling unit** may be located further than 50.0 m but no more than 95.0 m from a constructed public **road abutting** the property;

- i) a **building** used for full time farm labour accommodation must adhere to all relevant components of the *Building Code* and the **City's** Building Regulation bylaw;
- j) a **lot** that contains a building used for full time farm labour accommodation is subject to inspections by the **City** during any 12-month period to ensure that occupation is in compliance with the regulations contained in this **zone**; and,
- k) if full time farm labour accommodation is no longer required for the **farm operation**, all **buildings** used for full time farm labour accommodation must be removed and the land restored to its original state.

3. This Bylaw may be cited as “**Richmond Zoning Bylaw 8500, Amendment Bylaw 10733**”.

FIRST READING

PUBLIC HEARING

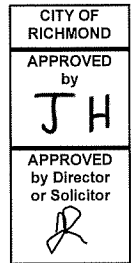
SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

ADOPTED

APR 13 2026



MAYOR

CORPORATE OFFICER



To: Planning Committee

Date: April 2, 2026

From: Joshua Reis,
Director, Development

File: ZT 26-004041

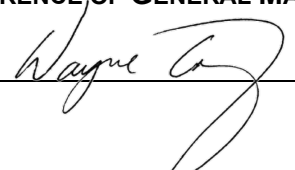
Re: Application by Corey Liu for a Zoning Text Amendment to the “Agriculture (AG1)” Zone to Permit a Greenhouse with Concrete Footings at 8200 Steveston Highway

Staff Recommendation

That Richmond Zoning Bylaw 8500, Amendment Bylaw 10747, for a Zoning Text Amendment to the “Agriculture (AG1)” zone to permit the development of a 936 m² greenhouse with concrete footings for agricultural purposes at 8200 Steveston Highway be introduced and given first reading.

Joshua Reis
Director, Development

JR:eh
Att. 7

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Transportation	<input checked="" type="checkbox"/>	
Engineering	<input checked="" type="checkbox"/>	



Public Notice is hereby given of a Regular Council Meeting for Public Hearings being held on:

Public Hearing Agenda

Tuesday, May 19, 2026 – 5:30 p.m.

**Council Chambers, 1st Floor
Richmond City Hall
6911 No. 3 Road
Richmond, BC V6Y 2C1**

OPENING STATEMENT

Page

- 1. **TEMPORARY COMMERCIAL USE PERMIT (TU 26-002761)**
(File Ref. No. TU 26-002761) (REDMS No. 8325309)

PH-4

See Page **PH-4** for full report

Location: 7791 Steveston Highway

Applicant: Leslie Gordon

Purpose: A Temporary Commercial Use Permit to allow second-hand retail as permitted use at 7791 Steveston Highway.

First Reading: April 13, 2026

Order of Business:

- 1. Presentation from the applicant.
- 2. Acknowledgement of written submissions received by the City Clerk since first reading.
- 3. Submissions from the floor.

Staff Report

Origin

Corey Liu, owner of 8200 Steveston Highway, has applied to the City of Richmond for a Zoning Text Amendment to the “Agriculture (AG1)” zone for the site at 8200 Steveston Highway to allow a 936 m² (10,075 ft²) greenhouse with soil flooring, permeable rubber mats for walking, and concrete footings. The proposed greenhouse will be used for growing herbs, vegetables, flowers, and potted plants and supporting overall agriculture production, including expanding the applicant’s existing 3.67-hectares farming operation, Jenny’s Garden Centre, located in Burnaby. The greenhouse requires concrete footings embedded into the natural soil surface for longevity and structural soundness. A location map and aerial photo are provided in Attachment 1.

In 2018, Council introduced new regulations to discourage the introduction of greenhouses with concrete floors and use of concrete generally. At that time, Council adopted Bylaw 9861 to amend the “Agriculture (AG1)” zone to add regulations for agricultural buildings and structures, and greenhouses to restrict the construction of concrete slabs or other impermeable structures and surfaces at or below the natural grade. As per the current AG1 zone, greenhouses used solely for supporting farm business are not permitted to have concrete construction, including concrete foundations and footings. At the time of Bylaw 9861 adoption, Council also implemented a “fast-track” application process for applicants proposing rezoning for greenhouses that propose a concrete floor of any size. This rezoning application has been subject to a fast-track review.

The subject site currently has no farm buildings or structures. The northern portion of the parcel is not cultivated and was recently lightly tilled to remove weedy vegetation. The southern portion of the parcel is leased to a farmer to produce potatoes and grains. The subject site has farm status as per BC Assessment.

Findings of Fact

A Development Application Data Sheet providing details about the development proposal is provided in Attachment 2.

Surrounding Development

To the North: Across Steveston Highway, a townhouse development on a lot zoned “Low Density Townhouses (RTL1)”.

To the South: A farm operation on a lot zoned “Agriculture (AG1)” and located in the Agricultural Land Reserve (ALR).

To the East: A farm operation on a lot zoned “Agriculture (AG1)” and located in the ALR.

To the West: A farm operation on a lot zoned “Agriculture (AG1)” and “Roadside Stand (CR)” and located in the ALR.

Related Policies & Studies

Official Community Plan

The subject site is located in the Agricultural Land Reserve (ALR) and designated “Agriculture” 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.

Food Security & Agricultural Advisory Committee

The proposal was reviewed by the Food Security and Agricultural Advisory Committee (FSAAC) at its meeting held on February 25, 2026. The application was endorsed unanimously. An excerpt from the February 25, 2026, FSAAC meeting minutes is provided in Attachment 3.

Public Consultation

In accordance with the City’s Early Public Notification Policy, notice of the development proposal was provided to residents within 100 m of the subject site. In addition, a rezoning sign has been installed on the subject site. As a result of the notification, staff received comments from Meadow View Council at 8311 Steveston Highway regarding the application which are provided in Attachment 4. Questions were related to privacy, height, traffic and the environment, and were addressed by staff. A phone call from a resident at 8426 Steveston Highway was also received, requesting general information about the proposed greenhouse.

Should the Planning Committee endorse this application and Council grant first 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

Farm Operation

The purpose of the subject Zoning Text Amendment application is to allow the construction of a 936 m² (10,075 ft²) polyethylene-polycarbonate greenhouse located within the northern portion of the subject site, with 40 square-base concrete piers embedded 1.2 m (4 ft) into the natural soil surface. The proposed greenhouse will be 36.6 m (120 ft) by 25.6 m (84 ft) in size, with a maximum height of 7.0 m (22.8 ft), in compliance with permitted heights in the “Agriculture (AG1)” zone as shown on the development plans in Attachment 5. The subject application is limited to the proposed greenhouse only, as this building would result in a cumulative lot coverage of more than 750 m² for structures using concrete.

Other proposed structures include a 368 m² (3,961 ft²) farm building for the purposes of honey extraction and farm storage, a 90 m² (969 ft²) roadside stand and a 130 m² (1,399 ft²) covered area for the purposes of conducting the sale of plants produced by the operator. These additional structures include concrete pads and foundations and are not part of this application as they comply with the City’s zoning regulations and will be reviewed as part of separate Building Permit

(BP) applications. A future farm home is located on the northwestern portion of the subject site and is not part of this application.

A gravelled staging area is also proposed, which would serve as an extension of the greenhouse operation, supporting the cultivation of fruit trees, shrubs, berry plants and larger potted perennials. It would also support customer parking adjacent to the proposed roadside stand.

The proposed greenhouse will be used for growing and storing herbs, vegetables, flowers, and potted plants. The total anticipated annual yield of the farm operation is approximately 40,000 potted plants, generated from both indoor and outdoor nursery operations. On-site inventory will be supported by the applicant's existing 3.67-hectares farming operation in Burnaby (Jenny's Garden Centre) by providing additional retail capacity during peak production. Inventory grown on-site will comprise of at least 50 per cent of the goods sold at the proposed roadside stand and covered area in compliance with Zoning Bylaw requirements and ALR regulations. Only the northern portion of the subject site is intended to be actively farmed by the property owner. The southern portion is leased to another farmer and will continue to be farmed separately.

A galvanized metal mesh fence is proposed around the northern portion of the subject site. The proposed agrarian compatible fencing materials are compliant with the Zoning Bylaw.

Impermeable and Permeable Surface

Current City regulations aim to promote soil-based farming by regulating the type of agricultural buildings and greenhouses and the amount of impermeable surfacing that can be constructed. The introduction of the prohibition on the use of concrete materials in 2018 had the intent of protecting high-quality soils used for soil-based agriculture.

The flooring of the proposed greenhouse will be soil based as is the standard requirement under the AG1 zone. A Statutory Declaration is required prior to the issuance of a BP to ensure the flooring remains soil based. This is included in the considerations associated with this application. Only the footings are proposed to be concrete, which would allow for a stable structure for year-round nursery stock production.

Gravel Use

The applicant proposes the use of gravel in the agricultural staging areas, parking lot, and loading area and have received approval to do so by the Agricultural Land Commission (ALC) via a Notice of Intent (NOI) application on January 14, 2026. The applicant's submitted Agrologist Report, provided in Attachment 6, identifies that gravel is an important medium for the growth of nursery style plants, as it reduces water pooling, lowers root disease risk, and supports worker and equipment access in wet conditions. Plant cultivation and nursery operations are recognized as farm uses under the ALCA and its associated regulations. The total approved volume of gravel to be placed is limited to 381.15 m³.

The applicant is currently seeking an amendment to the ALC's NOI approval for the subject site, to permit an increase in site grading beyond the approved 0.15 m. Should the ALC approve this change, the applicant will be required to submit a Drainage Plan and, if necessary, a Geotechnical Report prior to BP issuance.

Lighting and Heating

The applicant submitted an Agrologist Report which confirms that the greenhouse's polyethylene-polycarbonate material would provide sufficient natural light to support the proposed planting operations on site. The greenhouse is proposed to operate seasonally and may be closed during the winter months depending on plant material. During the winter months, plant material can be maintained under natural lighting and internal heating. As such, there are no plans to install artificial lighting for plant growth. A restrictive covenant will be registered on Title to prohibit the use of any artificial lighting within the greenhouse and to ensure any lighting required to meet health and safety standards under the BC Building Code are downward focused to minimize impact on neighbouring residential properties on Steveston Highway.

The greenhouse is proposed to be heated by three-unit heaters to maintain 21°C, with horizontal airflow fans to distribute heat evenly throughout the space.

