

### **Report to Committee**

To:Planning CommitteeFrom:Wayne Craig

Director, Development

Date: December 4, 2023 File: TU 23-032827

Re: Application by BC Housing Management Commission for a Temporary Use Permit at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road

#### Staff Recommendation

- That the application by BC Housing Management Commission for an extension to Temporary Use Permit (TU 20-918062) that permits a three-storey supportive housing building with 40 studio units at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road be considered for a period of three-years; and
- 2. That the application be forwarded to the January 22, 2024 Public Hearing at 7:00 p.m. in the Council Chambers of Richmond City Hall.

Wayne C

Wayne Craig Director, Development (604-247-4625)

WC:ac Att. 5

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Real Estate Services Affordable Housing	N N	pe Erceg

#### Staff Report

#### Origin

The BC Housing Management Commission (BC Housing) has applied to the City of Richmond to extend the existing Temporary Use Permit (TUP) at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road. This would enable the continued operations of the three-storey 40-unit modular supportive housing building, known as Aster Place, accessed from Smith Street (Attachment 1). The 2,348 m<sup>2</sup> City-owned site is zoned "Light Industrial (IL)"

#### Background

Council considered the original TUP at General Purposes Committee (GP) on February 16, 2021 and subsequently approved and issued the permit at the Public Hearing held on March 15, 2021. The existing permit is set to expire on March 15, 2024, three years from the original date of issuance.

Following Council approval of the TUP in 2021, BC Housing entered into a three-year ground lease with the City to use the subject site and also provided Capital and Operating funding for the new temporary supportive housing. The primary purpose of the development was to transition individuals experiencing homelessness, including clients who were residing at the Richmond Emergency Response Centre (located at the former Minoru Place Activity Centre) during the COVID pandemic, into housing. The Council approved ground lease includes a mutual provision that enables the extension of the lease for an additional three years subject to and in conjunction with the extension of the TUP over the same period. BC Housing has an operating agreement with Community Builders which secures the terms regarding building operations. The City has also entered into a Memorandum of Understanding with BC Housing and Community Builders to secure the City's terms and conditions regarding roles and responsibilities, as well as other aspects related to operations.

This staff report addresses the relevant policies as well as the form and character of the constructed building and details the landscaping secured and installed under the existing TUP. If approved by Council, the TUP extension would be valid for a period of up to three years beginning March 15, 2024, the date the original temporary use permit is set to expire. This is the only extension permitted under this application, after which a new application is required.

#### **Findings of Fact**

There is an existing three-storey modular supportive housing building with 40 studio units and access from Smith Street at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road. The building achieved occupancy and residents began moving on September 19, 2022. A Development Application Data Sheet providing the details about the development is attached (Attachment 2).

#### **Surrounding Development**

Development immediately surrounding the subject site is as follows:

To the North:	Across Charles Street, a parking lot on property zoned "Light Industrial (IL)," which is subject to a Temporary Commercial Use Permit (TU 20-891050) to temporarily permit the outdoor storage of rental vehicles on site.
To the South:	A vacant lot zoned "Light Industrial (IL)," which is subject to a proposed Development Permit (DP 18-825663) for a three-storey light industrial building with vehicle access from Beckwith Road.
To the East:	Across Great Canadian Way, a vacant lot zoned "Single Detached (RS1/F)" and a warehouse building on property zoned "Light Industrial (IL)".
To the West:	Across Smith Street, single-family dwellings, a warehouse building and several vacant lots on properties zoned "Light Industrial (IL)".

#### **Related Policies & Studies**

#### Official Community Plan and City Centre Area Plan

The Official Community Plan (OCP) land use designation for the subject site is "Commercial". The City Centre Area Plan (CCAP) and Bridgeport Village Land Use Map designation for the subject site is "Urban Centre T5," which permits a range of uses including commercial, retail and service uses. The CCAP also identifies the subject site as being included within the CCAP Commercial Reserves and Richmond Arts District. As provided in the OCP, a TUP extension may be considered by Council on the subject site due to its designation as "Commercial".

#### Flood Plain Designation and Protection Bylaw 8204

The development meets the requirements of Richmond Flood Plain Designation and Protection Bylaw 8204.

#### Aircraft Noise Sensitive Development Policy

The subject site is located within Aircraft Noise Area 1A, where aircraft noise-sensitive land uses (i.e., residential, institutional, hospital and daycare) are discouraged. The building has been constructed to meet both CMHC residential interior noise standards and ASHRAE 55-2004 "Thermal Environmental Conditions for Human Occupancy". The operator of the facility has been responsible for advising all potential residents of the aircraft noise exposure in the area, which is a condition of the existing operating agreement between BC Housing and the operator.

#### Local Government Act

The *Local Government Act* states that TUPs are valid for a period of up to three years from the date of issuance and that an application for one extension to the Permit may be made and issued for up to three additional years.

Only one extension is permitted, after which a new application is required. The *Local Government Act* allows Council to consider TUP issuance on its own merits and does not limit the number of TUP issuances allowed on a site.

#### Analysis

#### Urban Design and Site Planning

- The site has been developed in response to the limited area available for the building footprint when accounting for tree retention and the required space for vehicle parking and loading (Attachment 3).
- The existing building is oriented parallel to Great Canadian Way with a 3 m (10 ft.) landscaped setback that creates a suitable interface with the street and sidewalk.
- The main pedestrian entrance to the building is provided from Smith Street, which provides separation from high-traffic streets and convenient access by emergency response vehicles. There are two secondary entrances on the north and south ends of the building which may be accessed by residents and staff only. An entrance to the electrical room on the main floor is also provided along the west side of the building, restricted to access by staff only. All building entrances are accessed by stairs, with an accessible ramp provided to the main pedestrian entrance.
- Vehicle access is also provided from Smith Street. The driveway was located to achieve maximum tree retention on site as well as minimize conflict with local vehicle traffic.
- The garbage/recycling enclosure exists within the vehicle parking and loading area along the internal (south) side yard setback to minimize visual impacts from street frontages. The location of the enclosure across from the driveway provides convenient access by waste collection vehicles.
- Eight on-site vehicle parking spaces, including one accessible space, are located at the property. 40 Class 1 bicycle parking spaces in the form of a secured bicycle locker are located within the north amenity area along the fence fronting Great Canadian Way. The class 1 bicycle locker area is secured with a 1.8 m (6 ft.) tall chain link fence with gates. 24 Class 2 bicycle parking spaces in the form of bike racks are located near the main building entrance for use by residents, visitors and staff.
- One vehicle parking space is located immediately along the west property line abutting Smith Street. Richmond Zoning Bylaw 8500 requires a 3 m (10 ft.) landscaped setback for parking spaces that abut a public road. The current parking layout is in response to the irregular shape of the subject site and the requirement for adequate on-site vehicle parking and truck turn-around facilities to support the development. The parking space will be screened from the street by 1.2 m (4 ft.) tall fencing and landscaping which will also provide separation from the future sidewalk along Smith Street.
- The operator provided a letter confirming that based on their experience to date, the eight parking spaces and 64 bicycle parking spaces are sufficient in meeting their daily needs for staff and visiting professionals (Attachment 4).