Transportation and Site Access

Vehicular access to the subject site would be provided via a proposed new driveway on Steveston Highway that would be completed by City work order and constructed to City specifications. The new driveway would provide access to the on-site graveled parking and staging area and enable delivery and transportation of agricultural goods to and from the subject site. The use and extent of the gravel area have been approved by the ALC.

A total of 11 customer parking spaces are proposed, including one accessible parking space in compliance with the minimum parking requirements in the Zoning Bylaw. The parking spaces are located adjacent to the proposed roadside stand to support retail sales.

Site Servicing

Site servicing and frontage improvements are proposed to be completed via City work order prior to BP issuance. They include, but are not limited to:

- Construction of a new driveway on Steveston Highway to provide access to the subject site, including works to integrate the driveway with the existing street frontage; and
- New site service connections.

Financial Impact

None

Conclusion

The purpose of this Zoning Text Amendment application is to amend the "Agriculture Zone (AG1)" to permit the development of a 936 m² (10,075 ft²) greenhouse with concrete footings to support a farm operation at 8200 Steveston Highway.

The Zoning Text Amendment application complies with the land use designation and applicable policies contained within the OCP for the subject site.

The list of rezoning considerations is included in Attachment 7, which has been agreed to by the applicant (signed concurrence on file).

It is recommended that Richmond Zoning Bylaw 8500, Amendment Bylaw 10747 be introduced and given first reading.

A handwritten signature in black ink, appearing to read "Emily Huang". The signature is stylized and cursive.

Emily Huang
Planner 2 (Policy Planning)
(604-204-8631)

EH:cas

- Att. 1: Location Map
2: Development Application Data Sheet
3: Excerpt from the Meeting Minutes of the FSAAC (February 25, 2026)
4. Public Correspondence
5: Development Plans
6: Agrologist Report
7: Rezoning Considerations



City of Richmond



RZ 26-004041

Original Date: 02/03/26
Revision Date:

Note: Dimensions are in METRES



ZT 26-004041

Attachment 2

Address: 8200 Steveston Highway

Applicant: Corey Liu

Planning Area(s): Gilmore

	Existing	Proposed
Owner:	Corey Liu	No change
Site Size (m²):	2 hectares (4.96 acres)	No change
Land Uses:	Agriculture	No change
OCP Designation:	Agriculture (AGR)	No change
Zoning:	Agriculture (AG1)	No change

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Greenhouse Lot Coverage (% of lot area):	Max. 75 %	4.7%	none
Greenhouse Setbacks (m):	Front: Min. 7.5 m Rear: Min. 4.5 m Side: Min. 4.5 m	Front: 50.3 m Rear: 308.4 m Side: 20.8 m / 4.6 m	none
Height (m):	Max. 20 m	7 m	none



Food Security and Agricultural Advisory Committee (FSAAC)

Held Wednesday, February 25, 2026 (7:00 pm)
Teams Meeting

Rezoning (Zoning Text Amendment) Application (8200 Steveston Highway, ZT26-004041)

Emily Huang, Policy Planning, introduced the proposal and provided the following comments:

- In 2018, City of Richmond Council adopted a Bylaw to add regulations for greenhouses with concrete construction.
- As per the “Agriculture (AG1)” zone, greenhouses are not permitted to have concrete construction sunk into, at or below the natural grade of the site.
- A property owner may apply to build a greenhouse with concrete construction through a rezoning application.
- A “fast track” review process is applicable to these applications, given the applicant has provided farm status, which the applicant has provided.

The owner and applicant, Corey Liu, provided a presentation on the application identifying:

- The applicant owns the parcel, and is planning on expanding an existing farm operation located in Burnaby to Richmond. The entirety of the business plan includes a greenhouse to be used as a nursery, an agricultural building used for honey processing and storage for the farm business, and roadside stand to facilitate the sales of farm product.
- The greenhouse itself, which is the subject of the application, will function as a nursery. The greenhouse does not include any soil based agriculture, but is used as a staging area for plants prior to being sold at the roadside stand.
- Concrete footings are required for structural stability of the structure. There will not be any concrete flooring within the structure.

In response to questions from FSAAC members, the owner provided the following comments:

- There are currently no structures located on site. The roadside stand, agricultural building, and greenhouse are all new development.
- The farming operation is limited to the northern portion of the site. The southern portion of the parcel will continue to be leased to a farmer currently leasing and farming the land.
- The owner feels that the site is uniquely situated away from other nurseries, and the location of the site will benefit the operation.

The Committee passed the following motion:

That the Food Security and Agricultural Advisory Committee endorse the proposal for a Rezoning (Zoning Text Amendment) application at 8200 Steveston Highway

Carried Unanimously

From: [DevApps](#)
To: [Huang,Emily](#)
Cc: [DevApps](#)
Subject: FW: File #ZT 26-004041 – 8200 Steveston Highway, Richmond, BC
Date: Monday, March 2, 2026 9:18:19 AM

Good morning Emily,

Please see the email below re **ZT 26-004041** at 8200 Steveston Highway and respond at your earliest convenience.

Thanks,

Abdul Abdi
Development Applications
T: 604-276-4375

From: MEADOW VIEW <meadowviewrichmond@gmail.com>
Sent: Sunday, March 1, 2026 9:55 PM
To: DevApps <DevApps@richmond.ca>
Cc: [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
Subject: File #ZT 26-004041 – 8200 Steveston Highway, Richmond, BC

You don't often get email from meadowviewrichmond@gmail.com. [Learn why this is important](#)

City of Richmond Security Warning: This email was sent from an external source outside the City. Please do not click or open attachments unless you recognize the source of this email and the content is safe..

Dear Emily Huang,

Re: File #ZT 26-004041 – 8200 Steveston Highway, Richmond, BC

We are writing on behalf of the residents of the complex at 8311 Steveston Highway, Richmond, BC, regarding the development application for the proposed greenhouse construction with concrete structures at 8200 Steveston Highway, fronting our complex.

We would like to raise the following concerns for your consideration:

1. Privacy impacts on adjacent residents
2. Height of the proposed structures and effect on light and views

3. Pest management
4. Waste and garbage management
5. Traffic congestion and safe access to our complex

Application Discrepancies

The description on the application states that "the City of Richmond has received a zoning text amendment for the purpose of expanding a nursery that requires concrete piles for greenhouse." However, there has never been a greenhouse in existence on the property. The question of expanding with concrete piles is questionable to the scope of the application.

Legal and Regulatory Concerns

The proposed infrastructure exceeds typical agricultural scope and may constitute non-farm use. BC's ALR regulations require approval for developments beyond standard farming, which is absent in this application. No existing greenhouses are on-site; thus, claims of expansion are unfounded. Approving this could undermine ALR protections.

Concrete Piles

Use of concrete piles on farmland contravenes ALR regulations and could impair future agricultural use, violating policies to preserve farmland from non-agricultural structures.

Environmental Implications

Construction and infrastructural development pose potential risks, including soil erosion, water runoff contamination, and habitat disruption. The current submission does not include comprehensive environmental impact assessments or mitigation strategies, raising concerns regarding long-term ecological integrity.

Land Use and Zoning Compliance

The land is designated for agricultural and rural use under municipal zoning bylaws. The proposed development conflicts with these designations.

Community and Ecological Concerns

- Infringement on neighboring residents' privacy and visual amenity
- Elevated risks of pests and plant diseases without robust biosecurity protocols

- Insufficient waste and wastewater management plans, with potential for environmental pollution
- Increased traffic and infrastructure demands, potentially compromising safety and road integrity

In light of these concerns, we strongly urge the City of Richmond to deny the application. We further request strict enforcement of land use, zoning, and environmental regulations to protect Richmond's valuable agricultural lands, ecosystems, and community interests.

Thank you for your attention to this matter.

Sincerely,
Meadow View Council
8311 Steveston Highway
Richmond, BC

From: [MEADOW VIEW](#)
To: [Huang,Emily](#)
Cc: [REDACTED]
Subject: Re: 8200 Steveston Highway - Response to Concerns
Date: Thursday, March 12, 2026 10:49:58 AM

City of Richmond Security Warning: This email was sent from an external source outside the City. Please do not click or open attachments unless you recognize the source of this email and the content is safe..

Dear Ms. Huang,

Thank you for your comprehensive response. We trust the City of Richmond will fulfill its fiduciary duty by ensuring all development proposals adhere to applicable laws, bylaws, and regulations.

Sincerely,
Meadow View Council

On Mon, Mar 9, 2026 at 12:22 PM Huang,Emily <EHuang@richmond.ca> wrote:

Hello Meadow View Council,

Thank you for sharing your concerns regarding the proposed greenhouse development at 8200 Steveston Highway. Please see responses to your comments below in **orange**.

We are writing on behalf of the residents of the complex at 8311 Steveston Highway, Richmond, BC, regarding the development application for the proposed greenhouse construction with concrete structures at 8200 Steveston Highway, fronting our complex.

We would like to raise the following concerns for your consideration:

1. Privacy impacts on adjacent residents: **The farm would operate from 9am to 6pm so there would be minimal disruption during working hours. The proposed greenhouse will not use lights, so there will be no light pollution at night that might disturb surrounding properties. The application is also compliant to the Zoning Bylaw regulation to ensure it does not impact surrounding properties.**
2. Height of the proposed structures and effect on light and views: **The proposed greenhouse height has been reviewed by staff and is compliant with the Zoning Bylaw. The proposed greenhouse would be constructed with material that allows natural light to seep through, diminishing the visual impact.**
3. Pest management: **The farm operation spray would only be used inside the greenhouse, only when necessary. All spraying activities comply with provincial spray-management regulations and are carried out by a certified individual.**
4. Waste and garbage management: **Organic waste would be composted, and garbage would be collected in a bin and picked up by a private waste hauler.**
5. Traffic congestion and safe access to our complex: **See traffic response below under "Increased traffic and infrastructure demands, potentially compromising safety and road integrity:"**

Application Discrepancies

The description on the application states that "the City of Richmond has received a zoning text amendment for the purpose of expanding a nursery that requires concrete piles for greenhouse." However, there has never been a greenhouse in existence on the property. The question of expanding with concrete piles is questionable to the scope of the application.

The current property has no existing farm buildings and structures. The proposed greenhouse would be for a new development, however, it would be for an expansion of their existing farm operation currently located in Burnaby. I can see how "expanding a nursery" is misleading.

Legal and Regulatory Concerns

The proposed infrastructure exceeds typical agricultural scope and may constitute non-farm use. BC's ALR regulations require approval for developments beyond standard farming, which is absent in this application. No existing greenhouses are on-site; thus, claims of expansion are unfounded. Approving this could undermine ALR protections.

The proposed application is compliant with the AG1 Zoning Bylaw and has been reviewed and approved by the Agricultural Land Commission (ALC). The ALC's approval of fill to be deposited in association with the application, identify that nurse operations are farm uses under the ALC Act and its regulations. We appreciate your comments but can clarify that this application would not require a non-farm use application.

Concrete Piles

Use of concrete piles on farmland contravenes ALR regulations and could impair future agricultural use, violating policies to preserve farmland from non-agricultural structures.

The ALC's regulations do not prohibit the use of concrete piles, and this application is stemming from City requirements to restrict concrete piles without going through a RZ application. The City's regulations aim to protect farmland by limiting impermeable surfaces such as concrete. In 2018, Council made amendments to the AGI zone to prohibit concrete slabs, hard surfacing, or other impermeable structures at or below natural grade for farm-use greenhouses. This helps ensure soils remain viable for future agricultural use.

If a property owner wishes to construct a greenhouse with concrete slabs or footings, they must apply for a rezoning (zoning text amendment). These applications, such as the proposed application at 8200 Steveston Highway, follow a Council approval process.

Environmental Implications

Construction and infrastructural development pose potential risks, including soil erosion, water runoff contamination, and habitat disruption. The current submission does not include comprehensive environmental impact assessments or mitigation strategies, raising concerns regarding long-term ecological integrity.

Drainage issues have been assessed, and due to the limited amount of fill being proposed, there are no concerns at this time. The City does prioritize retaining and enhancing habitat, through Environmentally Sensitive Area designations. However, this site is not designated as an Environmentally Sensitive Area. Comprehensive environmental impact assessments would not be required for these types of applications.

Land Use and Zoning Compliance

The land is designated for agricultural and rural use under municipal zoning bylaws. The proposed development conflicts with these designations.

The proposed greenhouse is used for farm operations such as growing nursery plants which is consistent with the Agriculture land use designation, and the use has been approved by the ALC.

Community and Ecological Concerns

- Infringement on neighboring residents' privacy and visual amenity: The proposed greenhouse is compliant with the AG1 Zoning Bylaw requirements to ensure privacy to neighbouring properties. The property owner also operates another nursery in Burnaby and have good reputation with the neighbours.
- Elevated risks of pests and plant diseases without robust biosecurity protocols: To operate the farm, nursery, biosecurity and pest management protocols are integral to the operation.
- Insufficient waste and wastewater management plans, with potential for environmental pollution: The farm operation is required to comply with all applicable environmental regulations under both provincial and municipal legislation.
- Increased traffic and infrastructure demands, potentially compromising safety and road integrity: The proposed development is not anticipated to generate significant

traffic or cause notable increases to traffic volumes on Steveston Highway. The proposed driveway to the development will be offset from the existing driveways accessing 8311 Steveston Highway by approximately 60 meters and impact to existing access is not anticipated.

In light of these concerns, we strongly urge the City of Richmond to deny the application. We further request strict enforcement of land use, zoning, and environmental regulations to protect Richmond's valuable agricultural lands, ecosystems, and community interests.

Thank you for your attention to this matter.

We thank you for your time and considerations bringing these matters to our attention. We would like to re-iterate that the application complies with ALC and City designations for Agriculture, complies with the Zoning Bylaw, is not regulated through any Environmentally Sensitive Area designation, drainage and fill requirements have been reviewed and determined to not be an issue based on the limited fill being proposed. The Transportation department has also reviewed the application and do not have concerns for the development as it relates to our road infrastructure.

Emily Huang, RPP, MCIP

Policy Planner | Planning & Development

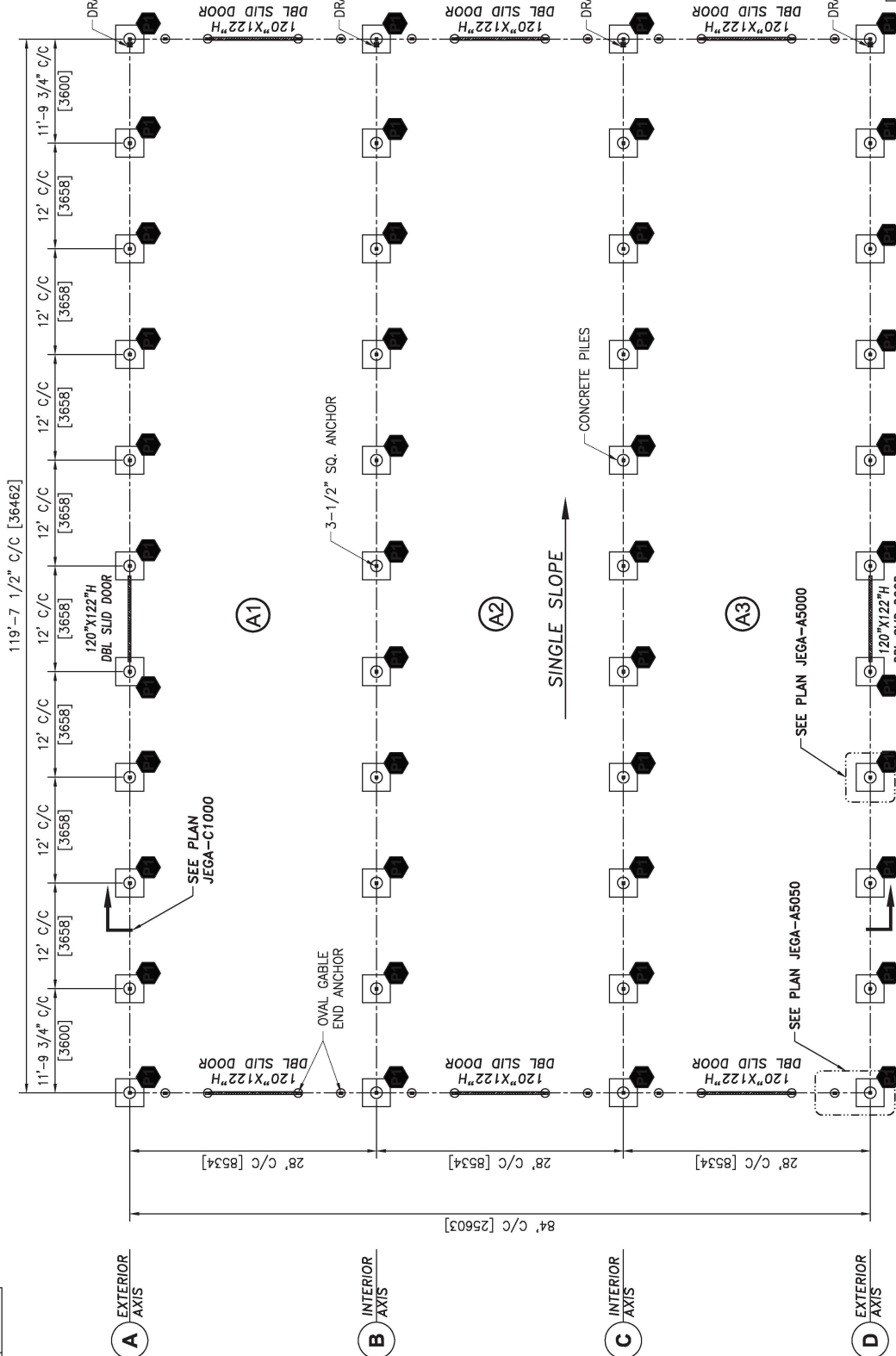
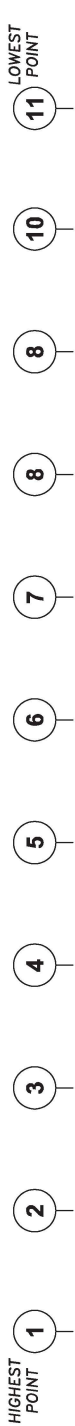
City of Richmond

604-204-8631 | ehuang@richmond.ca

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NOTE 1
TO OBTAIN APPROPRIATE DIMENSIONS OF THE FOUNDATION, SEE TABLE OF THEORETICAL DEADWEIGHT CAPACITY OF SOIL. SEE PLAN JEGA-A700

NOTE 2
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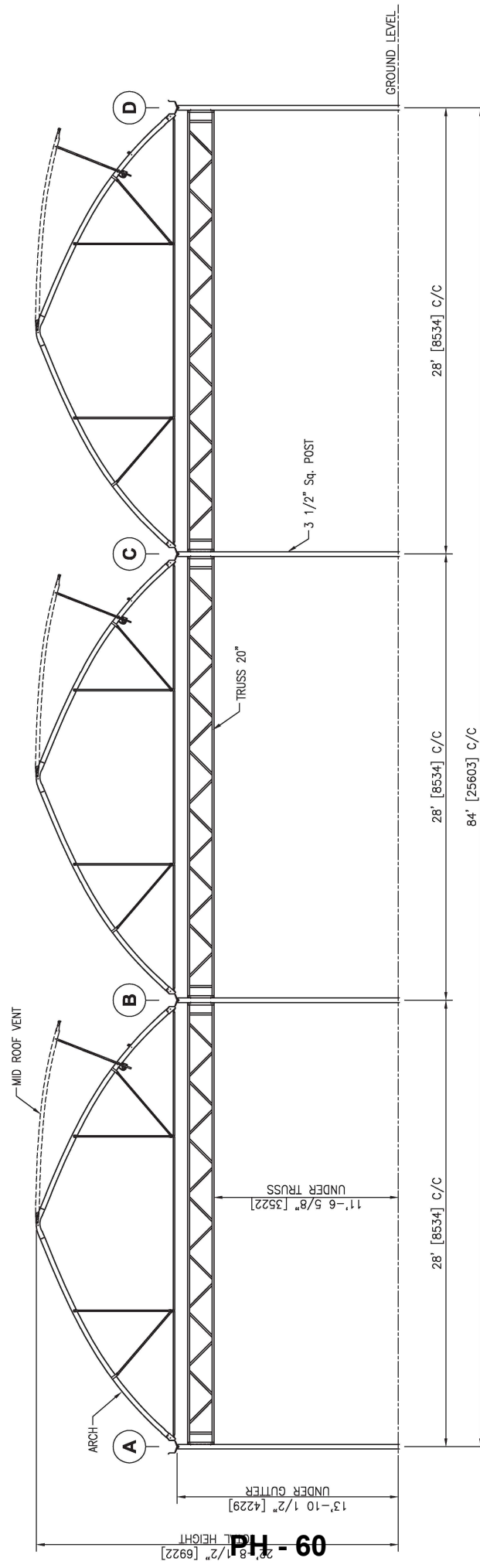
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 14' UNDER GUTTER
 PLAN: JEGA-A1000

HARNOLD
 Tel: (450) 756-1041 1-888-427-6647
 Fax: (450) 756-8389

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APPROVED BY:		SCALE: N.T.S.	