#### Conditions of Adjacency

- The site and constructed building are located in the Bridgeport Village area of the CCAP and have frontages on Smith Street (west), Charles Street (north), Great Canadian Way (east) and a portion of Beckwith Road (south). The location of the outdoor amenity areas and cedar perimeter fencing is supplemented by a variety of trees and plantings, helping to provide an active and pedestrian-friendly environment along all street frontages.
- To the south, the subject site surrounds a vacant lot which is proposed to be the site of a three-storey light industrial development (DP 18-825663). The proposed light industrial building to the south is proposed to be located along the shared property lines. A 1.8 m (6 ft.) tall chain link fence will be provided along the shared property line.

#### Architectural Form and Character

- The three-storey building constructed on site is 10 m (33 ft.) in height and is comprised of stacked rectangular modules with large inset windows and architectural frame elements to provide articulation to the elevations. The dominant building materials and colours on the front (west) and rear (east) building facades are light brown Hardi panel with white Hardi trim accents.
- The side (north and south) facades of the building are clad in brown metal cladding, with each facade having several windows and main floor doors at the ends of the building's corridors and stairwells that help enhance accessibility and visual surveillance on site.
- The front building entrance, office and kitchen, located along Smith Street, is inset by approximately 1.5 m (5 ft.), creating shading and a covered front entry deck which is accessed by stairs and an accessible ramp leading down to the ground level.
- The building entrances are weather-protected with a dark brown metal canopy.
- Exterior stairways, the accessible ramp and the front entrance deck are surrounded by black aluminum railings.

#### Landscape Design and Open Space Design

- At the time of the original TUP application, the applicant provided an Arborist Report identifying on-site and off-site tree species, assessing tree structure and condition and providing recommendations on tree retention, removal or relocation (Attachment #5). Following construction of the building and implementation of the approved landscape and tree management plans, staff inspected the site and can confirm that landscaping, tree planting and tree relocation was carried out and planting are in good condition. This included the following:
- Two Katsura trees (tags# 1 and 2) located on-site along the Great Canadian Way frontage were in good condition and were relocated to the south amenity area at the southeast corner of the subject site to provide a pleasant, landscaped area for residents as well as to enhance the interfaces between the development, Great Canadian Way and Beckwith Road.
- Two English oak trees (tags# 3 and 4) located along the Smith Street frontage were in good condition and have been retained and protected.

- One English holly tree (tag# 5) located on-site was in very poor condition and was removed and replaced at 2:1.
- Four Cherry plum trees (tags# C01, C02, C03, C04) located on the City boulevard along Great Canadian Way were in fair condition and have been retained and protected.
- Three Norway maple trees (tags# C05, C06, C07) located on the City boulevard along Great Canadian Way were in good condition and have been retained and protected.
- Three Red Flowering dogwood trees were planted along the Charles Street frontage at the north end of the site to enhance the street frontage.
- There are two outdoor amenity areas for building residents:
- The north amenity area includes a gazebo with covered seating, benches and grassed areas. The gazebo is centrally located within the north amenity area.
- The south amenity area includes resident garden plots.
- Both outdoor amenity areas are screened from surrounding streets by wood fencing supplemented by trees and a mixture of hedges and shrubs.
- The garbage/recycling enclosure exists within the internal (south) side yard setback to minimize visual impacts from the street. The enclosure is made of 2 m (6.5 ft.) tall wood fencing.

#### Crime Prevention Through Environmental Design

- The existing building includes a substantial number of windows providing surveillance of all main street frontages, including overlook onto the outdoor amenity areas, vehicle parking and loading area, garbage/recycling enclosure and bicycle locker areas.
- The north common outdoor amenity area is enclosed by wood fencing and gates which may be accessed by residents and staff only. The combination of low-height fencing and a mixture of hedges and shrubs enhance casual visual surveillance of the surrounding streetscapes while providing privacy to residents.
- The south common outdoor amenity area is enclosed by wood fencing and gates which may be accessed by residents and staff only. The provision of chain link fencing within the site allows for visibility throughout the site while also restricting access to these areas.
- To prevent light pollution, exterior lighting was designed and placed to focus lighting on the site and avoid unnecessary light spilling onto surrounding properties.

#### Accessibility

- The existing building includes four barrier-free studio units located on the main floor that are designed to be fully accessible by residents with wheelchairs and walkers.
- An accessible ramp exists on site leading to the main entrance of the building from Smith Street. Two refuge areas are located on the main floor at the north and south ends of the building.

- All of the units incorporate aging-in-place features to accommodate mobility constraints associated with aging. These features include:
  - o stairwell handrails;
  - o lever-type handles for plumbing fixtures and door handles; and
  - solid blocking in washroom walls to facilitate future grab bar installation beside toilets, bathtubs and showers.

#### Environmental Sustainability

• This building was required to meet Step 3 of the City's Energy Step Code. Energy modeling was reviewed at the Building Permit stage to confirm compliance.

#### Site Servicing and Frontage Improvements

- Improvements to the Charles Street and Smith Street frontages included a new 2 m (6.5 ft.) wide asphalt sidewalk immediately behind the existing curb, taking into account tree preservation along Smith Street. The new sidewalk connects to the existing sidewalk from Great Canadian Way and to the future sidewalk at the south end of Smith Street which will be constructed as part of the adjacent three-storey light industrial development (DP 18-825663).
- All frontage improvements and engineering servicing requirements were constructed through a City Work Order as part of the Building Permit process.

#### **Financial Impact**

None.

#### Conclusion

The purpose of this Temporary Use Permit application is to allow the extension of an existing three-storey modular supportive housing building with 40 studio units on the properties at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road.

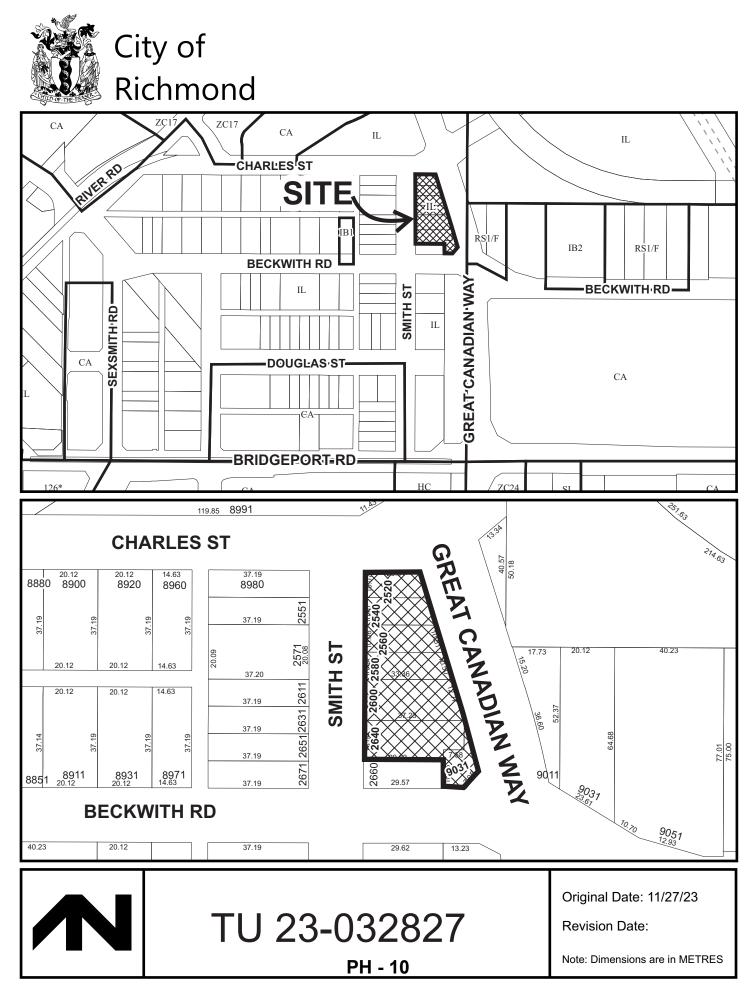
The proposed use at the subject site is supported by City staff on the basis that it is temporary in nature. If endorsed by Council, the applicant is required to submit the required securities and reports prior to consideration at the January 22, 2024 Public Hearing.

Alexander Costin Planning Technician – Design (604-247-4200)

AC:js

- Att. 1: Location Map
  - 2: Development Application Data Sheet
  - 3: Site Plan
  - 4: Letter from Community Builders dated November 22, 2023
  - 5: Tree Management Plan

## Attachment 1









TU 23-032827

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Original Date: 11/28/23

**Revision Date:** 

Note: Dimensions are in METRES

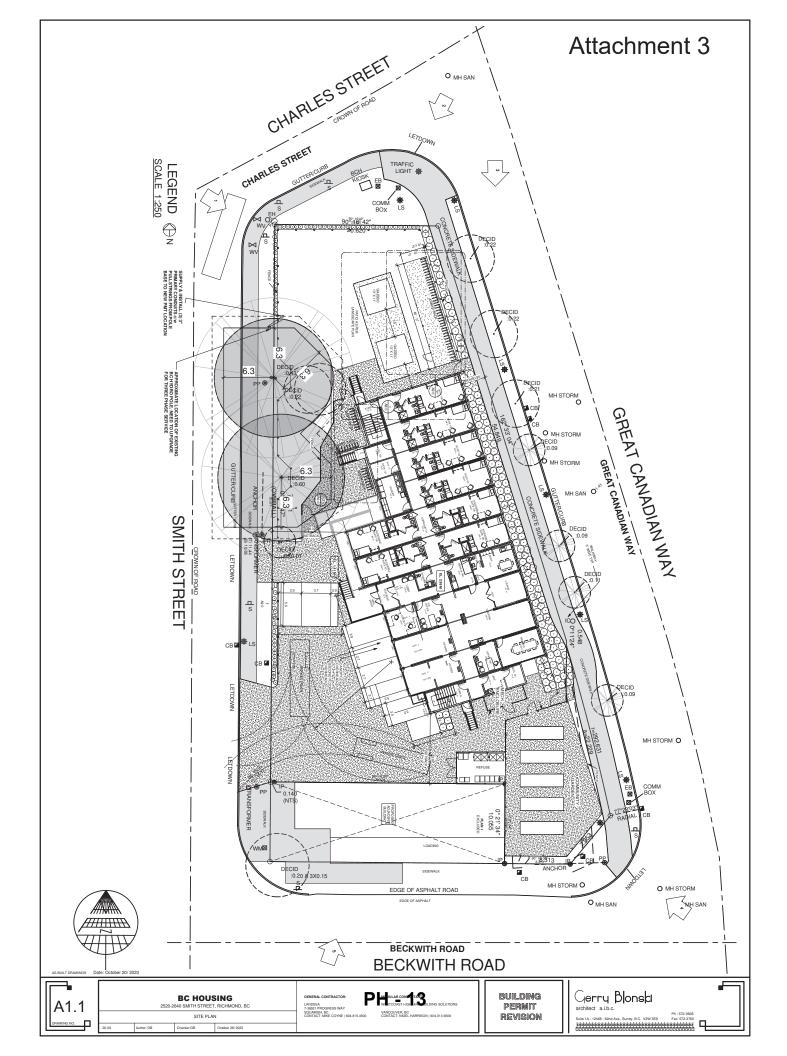


Development Applications Department 6911 No. 3 Road, Richmond, BC V6Y 2C1

TU 23- 032827			Attachment 2
Address: 2520, 2540, 2560, 25	580, 2600, 2640 Smith Stre	eet and 9031 Bridgeport R	Road
Applicant: <u>BC Housing Manage</u>	ment Commission Ow	ner: City of Richmond	
Planning Area(s): <u>City Centre</u>			
Floor Area: Gross: 2,022	m <sup>2</sup>	Net: <u>1,908 m<sup>2</sup></u>	
	Existing	Prog	oosed
Site Area	2,347.6 m <sup>2</sup>		hange
Land Uses	Vacant	Resi	dential
Zoning:	"Light Industrial (IL)" No		hange
Number of Units	None 40		40
	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	1.2	0.81	None
Lot Coverage for Buildings:	Max. 80%	28%	None
Setback – Front Yard (Smith Street):	Min. 3.0 m	9.5 m	None
Setback – Exterior Side Yard (Charles Street):	Min. 3.0 m	18.5 m	None
Setback – Interior Side Yard (South/Beckwith Road):	None	8.5 m	None
Setback – Rear Yard (Great Canadian Way):	None	3.0 m	None
Height (m):	Max. 15.0 m	10.0 m	None
Lot Size:	None	2,347.6 m <sup>2</sup>	None
Off-street Parking Spaces – Accessible:	None	1	None
Off-street Parking Spaces – Total:	0.3 spaces per unit, plus 1 space per staff member (20 spaces)	1 space per staff member (8 spaces)	See Temporary Use Permit
Total Class 1 Bicycle Parking:	1.25 spaces per unit (50 spaces)	40 spaces	See Temporary Use Permit
Total Class 2 Bicycle Parking:	0.2 spaces per unit (8 spaces)	24 spaces	None
Common Indoor Amenity Space:	None	109 m <sup>2</sup>	None
Common Outdoor Amenity Space:	None	118 m <sup>2</sup>	None



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## Attachment 4



November 29, 2023

Shauna Semenowich Community Builders 325-1130 West Pender Street Vancouver, BC V6E 4A4

File number: TU23 032827 Re: Parking and bike storage at 2600 Smith Street (program: Aster Place)

To the attention of the City of Richmond Planning & Development Division,

This letter is to confirm that the proposed eight parking stalls at 2600 Smith Street meet and exceed our requirements for vehicle parking at this site. These eight stalls sufficiently meet the maximum anticipated need for staff and visiting professionals.