Permit to practice no 1001569

Structural
 2026-03-12



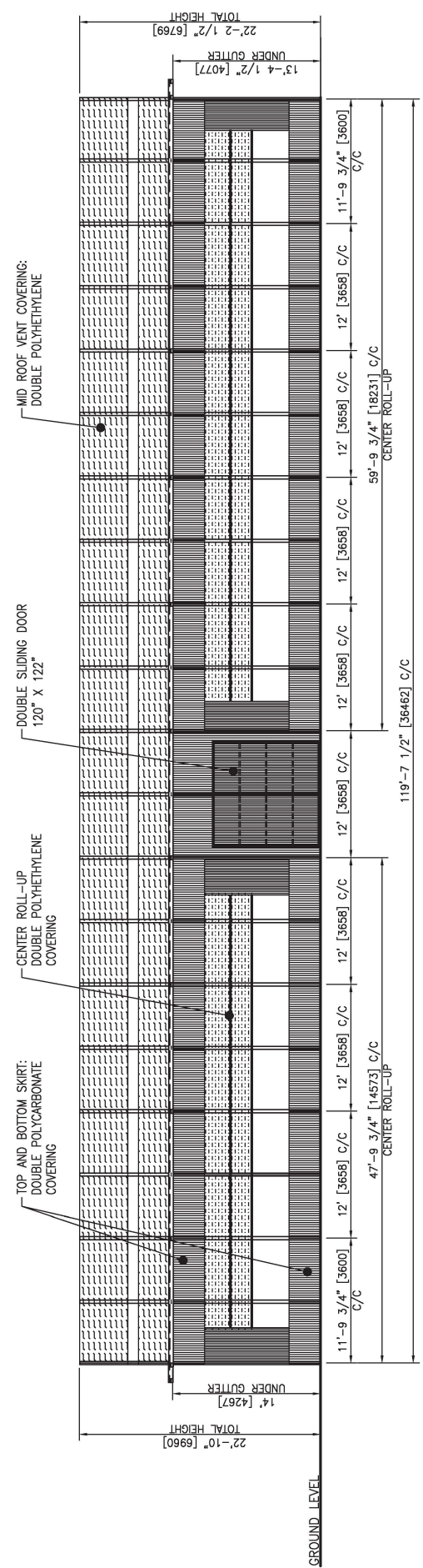
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APPROVED BY: -			
DATE: 2026-02-18			
SCALE: N.T.S.			
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STAMP: Permit to practice no 1001568

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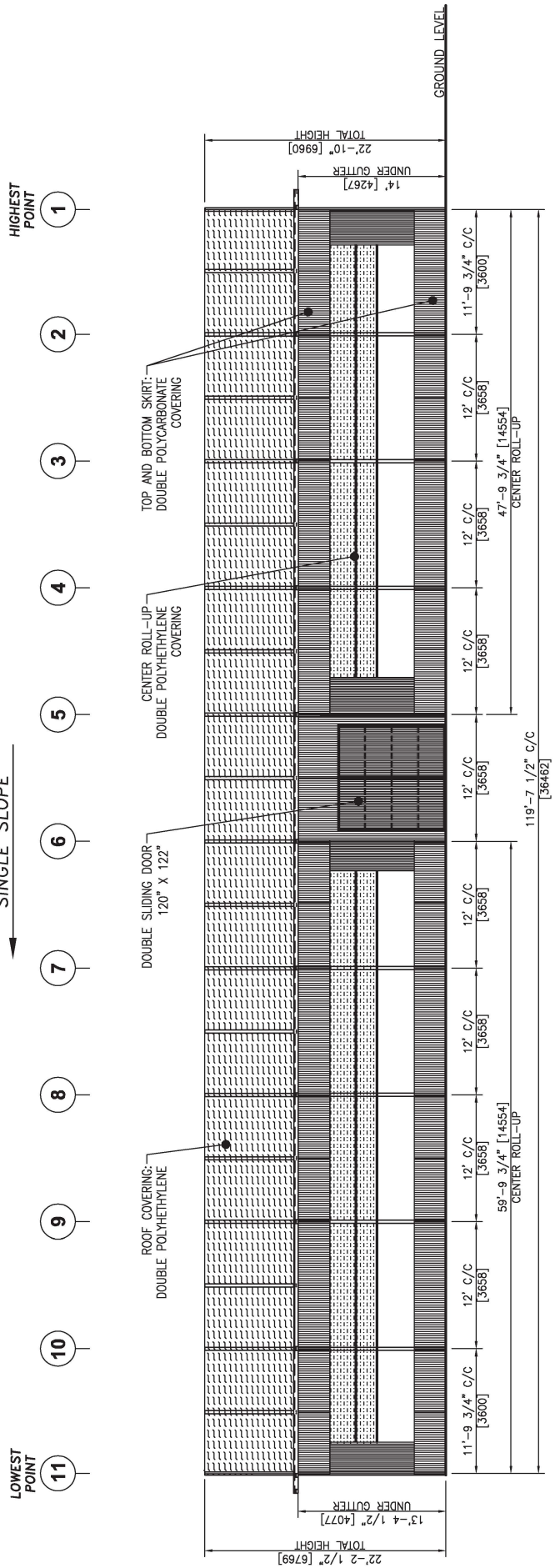
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JENNY'S GARDEN CENTRE			
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Permit to practice no 1001568



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				PLAN: JENNY'S GARDEN CENTRE	
				JEGA-D1005	





Agricultural Farm Plan Report 8200 Steveston Highway, Richmond, BC

Prepared for: Corey Liu

REV D.3

March 23, 2026

Document title	McTavish Agricultural Farm Plan Report 8200 Steveston Highway, Richmond, BC
Document subtitle	Prepared for: Corey Liu
Date	March 23, 2026
Version	D.3

Document History

Version	Date	Author	Comments
0.1	March 13, 2025	Franco Lopez Campomanes	Initial draft
0.2	March 14, 2025	Bruce McTavish	Internal Review
A.1	March 20, 2025	Franco Lopez Campomanes	Issued for Client Review (Draft)
B.1	March 28, 2025	Franco Lopez Campomanes	Reviewed based on Client comments, Issued for Client Review
C.1	June 6, 2025	Franco Lopez Campomanes	Re-Issued for Client Review
C.2	August 14, 2025	Franco Lopez Campomanes	Issued for Client Use
D.1	March 4, 2026	Franco Lopez Campomanes	Re-Issued for Client Use based on 2026 updates to Site Plan
D.2	March 18, 2026	Franco Lopez Campomanes	Re-Issued for Client Use based on 2026 updates to Site Plan
D.3	March 23, 2026	Franco Lopez Campomanes	Re-Issued for Client Use based on March 23, 2026 updates to Site Plan



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EXECUTIVE SUMMARY

McTavish has developed this Farm Plan based on the 2024 agricultural capability assessment, the proposed agricultural development at 8200 Steveston Highway, Richmond (the Site), and the City of Richmond's regulatory requirements. The purpose of this document is to provide the city with an overview of the proposed agricultural activities and a clear rationale for the import of surface gravel necessary for the outdoor container-nursery operation.

The Client, owner of Jenny's Garden Centre LTD, has operated a successful 3.67-ha nursery business at 4888 Marine Drive, Burnaby (PID 004-413-318), for the past 20 years. The Client is seeking to expand their nursery operations to the Site, where they will establish a container-nursery and apiculture (beekeeping) operation. Currently, there are three active nurseries in the southern portion of Richmond with similar business models, but none within a 3-km radius of the Site. Expanding local nurseries strengthens Richmond's agricultural sector by increasing the availability of high-quality plants and essential horticultural products for farms, home gardeners, and some commercial nurseries.

Gravel is an industry-standard surface treatment for container-nursery operations, improving site conditions by enhancing drainage, stabilizing soil, and providing a durable, all-weather working surface. It prevents water pooling, reducing the risk of root diseases, while also facilitating the movement of workers and equipment, particularly in wet conditions (McTavish, 2003; BC Ministry of Agriculture, 2015). Additionally, gravel suppresses weed growth and minimizes soil-borne pests, reducing maintenance requirements and improving plant health (McTavish, 2003). The BC nursery production guide specifically recommends gravel surfaces for container-nursery operations, as they promote rapid drainage away from the base of containers while providing a clean, weed-free growing environment (BC Ministry of Agriculture, 2017).

The Client proposes to develop 0.37 ha (18.5%) of the northern portion of the Site for nursery and apiculture activities, including facilities for honey extraction, produce sales, storage, and greenhouse cultivation. To support these operations, 15 cm of surface gravel will be imported and applied across 2,221 m² of the Site, with approximately 1,441 m² designated for staging and growing areas for potted plants and 780 m² allocated for vehicle access and parking. To prevent soil admixing, a geotextile fabric will be placed over the native topsoil before the imported gravel is applied. Since the proposed gravel import exceeds 50 m³, a *Soil and Fill Notice of Intent* must be submitted to the Agricultural Land Commission (ALC).

The Client plans to construct a roadside farm stand in 2026 to facilitate direct-to-consumer sales. During the initial year, before full on-site production is established, the Client intends to sell plants from Jenny's Garden Centre LTD at the Site. Per Section 11(3) of the *Agricultural Land Reserve Use Regulation*, at least 50% of the farm stand's retail space must be dedicated to selling farm products grown either on-site or by an agricultural association to which the landowner belongs (BC Ministry of Agriculture, 2019). As the Client is the owner of the Site and has been operating Jenny's Garden Centre LTD for the last two decades, he would be eligible to sell products from this business on the Site's farmstand. In 2024, Jenny's Garden Centre LTD produced approximately 30,000 flats of starter plants and 10,000 baskets and potted plants, out of which 20% remained unsold and was discarded. This surplus inventory of approximately 6,000 flats and 2,000 potted plants would be sufficient to stock at least 50% of the farm stand's retail space (44.5 m²) in 2025. The Client is aware of this regulatory threshold and is committed to ensuring compliance.

Once full production is underway at the Site, the farm stand and covered area (a combined 220 m²) will primarily be used to sell nursery stock, honey, and vegetables produced on-site. With an anticipated annual yield of over 40,000 potted plants from indoor and outdoor nursery operations, on-site inventory will be more than sufficient to meet ALR retail sales requirements, occupying at least 50% of the farm stand and covered area (110 m²) year-round. The Client's nursery in Burnaby (3.67 ha) will support the broader farm operation by providing additional retail capacity during peak production, while infrastructure at the Site may be used for shared processing, storage, and equipment servicing for both locations.



1. INTRODUCTION

McTavish Resource & Management Consultants Ltd. (McTavish) was retained by Corey Liu (the “Client”) to develop a farm plan for the property located at 8200 Steveston Highway, Richmond, BC (PID 000-511-048, the “Site”). McTavish conducted an agricultural capability assessment, which was reviewed by the City of Richmond (the “City”) in December 2024. Following the review, the City requested additional details on the farm plan.

This report outlines the agricultural farm plan for the Site as required by the City of Richmond. This plan is based on the Client’s proposed nursery production and apiculture activities.

2. METHODOLOGY

Based on the data collected during the 2024 agricultural capability assessment, McTavish has developed the farm plan in accordance with the Farm Plan requirements outlined by the City of Richmond. These requirements include the following:

- Site plan, description, and legal description
- Zoning and current land use
- Soils Description and Unimproved Agricultural Capability
- Soil Management Rationale/Improved Agricultural Capability
- Recommended Agricultural Uses and Suitable Crops
- Proposed Agricultural Plan, including:
 - Drainage Requirements/Rationale
 - Irrigation Requirements/Rationale and Water Sources
 - Proposed Agricultural Operator
 - Proposed Farm Access
- Proposed Site Plan which includes:
 - Proposed planting plan (agriculture types, locations, and improvements such as roads, driveways, drainage, irrigation;
 - the location of any houses, existing or proposed, and the Farm Home Plate in accordance with the Zoning Bylaw; and,
 - the location of the existing environmentally sensitive areas.
- Agricultural Improvement Cost Estimate (including material costs, drainage costs, irrigation costs and installation costs)
- Project Income Statement (5-10 years)



3. SITE DESCRIPTION AND LAND USE

The 2.0-ha Site is zoned AG1 – Agricultural and is located within the BC Agricultural Land Reserve (ALR) and is therefore subject to the *Agricultural Land Commission Act* (2002) and its associated regulations. The specific parcel characteristics of the Site are described in **Table 1-1** (City of Richmond, 2024). An overview map of the Site and surrounding areas is provided in **Figure 1-1**.

Table 3-1 Summary of Site Parcel Characteristics

Parcel	Address	PID	Zoning	Legal Description	Area (ha)
1	8200 Steveston Highway, Richmond, BC	000-511-048	AG1 - Agricultural	LOT 2 SEC 4 BLK 3N RG 6W PL NWP3840 LOT 2, BLOCK 3N, PLAN NWP3840, SECTION 4, RANGE 6W, NEW WESTMINSTER LAND DISTRICT, EXCEPT PLAN BYLAW 7 9687	2.0

Note: Information retrieved from City of Richmond (2024). Site area is approximately to the nearest tenth of a hectare.

The Site is bordered by Steveston Highway to the north, and agricultural parcels to the east, south and west (**Figure 3-1**). The Site does not have a vehicle access/egress point to Steveston Highway. Vehicle access into the Site is via the neighbouring parcel to the west; 8040 Steveston Highway. This adjacent property has three separate farm access roads which connect to Number 3 Road. The Site is cultivated as two large forage fields with the neighbouring parcel to the west; 8040 Steveston Highway, and a portion of the parcel to the east, 8340 Steveston Highway. The Site is divided centrally by an east-to-west agricultural ditch which divides the Site into two fields each approximately 1.0 ha in size.

A review of available imagery indicates that the Site has been cultivated with the neighbouring parcels to the west and east since at least 2000, with annual forage as the predominant land use with exception of a period of mix-vegetable production between 2009-2014 (Google Earth 2024). Mapping indicates that the topography of the Site features a nearly level terrain with elevations ranging from 1 to 2 meters above sea level (Lidar BC, 2016).

Adjacent land use to the Site includes agricultural properties to the south, east and west ranging in size from 1.0 ha to 28.2 ha, and residential properties to the north. The neighbouring farms are predominantly in forage, berry, mix-vegetable, and nursery production systems.




3.2 Site observations December 2024

The 2024 field assessment confirmed the lack of Site access via Steveston Highway and verified the use of 8040 Steveston Highway for vehicle access into the Site. Within the Site, there was no access between the two field across the central agricultural ditch; however, an access crossing between the two fields is available from the property to the east. The central agricultural ditch was vegetated and featured well established Himalayan blackberry.

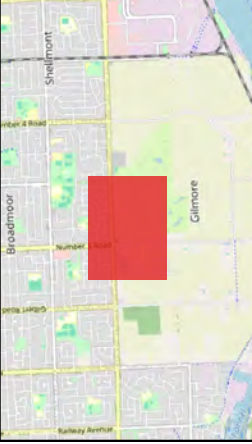
At the time of the field assessment, the north field was not under cultivation and was dominated by weedy vegetation, including pineapple weed, lamb’s quarters, and field mustard. The southern field was being managed as a single parcel with the neighbouring parcel to the west and east. Topsoil in the southern field had been plowed with no subsequent tillage or planting observed. Soil conditions in the south field were saturated at the time of the field assessment and multiple areas with standing water at or near the surface were observed.



LEGEND

-  Project Parcel (the Site)
-  Adjacent Property Boundaries
-  Agricultural Land Reserve (ALR)

LOCATION OVERVIEW



0 0.1 0.2 km

Scale: 1:5000
Spatial Reference: NAD83 / BC Albers

Project ID: 2024-0021-AG
Project Description: 8200 Steveston Hwy
Created By: F.L.
Date: 2025-03-14

FIGURE 3-1 SITE OVERVIEW MAP



4. SOILS AND AGRICULTURAL CAPABILITY

4.1 Summary of Field Assessment

McTavish carried out a field investigation to determine the soil series and agricultural capability of the Site in December 2024. A summary of the results of the soil investigation and review of provincially mapped soils and agricultural capability ratings are provided in **Table 4-1**. A map delineating the published and revised agricultural capability polygons and their respective ratings is provided in **Figure 4-1**. The report named *Agricultural Capability Report 8200 Steveston Highway, Richmond, BC* contains more detailed information regarding the revised soils and agricultural capability of the Site.

The findings from the McTavish soil survey and field assessment indicated that there were minor variations with the agricultural capability mapping. Therefore, minor revisions relating to the subclasses and their geospatial extent were completed. The Site consists of mineral soils classified as Class 3 and 4, primarily limited by excess water during certain times of the year. Based on the field assessment, these soils can be improved to Class 2, reducing the impact of excess water and expanding the range of crops suitable for soil-bound agriculture through the following recommendations:

- **Drainage:** The key management priority for this Site is enhancing drainage, as it sits in a low-lying area with poorly drained soils. Effective drainage requires the installation of subsurface drain lines at a sufficient depth to remove excess water from the root zone. This would require the installation of subsurface drain lines and relies on access to drainage infrastructure and suitable outlets.
- **Increasing topsoil depth:** The southern field shows signs of topsoil mixing with the subsoil due to historical farming practices (e.g., tillage) on shallow A horizons. Adding topsoil would improve soil quality, reduce the risk of tilling saturated soils, and support a broader range of crops. This recommendation would be most effective when implemented alongside drainage improvements to optimize soil conditions.

4.2 Recommended Agricultural Uses and Crop Suitability

The Site is currently managed in conjunction with the neighboring parcels and is primarily used for annual forage production. With the recommended land improvements mentioned above, the conditions on Site could support the production of annual legumes, blueberries, cole crops, corn, perennial forage crops, and shallow rooted annual vegetables (except celery) (Bertrand et al. 1991). The Site has approximately 2.0 ha (4.94 acres) of land that could be farmed. This size of parcel would be suitable for a:

- Market garden production
- Small scale organic Blueberry farm.
- Mixed vegetable production using raised beds.

The establishment and commercial production of the suited crops on the Site depends on the successful installation of sub-surface drainage and access to appropriate outlets. If subsurface drainage installation is not feasible, the Site can also be used for non-soil bound agriculture. Potential non-soil bound agriculture uses include:

- Outdoor container nurseries
- Indoor production of vegetables (greenhouses)
- Apiculture
- Mushroom farming



Table 4-1 Summary of Published and Revised Soil and Agricultural Capability in the Site

Polygon	Published					Assessed				
	Soil Series	Unimproved Capability Rating (CC)	Improved Capability Rating (IC)	Area of Site (ha)	Soil Pits	Soil Classification	Unimproved Capability Rating (CC)	Improved Capability Rating (IC)	Area of Site (ha)	Capability Rating Revision
1	⁷ Crescent ³ Westham	⁷ 3W	⁵ 1 ³ 2WN ² 2T	1.6	1, 2 Scratch pits 1, 2, 3	Orthic Humic Gleysol	3W	2W	0.9	<ul style="list-style-type: none"> Removal of N and T subclass Refined polygon extent
		³ 4W					4W	0.7	<ul style="list-style-type: none"> Removal of N and T subclass Refined polygon extent 	
2	Westham	4W	2WN	0.4	3	Orthic Humic Gleysol	3W	2W	0.4	<ul style="list-style-type: none"> Removal of N subclass

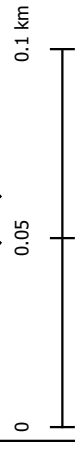
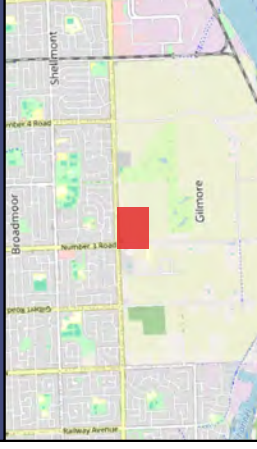
Note: Superscript numbers represent proportion of polygon out of 10. Published unimproved and improved ratings are from BC SIFT (Province of BC 2018).



LEGEND

- ▭ Project Parcel (the Site)
- Detailed Soil Pits (DSP)
- Scratch Pits (SP)
- BC Agricultural Capability Mapping
- Assessed Agricultural Capability
 - Orthic Humic Gleysol
 - Rego Humic Gleysol

LOCATION OVERVIEW



Scale: 1:2000

Spatial Reference: NAD83 / BC Albers

Project ID: 2024-0021-AG
Project Description: 8200 Steveston Hwy
Created By: F.L.
Date: 2025-03-14

**FIGURE 4-1 ASSESSED
AGRICULTURAL CAPABILITY MAP**



5. PROPOSED AGRICULTURAL DEVELOPMENT

The Client operates Jenny's Garden Centre LTD, a nursery business that has been in operation on a 3.67-ha parcel at 4888 Marine Drive, Burnaby (PID 004-413-318), for the past 20 years. The Client is seeking to expand their nursery operations to the Site, where he will establish a container-nursery and apiculture (beekeeping) operation. Currently, there are three active nurseries in the southern portion of Richmond with similar operations to Jenny's Garden Centre, but none within a 3-km radius of the Site. Expanding local nurseries supports Richmond's agricultural sector by supplying high-quality plants, and essential horticultural products for farms, home gardeners, and commercial nurseries.