We have provide the following parking statistics based on Community Builders' current parking needs at our other supportive housing and shelter sites:

2 Support Workers
1 Building Caretaker
0-1 Chef, currently only 1 of our housing sites
has a chef working full-time

Visiting Community Builders Staff:	1-2	
Visiting Professionals:	1-2	
Visitors with Vehicles:	Rarely	
Total:		5-8

We will also ensure all tenants are informed that this onsite parking is reserved for the use of staff and visiting professionals only during the application process.

We also confirm that there is sufficient bike storage for staff and residents.



Please note that we will also advise all potential tenants of the aircraft exposure in the area so that they can make an informed decision before pursuing tenancy with us.

We thank you for your ongoing support and look forward to continuing to work with the City of Richmond.

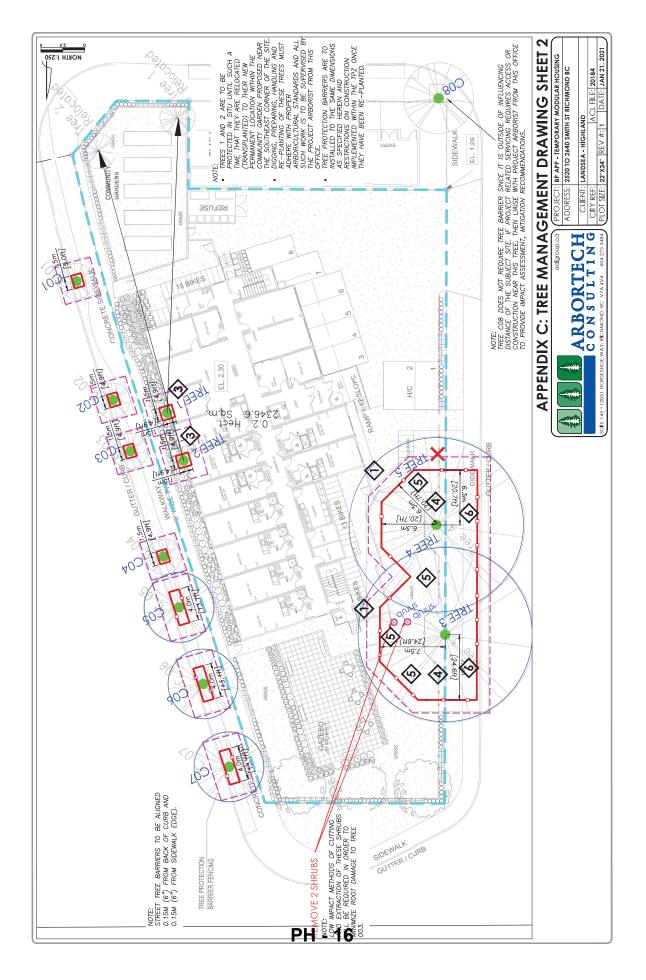
Please reach out to me if you have any further questions.

Kind regards,

Shauna Semenowich

Shauna Semenowich Director of Operations Community Builders 325-1130 West Pender St. Vancouver, BC (o) 778.379.3940

## Attachment 5





#### No. TU 23-032827

To the Holder:	BC HOUSING MANAGEMENT COMMISSION
Property Address:	2520, 2540, 2560, 2580, 2600, 2640 SMITH STREET AND 9031 BRIDGEPORT ROAD
Address:	UNIT 1701 – 4555 KINGSWAY BURNABY, BC V5H 4V8

- 1. This Temporary 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 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 may be used for a three-storey modular supportive housing building with 40 studio units and vehicle access from Smith Street.
- 4. The "Richmond Zoning Bylaw 8500" is hereby temporarily varied to:
  - a) reduce the required landscaped parking setback from 3.0 m to zero;
  - b) reduce the number of required vehicle parking spaces from 20 to 8 spaces; and
  - c) reduce the number of required Class 1 bicycle parking spaces from 50 to 40 spaces.
- 5. 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.
- 6. As a condition of issuance of this Permit, Council is retaining the \$43,366.40 in security associated with TU 20-891050 for this three year extension to ensure that development is carried out in accordance with the terms and conditions of this Permit. Should any interest be earned upon the security, it shall accrue to the Holder if the security is returned. The condition of the posting of the security is that should the Holder fail to carry out the development hereby authorized, according to the terms and conditions of this Permit within the time provided, the City may use the security to carry out the work by its servants, agents or contractors, and any surplus shall be paid over to the Holder. Should the Holder carry out the undertakings given in Schedule "B" attached hereto, the security shall be returned to the Holder. The City may retain the security for up to one year after inspection of

To the Holder:	BC HOUSING MANAGEMENT COMMISSION
Property Address:	2520, 2540, 2560, 2580, 2600, 2640 SMITH STREET AND 9031 BRIDGEPORT ROAD
Address:	UNIT 1701 – 4555 KINGSWAY BURNABY, BC V5H 4V8

the completed landscaping in order to ensure that the agreed upon plant material has survived.

- 7. As a condition of the issuance of this Permit, the City has received written confirmation from the project mechanical engineer confirming that the PTAC and HRV systems within the Building Permit submission meet the ASHRAE 55-2004 "Thermal Environmental Conditions for Human Occupancy" standards for interior living spaces while also meeting the acoustic requirements in the report from BAP Acoustics, dated January 7, 2021.
- 8. 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 in Schedule "B" attached hereto.
- 9. This permit provides the Holder a 3-year extension from the date the current TUP expires. This TUP extension is valid from March 15<sup>th</sup>, 2024 to March 15<sup>th</sup>, 2027.

This Permit is not a Building Permit.