5.1 Rationale for Surface Gravel and Farm Building Areas

The Client proposes to develop 0.37 ha (18.5%) of the northern portion of the Site for nursery and apiculture activities, including facilities for honey extraction, produce sales, storage, and greenhouse plants. The proposed development area also includes a gravel staging and growing area for potted plants, an access road, and a parking lot. Details of the proposed development are provided in **Table 5-1**. Detailed and overview maps of the proposed development are provided in **Figures 5-3** and **5-4**.

The main agricultural use of the development area will be for a nursery operation, which requires the import of dust-free surface gravel. Gravel is an industry-standard surface treatment for container-nursery operations, improving site conditions by enhancing drainage, stabilizing soil, and providing a durable, all-weather working surface. It prevents water pooling, reducing the risk of root diseases, while also facilitating the movement of workers and equipment, particularly in wet conditions (McTavish, 2003; BC Ministry of Agriculture, 2015). Additionally, gravel suppresses weed growth and minimizes soil-borne pests, reducing maintenance requirements and improving plant health (McTavish, 2003). The BC nursery production guide specifically recommends gravel surfaces for container-nursery operations, as they promote rapid drainage away from the base of containers while providing a clean, weed-free growing environment (BC Ministry of Agriculture, 2017).



Figure 5-1 Example of outdoor container nursery at Salt Spring Island, BC.





Figure 5-2 Examples of gravel beds in outdoor container nursery included in the Canadian Nursery Crop Profile for Container Production (McTavish 2003).

To further enhance agricultural productivity, the Client plans to construct a permanent polyethylene-polycarbonate greenhouse with concrete footings, providing a stable structure for year-round nursery stock production. This facility will serve as the indoor nursery operation, optimizing growing conditions while supporting the long-term agricultural use of the Site. Additional farm buildings, including a processing facility, roadside stand, and covered area, will support nursery and apiculture operations by providing space for honey extraction, equipment storage, and product display and sales.

Based on the proposed development plan, approximately 333 m³ of surface gravel will be required. Since this exceeds 50 m³ and the Site is located within the Agricultural Land Reserve (ALR), a *Soil and Fill Notice of Intent* application must be submitted to the Agricultural Land Commission (ALC). The breakdown of approximate gravel volume¹ proposed is outlined below:

- Agricultural staging areas (outdoor nursery): 216 m³
- Parking lot, access road, loading zone: 117 m³

The total volume of imported gravel proposed for the agricultural development at the Site should be included in the Notice of Intent. Supporting documents² for the application must include a Site Plan/Proposal Sketch and a Detailed Building Plan. Additionally, McTavish has provided soil management recommendations for the proposed development (**Section 5.2**), which can also be attached as supporting documents for the application.

¹Gravel volume was estimated using the surface areas provided in Table 5-1 and assuming a maximum gravel depth of 15 cm (~6 inches), as stated in ALC File 105445. Note that the ALC resolution allows a maximum of 381.15 m³ of fill to be imported to the Site.

² Supporting document information based on <https://www.alc.gov.bc.ca/application-and-notice-process/soil-and-fill-notice-of-intent/>








Table 5-1 Proposed Agricultural Development Area and Land Use

Item description	Total area (ha)	Proposed land use
<p>Total farm building area</p> <ul style="list-style-type: none"> • Farm building (368 m²) • Roadside stand (90 m²) • Covered area (130 m²) • Greenhouse (936 m²) 	0.15	<p>The farm facilities will support the nursery and apiculture operations by providing space for honey extraction, equipment storage, and plant sales. The roadside stand will allow for direct sales of plants and honey, while the greenhouse will be used to grow nursery and ornamental plants.</p> <p>The greenhouse will follow a similar operational design as the greenhouses at the Burnaby location and will include supplemental heating but no supplemental lighting, as it operates seasonally and is closed during winter when lighting would be required. Natural light during active growing periods is considered sufficient to support healthy seedling development. The greenhouse will be heated by three unit heaters capable of maintaining 21°C, with horizontal airflow fans to distribute heat evenly throughout the space.</p>
<p>Dust-free surface gravel</p> <ul style="list-style-type: none"> • Parking lot (183 m²) • Access road³ and loading zone (597 m²) • Staging areas (1,441 m²) 	0.22	<p>The parking lot will be used year-round for vehicle parking. The access road and loading zone will provide vehicle access for the delivery and transport of agricultural goods to and from the agricultural buildings.</p> <p>The staging areas will function as an outdoor extension of the greenhouse operation. These areas will be used to grow fruit trees, shrubs, and berries, as well as to display large potted perennials, such as roses and dianthus.</p>
Total development area	0.37	

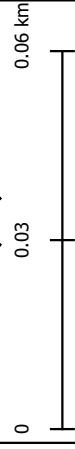
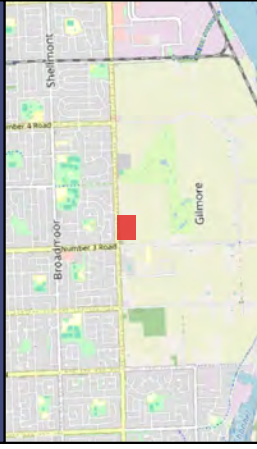
³ Includes small asphalt entry in the north end of the Site.



LEGEND

-  Project Parcel (the Site)
-  Revised Site Layout
- Dust-free gravel surface_2026
-  Access road & loading zone
-  Parking lot
-  Staging areas

LOCATION OVERVIEW



Scale: 1:1200
Spatial Reference: NAD83 / BC Albers

Project ID: 2024-0021-AG
Project Description: 8200 Steveston Hwy
Created By: F.L.
Date: 2026-03-03

**FIGURE 5-4 PROPOSED SITE
DEVELOPMENT (OVERVIEW)**



5.2 Soil Management Recommendations

Based on the proposed farm development for the Site, the following summarizes soil management recommendations for the surface gravel areas and farm building areas.

5.2.1 Surface gravel areas

As discussed in **Section 5.1**, the proposed surface gravel areas are approximately 0.22 ha and include the parking lot and staging areas. McTavish recommends the following soil management practices to preserve farmable land within the ALR:

- Imported gravel should be selected to be good quality, clean, contaminant free, and appropriate for the intended land capability classification aims and land use of the proposed gravel areas.
- Geotextile fabric should be installed over native topsoil across all proposed gravel areas before applying imported gravel. The fabric must be of sufficient quality to prevent rupturing during gravel application and ensure no mixing occurs between the gravel and native topsoil.
- Avoid aggregate activities in saturated soil conditions and/or periods of heavy rain, which is defined as >25 mm of rain in 24 hours.
- The imported gravel should be tapered from the property line and into the neighboring properties.
- The final contour of the gravel areas should facilitate drainage across and down the slope towards a drainage infrastructure.

5.2.2 Farm building areas

As discussed in **Section 5.1**, the proposed farm building areas are approximately 0.15 ha and include a greenhouse, a processing facility, a roadside stand, and a covered area. McTavish recommends the following soil management practices to preserve farmable land within the ALR:

- Construction activities should be undertaken during dry conditions to minimize soil erosion and compaction.
- Usable topsoil should be salvaged within the proposed areas for all farm buildings and be retained on-site. Soil salvage should be completed by an experienced equipment operator following the topsoil depths observed in the north field and/or recommendations from a Qualified Registered Professional (QRP) with soils expertise.
- If stockpiles of topsoil are present, protect them with covers in rainy conditions or tackify in dry conditions to reduce soil erosion. Any temporary stockpiles should be no more than 3 m high, with 5:1 (i.e., horizontal to vertical, or 20%) side slopes to reduce the erosion potential.
- Excavated topsoil could be applied to the southern field to improve growing conditions. Given the constraints of the development and the availability of excess topsoil, redistributing this material to the southern field would be a practical way to enhance its fertility and productivity.



6. FARM PLAN

6.1 Site Plan

The proposed nursery and apiculture activities will occur north of the ditch that runs east-to-west through the center of the parcel, occupying approximately 6,459 m². The Site Plan includes the roadside stand and covered area, the farm building, the greenhouse, the gravel staging areas, and the areas north of the ditch that will be used for honey production (beehives) and mixed-vegetable production.

The area south of the ditch (9,310 m²) will be rented out to a farmer to produce potatoes and grains and has not been included in this farm plan. Details on the Site areas included and excluded from this plan are provided in **Table 6-1**. A detailed map of the proposed Site plan is provided in **Figures 5-1**.

Table 6-1 Site Areas Included and Excluded from Farm Plan

Site area	Area (m ²)	Area (ft ²)	Area (ac)	Included/Excluded
Development area - north side				
Max home plate area	1,000	10,764	0.25	Excluded
Roadside stand and covered area	220	2,366	0.05	Included
Farm building	368	3,960	0.09	Included
Greenhouse (poly)	936	10,080	0.23	Included
Gravel staging areas	1,441	15,511	0.36	Included
Gravel parking lot, access road & loading zone	780	8,396	0.19	Excluded
Unimpacted setbacks	50	538	0.01	Excluded
<i>Total development area</i>	4,795	51,615	1.18	-
Farming area - north side				
Grass areas	1,861	20,033	0.46	Excluded
Beehives (40 x 40 ft)	149	1,600	0.04	Included
Mixed-vegetable production	3,345	36,000	0.83	Included
<i>Total farming area (north)</i>	5,355	57,633	1.32	-
Southern areas				
Farming area leased	9,310	100,212	2.30	Excluded



Site area	Area (m ²)	Area (ft ²)	Area (ac)	Included/Excluded
Existing ditch and riparian vegetation	600	6,458	0.15	Excluded
<i>Total southern areas</i>	9,910	106,670	2.45	-
GRAND TOTAL	20,060	215,918	4.96	

There are four main locations that will be used for agricultural production or processing purposes: (1) the greenhouse, (2) the gravel staging areas, (3) the farm building, and (4) the field north of the ditch that will be used for honey production (beehives) and mixed-vegetable production. Additionally, the roadside farm stand and covered area will primarily be used for farm retail sales.

The greenhouse will be a gutter-style structure designed for commercial high occupancy based on most recent design by Hanois dated March 13, 2024. It will have a maximum height of 22.8 ft and feature an inner and outer polyethylene roof, along with 8 mm twin-wall polycarbonate walls and rolling sides. A truss beam system will provide structural support to the greenhouse while also serving as a stable framework for hanging baskets. The floor of the greenhouse will not be paved. The greenhouse will primarily be used for producing:

- herb starts (rosemary, lavender, sage, etc.) in trays,
- vegetable starts (kale, pea, tomato, bok choy, gailan, etc.) in trays,
- flowers in 10" and 12" hanging baskets, and large wooden baskets, and
- potted perennials (roses, dianthus, etc.) in 1-gal, 2-gal, and 3-gal pots.

The greenhouse will be heated by three unit heaters capable of maintaining 21°C, with horizontal airflow fans to distribute heat evenly throughout the space. The greenhouse will not have supplemental lighting, as it operates seasonally and remains closed during winter months when supplemental lighting is typically required. Natural light during active growing periods is considered sufficient for healthy seedling development, and is consistent with practices at the Burnaby location, where greenhouses function without artificial lighting.

The staging areas north and south of the parking lot will be comprised of dust-free gravel. Their primary use will be for storing and growing larger, more mature potted perennials that do not require greenhouse protection. These areas will contain perennial flowers such as roses and dianthus, as well as fruit trees, shrubs, and berries, all in 1-gal, 2-gal, or 3-gal pots. As a secondary use, a small portion of the staging areas will be used to store skids of unused soil amendments, pots, baskets, and other materials that do not require indoor storage.

The farm building will be used for honey processing and storage. Inside the building, approximately 10.2 m² will be dedicated to honey processing. Honey will be processed in liquid, infused, and comb forms. The remaining space will be used for storing nursery farming equipment, honey boxes, jars, frames, and soil amendments that require indoor storage.

The field north of the drainage ditch will support honey and mixed-vegetable production. The honey operation will include approximately 16 beehives, with an estimated annual yield of 1,000 lbs. of honey. The mixed vegetable operation will grow primarily pumpkin, squash, and kale.

The farm stand and covered area will be the primary retail space for the Site. A total of 80% of all plants produced in the greenhouse and staging areas will be sold at the farm stand, while the remaining 20% will be sold wholesale. All honey and vegetables produced on the Site will be sold at the farm stand.



Additionally, the stand will offer a selection of imported items, including soil, pots, fertilizer, and specialty potted plants. It is estimated that 70% of total products sold at the stand will originate from the Site, while 30% will be imported.

6.1.1 Farm Stand 2026 Plan

The Client plans to construct a roadside farm stand in 2026 to facilitate direct-to-consumer sales. During the initial year, before full on-site production is established, the Client intends to sell plants from Jenny's Garden Centre LTD (4888 Marine Drive, PID 004-413-318) at the Site. Jenny's Garden Center LTD operates in a 3.67-ha parcel and sells a variety of starter plants, hanging baskets and potted plants (**Figure 6-1**). In accordance with Section 11(3) of the *Agricultural Land Reserve Use Regulation*, at least 50% of the farm stand's retail space must be dedicated to selling farm products grown either on-site or by an agricultural association to which the landowner belongs (BC Ministry of Agriculture, 2019). As the Client is the owner of the Site and has been operating Jenny's Garden Centre LTD for the last two decades, he would be eligible to sell products from this business on the Site's farmstand. In 2024, Jenny's Garden Centre LTD produced approximately 30,000 flats of starter plants and 10,000 baskets and potted plants. Of this total, 20% remained unsold and was discarded, representing a surplus of approximately 6,000 flats and 2,000 potted plants. This surplus inventory would be able to stock at least 50% of the farm stand's retail space (44.5 m²) in 2026. The Client is aware of this regulatory threshold and is committed to ensuring compliance.



Figure 6-1 Photographs of the nursery operation at Jenny's Garden Centre in Burnaby, BC.

6.1.2 Integration of Farm Operations Plan

Once the remaining agricultural buildings are constructed and the Site is in full production, farm products from the Site will primarily be sold at the farm stand and the covered area. The combined retail area of these spaces is approximately 220 m². The Site is projected to produce more than 40,000 potted plants annually from the indoor and outdoor nursery operations (see **Section 6.5** for details), which alone will be sufficient to occupy at least 50% of the farm stand and covered area (110 m²) year-round.

In addition to potted plants, the farm stand will offer honey and vegetables produced on-site, along with a limited selection of imported items, including soil, pots, fertilizer, and specialty potted plants that are difficult to grow locally. As noted in **Section 6.1**, an estimated 70% of farm stand sales will come from plants or vegetables grown on the Site, while the remaining 30% will consist of imported products.

The Client's nursery business in Burnaby, which operates on a 3.67-ha parcel, will continue to play a key role in the broader farm operation by providing additional retail capacity during periods of high production at the Site. Conversely, agricultural buildings at the Site may be used for processing, storage, or equipment servicing that supports both properties, given the similar nature of operations. This integrated approach is intended to strengthen operational sustainability and improve flexibility in managing supply, demand, and production across both locations.

6.2 Drainage

The Site has one unmaintained drainage ditch that divides the northern and southern fields. Due to the relatively level terrain, installing subsurface drainage may be challenging. To address drainage limitations, the following measures are proposed:

- Construct a shallow drainage swale along either the eastern or western Site boundary, directing water north-south toward the central ditch.
- Clear vegetation and perform general maintenance on the existing ditch.
- Grade the proposed gravel areas to ensure proper surface drainage toward the swale.
- Utilize raised beds for mixed-vegetable production to improve drainage.

6.3 Irrigation

Irrigation on the Site will be limited to the greenhouse and the farming area north of the ditch. The greenhouse will utilize drip irrigation, sprinklers, and hand-held watering for once- or twice-daily watering, depending on the season. Any potted perennials in the staging areas will be hand-watered from the same water source. The farming area north of the ditch will also use drip irrigation.

The water will be sourced from the City of Richmond, and a water permit will be obtained as part of the building permit application for the proposed agricultural development.

6.4 Farm Management

The farm will be operated under the business name 'Jenny's Garden Centre LTD - Richmond' and employ a total of sixteen people.

Fifteen people will be employed in farm operations, in a combination of full time and part time capacities. This will cover the day-to-day operations of planting and watering in the greenhouse and staging areas, stocking and managing the farm stand, managing the cultivated field between the farm buildings and drainage ditch, etc. Additionally, one person will be employed for the apiculture operations. Three immediate family members of the Client will be part of the total staff employed by the business.



6.5 Financials

McTavish has prepared the financial estimates for the proposed Site Plan; however, real costs and revenues are dependent on the landowner management practices and market conditions. The projections presented in this section are for informational purposes only and should not be interpreted as exact expected costs and revenues. The financial projections are based on the following assumptions:

- The total area of agricultural production will be approximately 5,881 m² (1.46 ac) and will comprise of indoor nursery production areas (0.23 ac), outdoor nursery production areas (0.36 ac), honey production areas (0.04 ac), and mixed-vegetable production areas (0.83 ac).
- Labour costs are based on the expected number of staff employed by the business (16 staff – a combination of seasonal and some full time and the total area of the Site plan (6,459 m² or 1.60 ac), which includes the area of production (1.46 ac), the storage areas (0.09 ac), and the farm retail areas (0.05 ac).
- Start-up costs are based on McTavish's experience on similar projects and quotes provided by the Client for the construction of the agricultural buildings.
- For the indoor nursery production, direct costs and revenues are based on the maximum production of #1 pots and 10" hanging baskets in 60% of the greenhouse area. Forty (40) % of the area is removed from production to account for access paths (20%) and spaces for crop management (20%). Since the greenhouse will have a truss beam system, the indoor production assumes that 100% of floor growing area will be used for #1 pots and that 50% of ceiling growing area will be used for hanging baskets. The nursery items selected may vary in the future but represents commonly grown nursery stocks in a small- to mid- scale operation.
- For the outdoor nursery production, direct costs and revenues are based on the maximum production of #2 and #3 pots in 60% of the gravel staging area. Forty (40) % of the area is removed from production to account for access paths (20%) and spaces for crop management (20%). The nursery items selected may vary in the future but represents commonly grown nursery stocks in a small- to mid- scale operation.
- For the honey production, direct costs and revenues are based on the maximum production of medium-sized (500 mL) honey jars with the 1,000 lbs. of honey production expected in 2026. The total area for honey production considers the beehives area (149 m²) and the processing space inside the farm building (10 m²). The Client already possesses honey processing equipment and beehives from an existing operation, thus the direct costs of for the honey production only include the cost of jars.
- For the mixed-vegetable production, direct costs and revenues are based on the crop selection (i.e., squash and pumpkin) and will vary if crops change throughout time.
- Revenues are based on an annual production cycle, yielding one crop per pot indoors and 0.5 crops per pot outdoors, as perennial plants require two years for full development. However, with the greenhouse's heating potential, additional production during winter could increase revenues.

The start-up costs for the agricultural production on the Site are provided on **Table 6-2**. Start-up costs include the costs of bed preparation and irrigation for the mixed-vegetable operation, and the construction costs for the earthworks and agricultural buildings needed for the nursery and apiculture operation.

The direct costs for the agricultural production on the Site are provided on **Table 6-3**. Direct costs include the costs related to plastic containers, soilless media, fertilizer and labour for the nursery and apiculture operation, and the costs related to labour, machine rental, fuel, and seed purchase for the mixed vegetable



production. However, direct costs may vary based on specific site conditions and access. The projected costs for the Site over the next 5 years consider a 3% annual increase in the total direct cost due to inflation.

The revenues and gross profits for the agricultural production on the Site are provided on **Table 6-4**. Revenue from farm retail sales assumes that 85% of all potted plants will be sold and 15% will be retained. Based on the indoor and outdoor nursery growing area, the Site is expected to produce 18,100 #1 pots, 9,300 #2 pots, 4,600 #3 pots, and 3,000 10” hanging baskets. Revenue and projected income statements assume that nursery stock selections are constant and will vary if stock change throughout time (**Table 6-5**). The projected revenue for the Site considers a 3% annual increase in the total revenue due to inflation.

Table 6-2 Startup Costs for Agricultural Production on the Site.