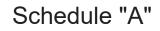
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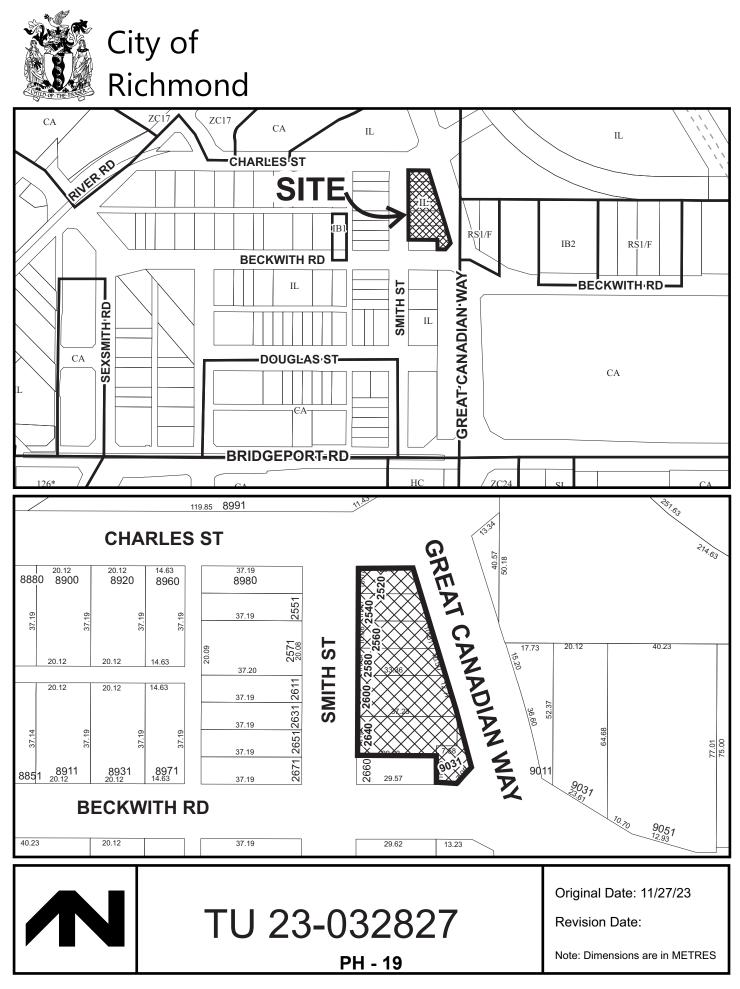
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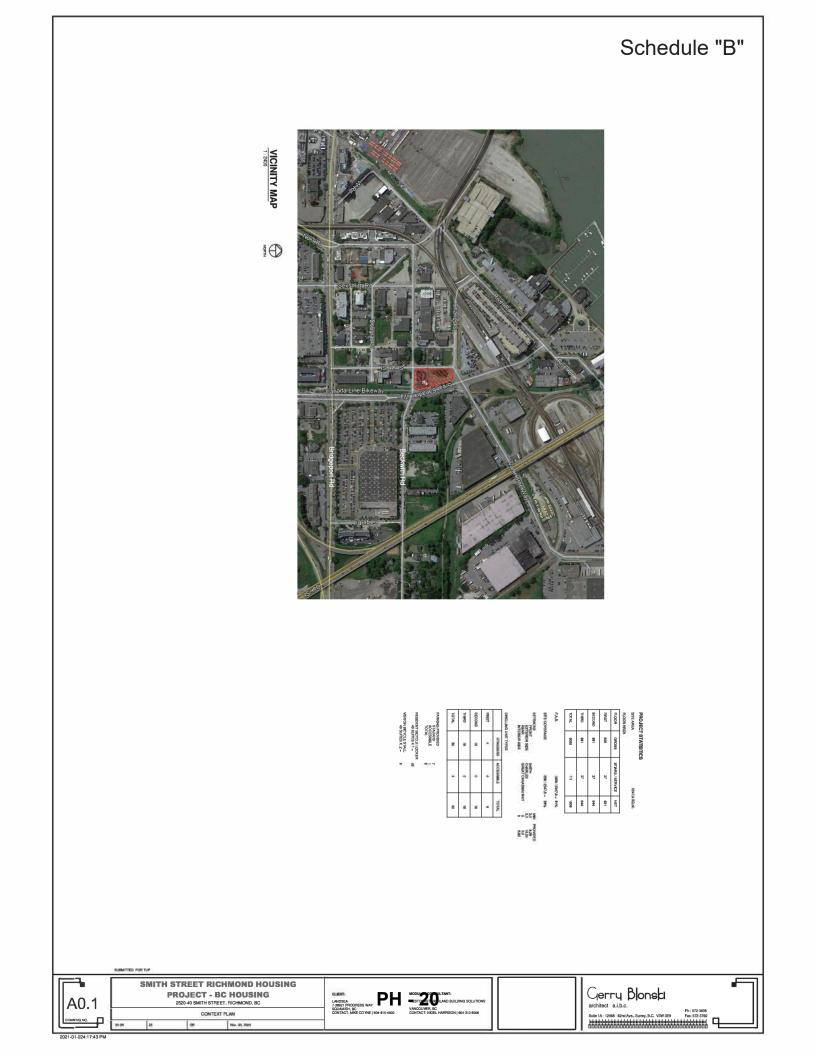
DELIVERED THIS DAY OF