Startup Costs	Acres	Total estimate
Bed Preparation	0.83	\$2,905.00
Irrigation (\$2000/acre)	0.83	\$1,660.00
Poly greenhouse	0.23	\$211,266.00
Farm building	0.09	\$293,891.00
Farm stand and covered area	0.05	\$250,000.00
Gravel surface areas with drainage swale	0.55	\$38,500.00
TOTAL		\$798,222.00

Note: Total estimated start-up costs are based on the acreage of each production component on the Site. Estimates for bed preparation and irrigation in the mixed vegetable production are based from McTavish’s experience with similar projects. Cost estimates for agricultural buildings and gravel areas are based on quotes provided by the Client from third-party contractors.

Table 6-3 Direct Costs for Agricultural Production on the Site.

Direct Costs	2025 \$/acre	2026 \$/acre	2030 \$/acre	Acres	Total 2030
Pumpkin, squash, and kale production	\$9,748.69	\$10,041.15	\$11,547.32	0.83	\$9,584.28
Nursery production - indoors	\$120,786.76	\$124,410.36	\$143,071.91	0.23	\$32,906.54
Nursery production - outdoors	\$83,016.47	\$85,506.96	\$98,333.01	0.36	\$35,399.88



Direct Costs	2025 \$/acre	2026 \$/acre	2030 \$/acre	Acres	Total 2030
Honey production	\$23,419.13	\$24,121.70	\$27,739.96	0.04	\$1,109.60
Labour (10 FT, 6 PT)	\$250,135.67	\$257,639.74	\$296,285.70	1.46	\$432,577.12
TOTAL					\$511,577.42

Table 6-4 Revenues and Gross Profit for Agricultural Production on the Site.

Gross profit	2025 Revenue/Acre	2026 Revenue/Acre	2030 Revenue/Acre	Acres	Total Revenue 2030	Total Direct Expenses	Gross Margin (Profit)
Pumpkin, squash, and kale production	\$28,913.42	\$29,780.82	\$34,247.94	0.83	\$28,425.79	\$18,235.82	\$10,189.97
Nursery production - indoors	\$1,125,555.39	\$1,159,322.05	\$1,333,220.36	0.23	\$306,640.68	\$270,823.96	\$35,816.73
Nursery production - outdoors	\$512,259.33	\$527,627.11	\$606,771.18	0.36	\$218,437.62	\$208,430.73	\$10,006.89
Honey production	\$266,252.41	\$274,239.98	\$315,375.98	0.04	\$12,615.04	\$14,086.91	-\$1,471.87
TOTAL					\$566,119.14	\$511,577.42	\$54,541.72

Table 6-5 Projected Income Statement for Agricultural Production on the Site⁴.

	Year 1	Year 2	Year 3	Year 4	Year 5
Revenue	\$566,119.14	\$588,763.90	\$612,314.46	\$636,807.04	\$662,279.32
Cost of Goods and Services (COGS)	\$283,059.57	\$294,381.95	\$306,157.23	\$318,403.52	\$331,139.66

⁴Administrative expenses such as owners salary, insurance etc. are estimated based on McTavish's experience with other Garden Centres. Most administrative expenses on a small operation such as this are discretionary and many will be shared between the two business sites. Therefore, it is not possible for McTavish to estimate the exact numbers, and an industry average were used.



	Year 1	Year 2	Year 3	Year 4	Year 5
Gross Profit	\$283,059.57	\$294,381.95	\$306,157.23	\$318,403.52	\$331,139.66
Expenses	\$198,141.70	\$202,104.53	\$206,146.62	\$210,269.55	\$214,474.95
Net Income Before Tax	\$84,917.87	\$92,277.42	\$100,010.61	\$108,133.96	\$116,664.71

Notes: Projections assume 4% increase in Revenue and COGS with expenses at 2% per year. Depreciation of capital expenditures included in expenses. Since much of the expenses are discretionary for the owner, we have assumed they increase by 2% annually.

7. CLOSING

This report has been prepared for the exclusive use of the Client with the understanding that all available information of the Site has been disclosed. The Client has acknowledged that in order for McTavish to properly provide professional service, McTavish is relying upon full disclosure and accuracy of this information. McTavish is not liable for information that has not been provided or has been misrepresented.

We trust this is the information that you require at this time. Should you have any questions regarding this report please contact the undersigned.

Sincerely,

MCTAVISH RESOURCE & MANAGEMENT CONSULTANTS LTD.

Per



Franco Lopez Campomanes, P.Ag.

Agrologist

Reviewed by:



Bruce McTavish, P.Ag

Senior Project Agrologist



REFERENCES

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Address: 8200 Steveston Highway

File No.: ZT26-004041

Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10747, the developer is required to complete the following:

1. **(Artificial lighting restriction)** Registration of a restrictive covenant on Title to prohibit the use of artificial lighting for the purpose of growth and to ensure any lighting for health and safety is downward facing within the greenhouse.
2. **(Payment of Notice Fees)** 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.

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

3. Submission of a Drainage Plan and if required, Geotechnical Report prepared by a qualified professional(s) should the Agricultural Land Commission (ALC) provide an approval to raise the greenhouse beyond the 0.15 m elevation approved by the ALC (ALC File: 105445 – approval dated January 14, 2026).
4. Submission of a Statutory Declaration confirming that all proposed construction shall comply with the permitted uses specified in Zoning Bylaw 8500, consistent with the City's Bulletin No. BUILDING-32 "Statutory Declaration Requirement for Building Permit Applications in AG1 Zones"
5. Submission of a Construction Parking and Traffic Management Plan to the Transportation Department. Management Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.
6. Obtain a Building Permit (BP) for any construction hoarding. If construction hoarding is required to temporarily occupy a public street, the air space above a public street, or any part thereof, additional City approvals and associated fees may be required as part of the Building Permit. For additional information, contact the Building Approvals Department at 604-276-4285.
7. At the developer's sole cost complete the following works via a City Work Order:
 - a) A driveway construction to provide vehicular access via Steveston Highway.

Water Works:

- b) Using the OCP Model, there is 1518 L/s of water available from the 500mm water main and 1179 L/s available from the 300mm water main at a 20 psi residual at the Steveston Highway frontage. Based on your proposed development, your site requires a minimum fire flow of 200 L/s.
- c) At Developer's cost, the Developer is required to
 - i. Submit Fire Underwriter Survey (FUS) or International Organization for Standardization (ISO) fire flow calculations to confirm development has adequate fire flow for onsite fire protection. Calculations must be signed and sealed by a Professional Engineer and be based on Building Permit Stage building designs.
 - ii. Review hydrant spacing on all road frontages and install new fire hydrants as required to meet City spacing requirements for the proposed land use. At minimum, at least one hydrant is required along the Steveston Highway frontage.
 - iii. Provide a right-of-way for the water meter. Minimum right-of-way dimensions to be the size of the meter box (from the City of Richmond supplementary specifications) + any appurtenances (for example, the bypass on W2n-SD) + 0.5 m on all sides. Exact right-of-way dimensions to be finalized during the building permit process.

- d) At Developer's cost, the City will:
- i. Install a new water service connection and tie-in to the existing 300mm AC main along Steveston Highway frontage, complete with meter and meter chamber. Exact size and location to be determined during the building permit process.

Storm Sewer Works:

- e) At Developer's cost, the Developer is required to:
- i. Provide an erosion and sediment control plan for all on-site and off-site works, to be reviewed as part of the servicing agreement design.
 - ii. Confirm through video inspection the size and condition of existing storm sewer service connection and inspection chamber. If size and condition deemed adequate by the City, it may be reused.
- f) At Developer's cost, the City will:
- i. Upon inadequate size or condition of existing storm sewer service connection and inspection chamber, cut and cap at the box culvert.
 - ii. Upon inadequate size or condition of existing storm sewer service connection and inspection chamber, install a new storm sewer service connection, complete with inspection chamber.

Sanitary Sewer Works:

- g) At Developer's cost, the Developer is required to:
- i. Install an on-site sewage disposal system. Design shall be signed and sealed by a Professional Engineer.

Street Lighting:

- h) At Developer's cost, the Developer is required to:
- i. Review street lighting levels along all road and lane frontages, and upgrade as required.

General Items:

- i) At Developer's cost, the Developer is required to:
- i. Complete other frontage improvements as per Transportation requirements.
 - ii. Submit a proposed strategy at the building permit stage for managing excavation de-watering. Note that the City's preference is to manage groundwater onsite or by removing and disposing at an appropriate facility. If this is not feasible due to volume of de-watering, the Developer will be required to apply to Metro Vancouver for a permit to discharge into the sanitary sewer system. If the sanitary sewer does not have adequate capacity to receive the volume of groundwater, the Developer will be required to enter into a de-watering agreement with the City wherein the developer will be required to treat the groundwater before discharging it to the City's storm sewer system.
 - iii. Enter into, if required, additional legal agreements, as determined through 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, 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.

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.

- 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 Conditions on File)

Signed

Date



Regular Council
Monday, April 27, 2026

13. APPLICATION BY COREY LIU FOR A ZONING TEXT AMENDMENT TO THE “AGRICULTURE (AG1)” ZONE TO PERMIT A GREENHOUSE WITH CONCRETE FOOTINGS AT 8200 STEVESTON HIGHWAY

(File Ref. No. 12-8060-20-010747, ZT 2026-004041) (REDMS No. 8335581, 8355308, 8354706)

That Richmond Zoning Bylaw 8500, Amendment Bylaw 10747, for a Zoning Text Amendment to the “Agriculture (AG1)” zone to permit the development of a 936 m² greenhouse with concrete footings for agricultural purposes at 8200 Steveston Highway be introduced and given first reading.

ADOPTED ON CONSENT



**Richmond Zoning Bylaw 8500
Amendment Bylaw 10747 (ZT 26-004041)
8200 Steveston Highway**

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

1. Richmond Zoning Bylaw 8500 as amended, is further amended by:
 - a. Inserting the following as a new Section 14.1.11.19 (Other Regulations) in the Agriculture (AG1) zone and renumbering accordingly:

“One **greenhouse**, 936 m2 in size, with concrete footings is permitted so as to not permit a concrete slab for the entirety of the floor, on the following **site** only:

8200 Steveston Highway
PID 000-511-048
Lot 2 except: Parcel F (Bylaw Plan 79687), Section 4 Block 3 North Range 6 West New Westminster District Plan 3840

2. This Bylaw may be cited as “**Richmond Zoning Bylaw 8500, Amendment Bylaw 10747**”.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

ADOPTED

APR 27 2026

CITY OF RICHMOND
APPROVED by

APPROVED by Director or Solicitor


MAYOR

CORPORATE OFFICER