MAYOR

CORPORATE OFFICE



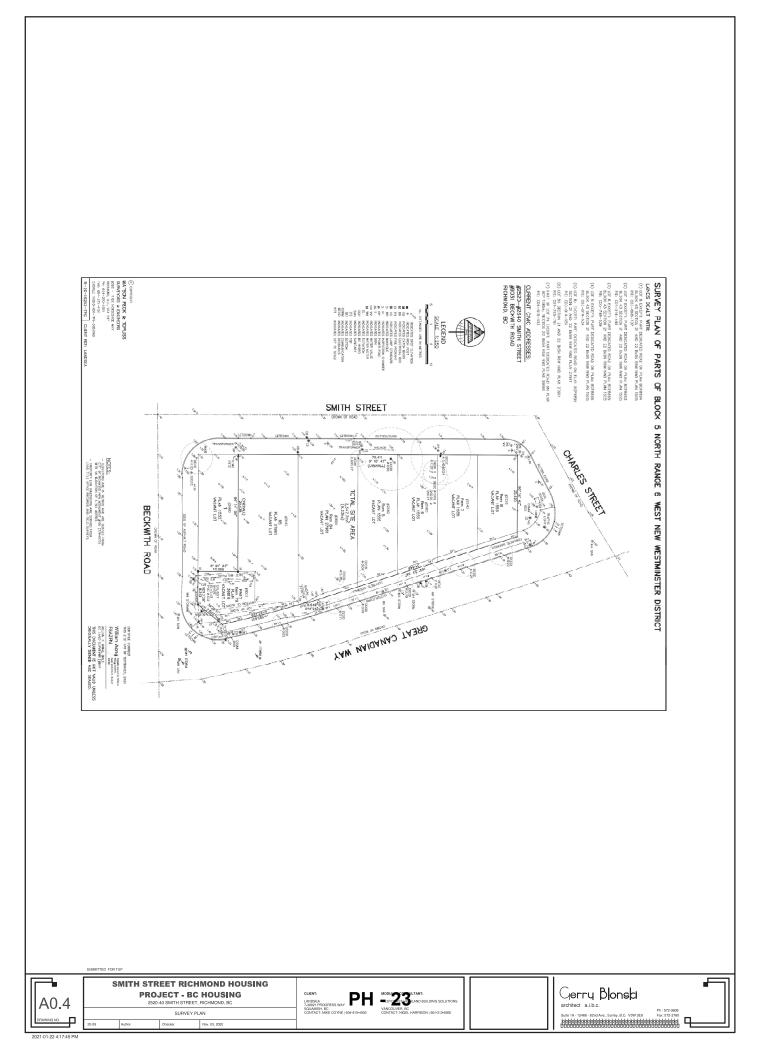


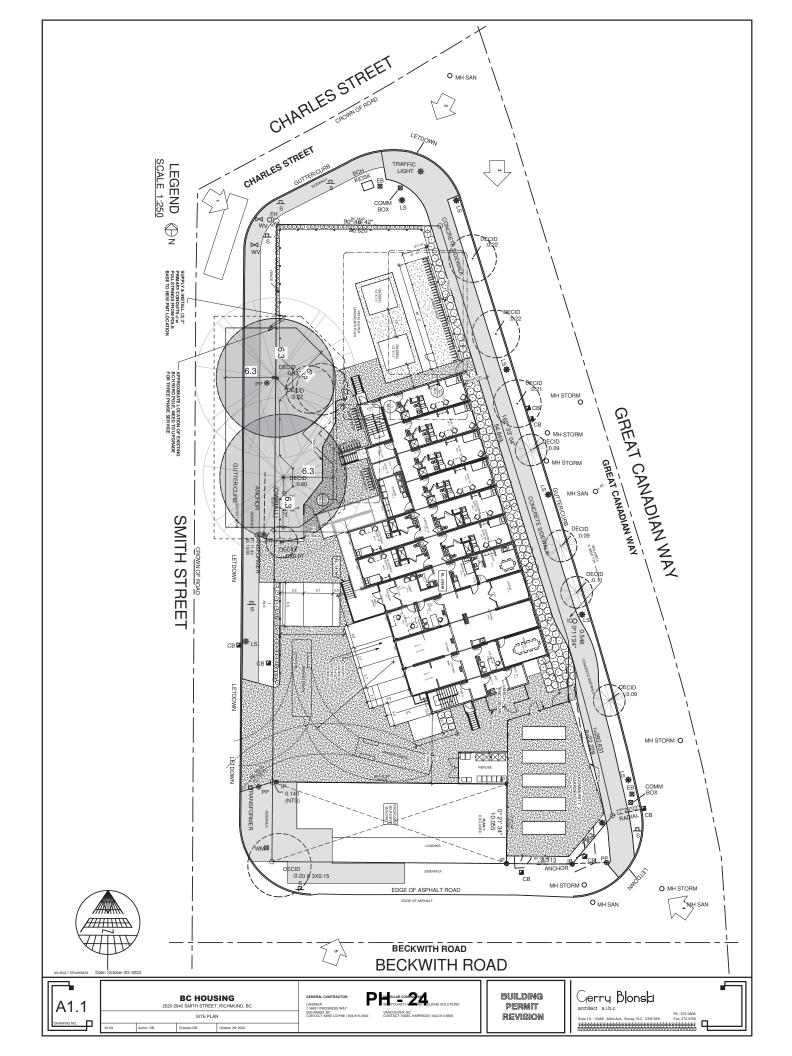


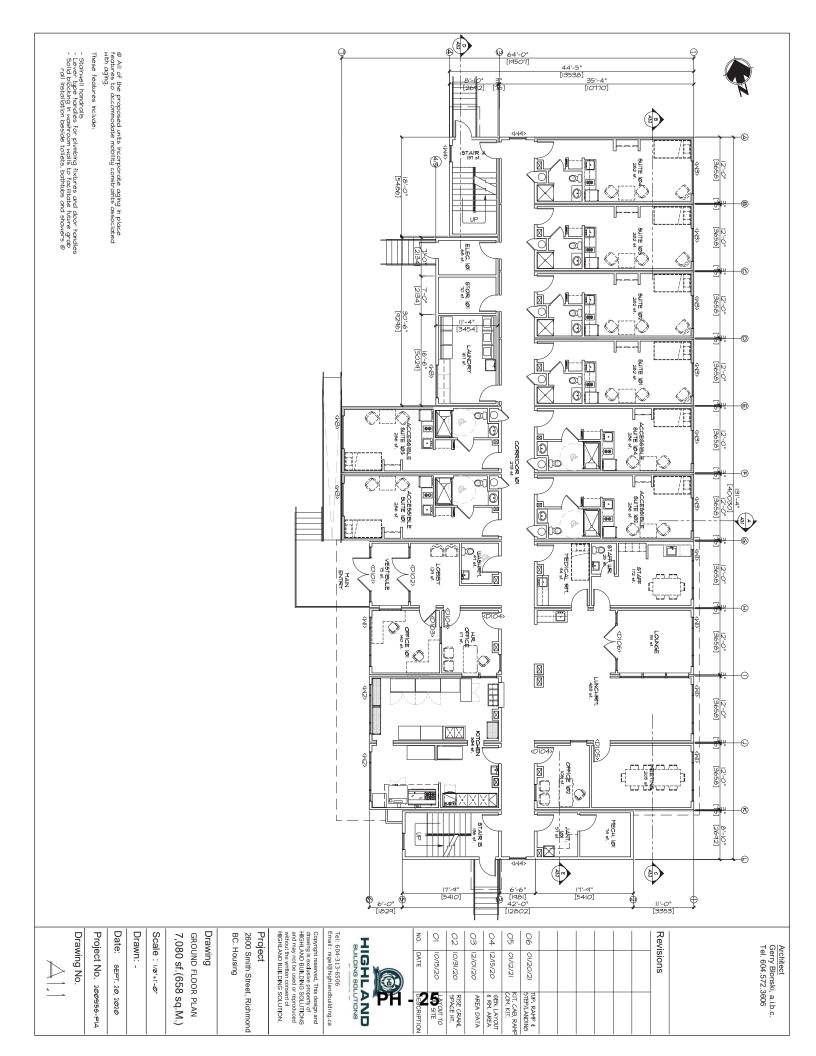


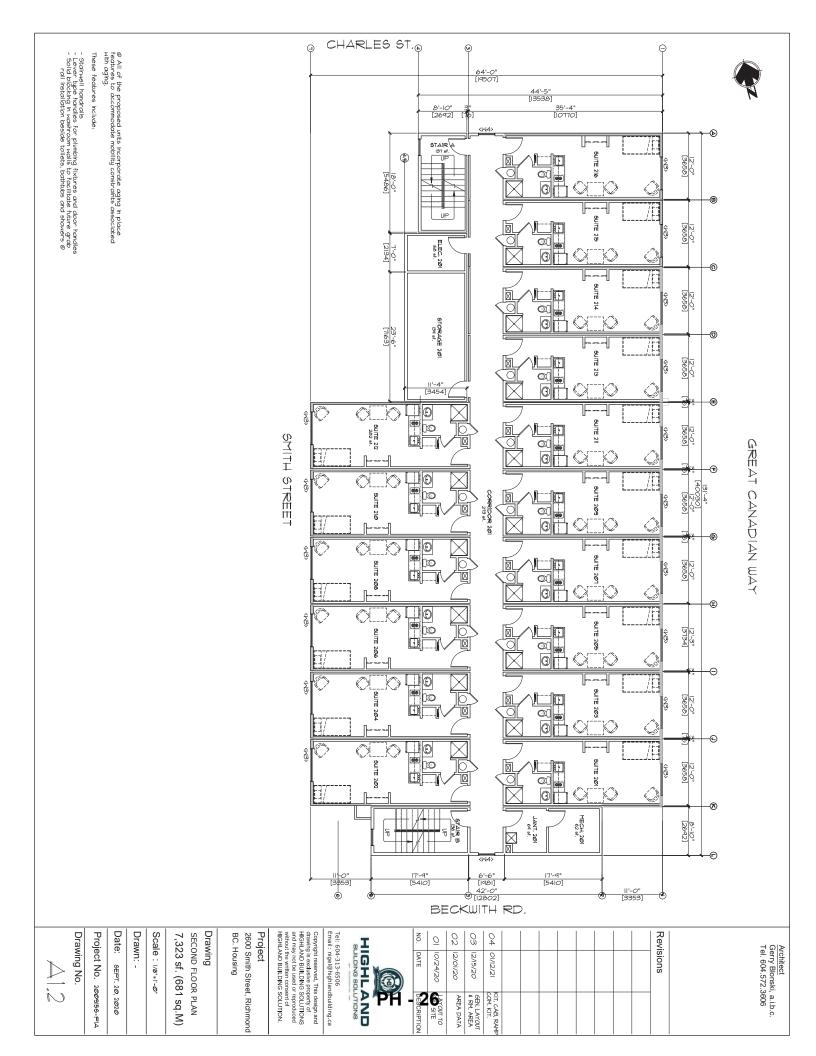


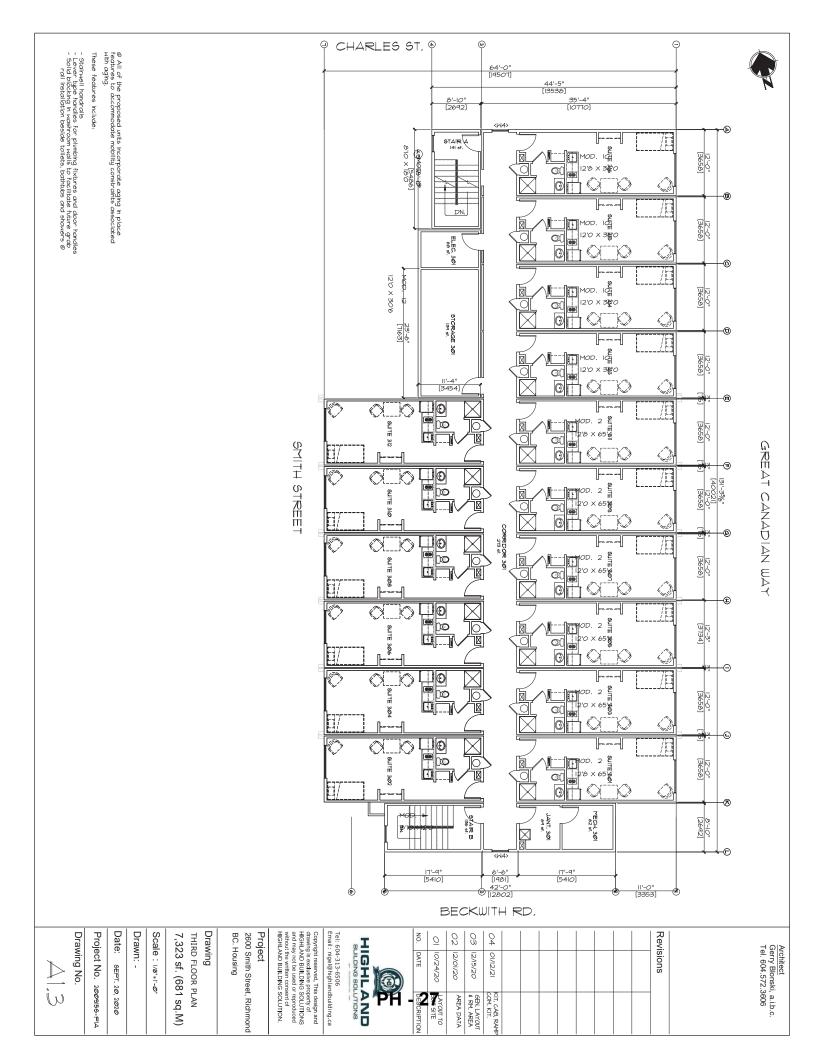
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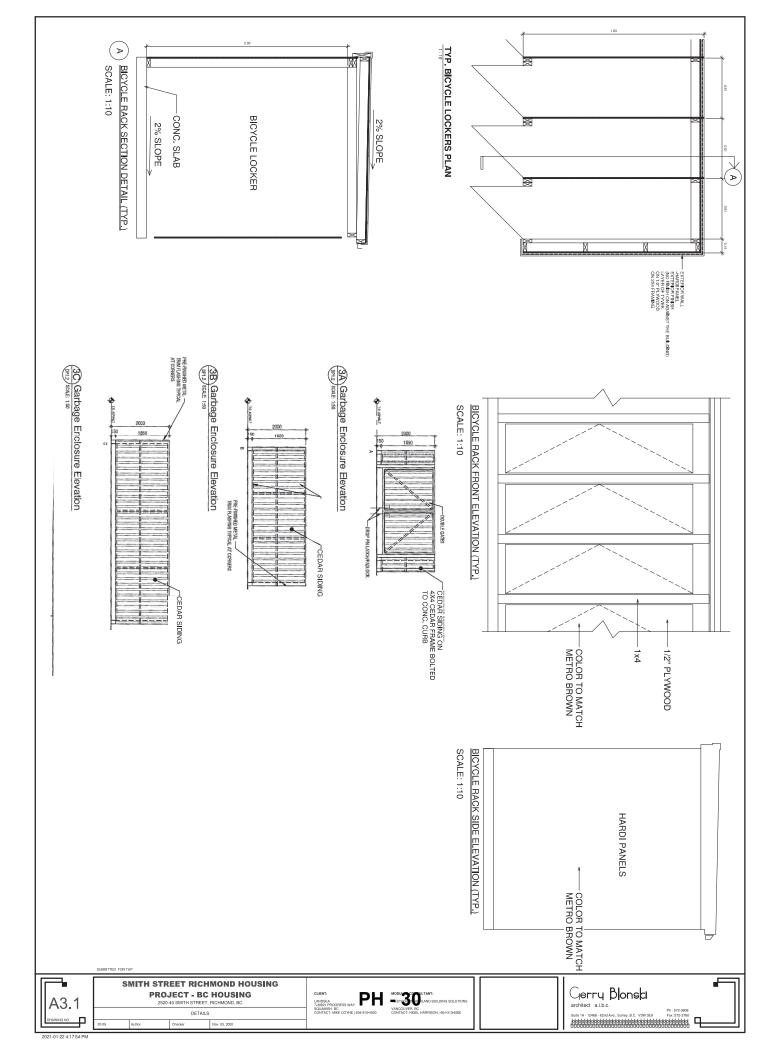


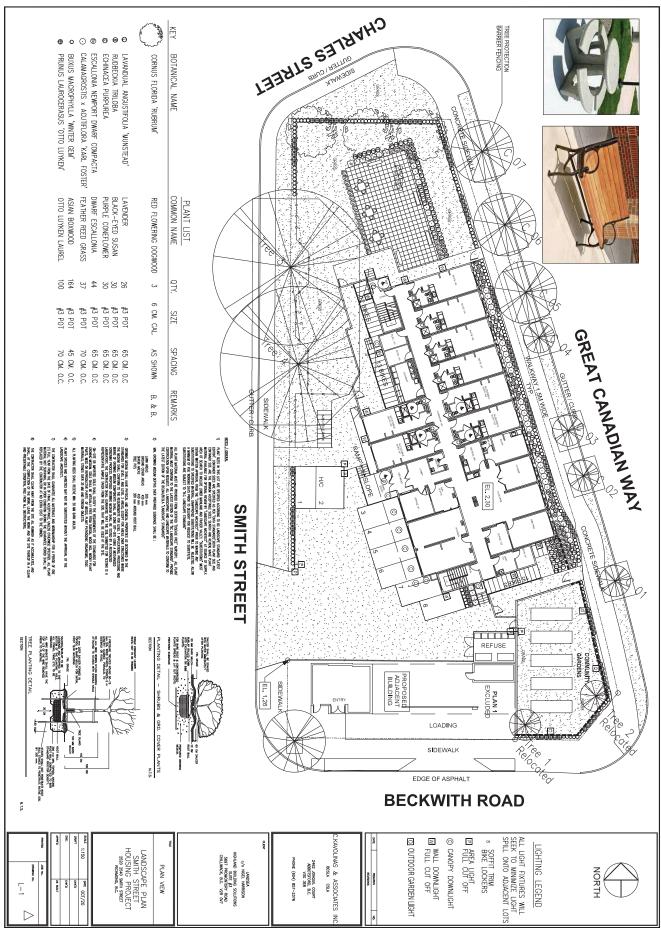




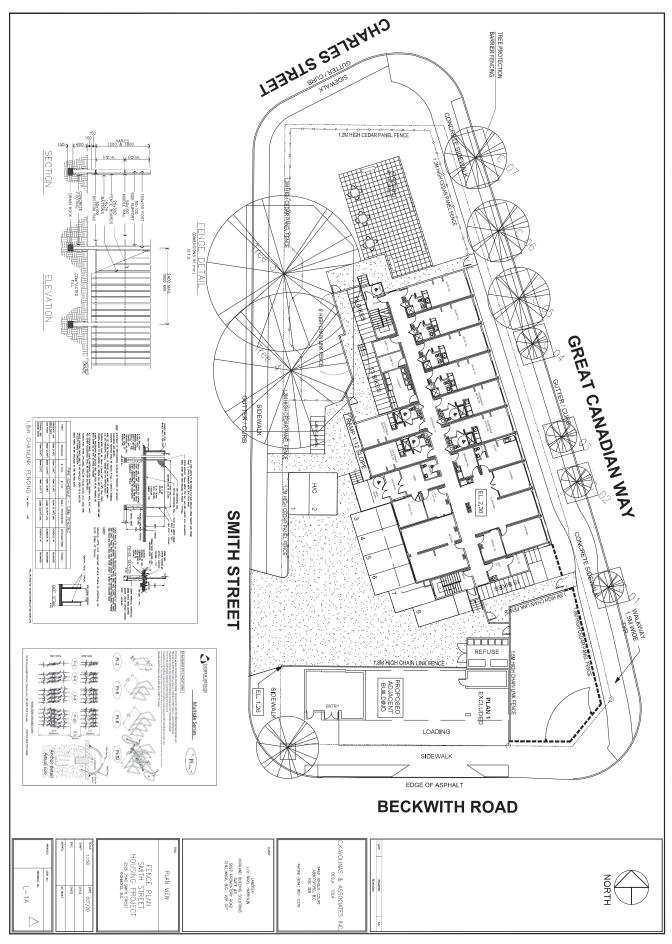








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Minutes



### Special Council Wednesday, December 20, 2023

RES NO.

ITEM

### PLANNING COMMITTEE

7. APPLICATION BY BC HOUSING MANAGEMENT COMMISSION FOR A TEMPORARY USE PERMIT AT 2520, 2540, 2560, 2580, 2600, 2640 SMITH STREET AND 9031 BRIDGEPORT ROAD (File Ref. No. 08-4105-20- TU 23-032827; 08-4105-20- TU 20-918062) (REDMS No. 7454490)

SP23/6-9

It was moved and seconded

- (1) That the application by BC Housing Management Commission for an extension to Temporary Use Permit (TU 20-918062) that permits a three-storey supportive housing building with 40 studio units at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road be considered for a period of three-years; and
- (2) That the application be forwarded to the January 22, 2024 Public Hearing at 7:00 p.m. in the Council Chambers of Richmond City Hall.

The question on the motion was not called as discussion ensued with regard to details of the facility operator.

The question on the motion was then called and it was CARRIED.