



**Planning Committee**

**Anderson Room, City Hall  
6911 No. 3 Road**

**Tuesday, December 8, 2015  
4:00 p.m.**

Pg. #      ITEM

MINUTES

**PLN-5**      *Motion to adopt the **minutes** of the meeting of the Planning Committee held on November 17, 2015.*



NEXT COMMITTEE MEETING DATE

December 15, 2015, (tentative date) immediately following the Community Safety Committee meeting in the Anderson Room.

COMMUNITY SERVICES DIVISION

1. **AFFORDABLE HOUSING STRATEGY UPDATE AND HOUSING ACTION PLAN**

(File Ref. No. 08-4057-01) (REDMS No. 4715093 v. 14)

**PLN-10**

**See Page PLN-10 for full report**

*Designated Speakers: Dougal Forteath and Joyce Rautenberg*



STAFF RECOMMENDATION

*That the staff report titled “Affordable Housing Strategy Update and Housing Action Plan” dated November 2, 2015, from the General Manager, Community Services, be received for information.*



ENGINEERING AND PUBLIC WORKS DIVISION

2.    **ALEXANDRA ROAD UNDERGROUNDING WORKS AGREEMENT**  
(File Ref. No. 10-6060-01) (REDMS No. 4815044 v. 3)

PLN-109

See Page **PLN-109** for full report

*Designated Speaker: Lloyd Bie*

STAFF RECOMMENDATION

*That the Chief Administrative Officer and General Manager, Engineering and Public Works, be authorized on behalf of the City to enter into one or more agreements with each of Polygon Jayden Mews Homes Ltd. (or a related company), Am-Pri Developments (2012) Ltd., 0846930 BC Ltd., British Columbia Hydro and Power Authority, Telus Communications Inc. and Shaw Cablesystems Limited, as required to facilitate the undergrounding of BC Hydro, Telus and Shaw infrastructure on Alexandra Road as described in the report from the Director, Engineering, dated November 19, 2015.*



PLANNING AND DEVELOPMENT DIVISION

3.    **AGRICULTURAL LAND RESERVE APPEAL APPLICATION BY ARUL MIGU THURKADEVI HINDU SOCIETY OF BC FOR NON-FARM USE AT 8100 NO. 5 ROAD**  
(File Ref. No. 12-8060-20-009506; AG14-657892) (REDMS No. 4823402)

PLN-115

See Page **PLN-115** for full report

*Designated Speaker: Wayne Craig*



STAFF RECOMMENDATION

- (1) *That the application by Arul Migu Thurkadevi Hindu Society of BC for a non-farm use at 8100 No. 5 Road to develop a Hindu temple and off-street parking on the westerly 110 metres of the site be endorsed as presented to the Planning Committee on May 20, 2015 and forwarded to the Agricultural Land Commission;*
- (2) *That Richmond 2041 Official Community Plan (OCP) Bylaw 9000, Amendment Bylaw 9506 that adds No. 5 Road Backlands Policies in Section 7.0 of the OCP be introduced and given first reading;*
- (3) *That Richmond 2041 Official Community Plan Bylaw 9000, Amendment Bylaw 9506, having been considered in conjunction with:*
  - (a) *the City's Financial Plan and Capital Program; and*
  - (b) *the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;**is hereby found to be consistent with said program and plans, in accordance with Section 882(3) (a) of the Local Government Act;*
- (4) *That Richmond 2041 Official Community Plan Bylaw 9000, Amendment Bylaw 9506, having been considered in accordance with OCP Bylaw Preparation Consultation Policy 5043 and Section 882(3)(c) of the Local Government Act, will be forwarded to the Agricultural Land Commission for comment in advance of the Public Hearing;*
- (5) *That this report and Bylaw 9506, be forwarded to the Richmond Agricultural Advisory Committee for comments in advance of the Public Hearing;*
- (6) *That staff be directed to host a public information meeting with all affected property owners along the No. 5 Road corridor to explain the proposed OCP amendment (i.e., changes to the No. 5 Road Backlands Policy) in advance of the Public Hearing;*
- (7) *That Policy 5037 "No. 5 Road Backlands Policy" be rescinded once Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 9506 is adopted; and*
- (8) *That staff be directed to continue to monitor the progress of the George Massey Tunnel Replacement project and report back when the impacts on the Backlands are better known.*





## Planning Committee Agenda – Tuesday, December 8, 2015

Pg. #

ITEM

4. **APPLICATION BY KENNETH KEVIN MCWILLIAM FOR REZONING AT 10631 WILLIAMS ROAD FROM SINGLE DETACHED (RS1/E) TO COMPACT SINGLE DETACHED (RC2)**

(File Ref. No. 12-8060-20-009508; RZ 15-690379) (REDMS No. 4825043)

PLN-222

See Page PLN-222 for full report

*Designated Speaker: Wayne Craig*

### STAFF RECOMMENDATION

*That Richmond Zoning Bylaw 8500, Amendment Bylaw 9508, for the rezoning of 10631 Williams Road from “Single Detached (RS1/E)” to “Compact Single Detached (RC2),” be introduced and given first reading.*

☐

5. **MANAGER’S REPORT**

### ADJOURNMENT

☐





## Planning Committee

Date: Tuesday, November 17, 2015

Place: Anderson Room  
Richmond City Hall

Present: Councillor Linda McPhail, Chair  
Councillor Bill McNulty  
Councillor Chak Au  
Councillor Carol Day

Absent: Councillor Harold Steves

Also Present: Councillor Derek Dang

Call to Order: The Chair called the meeting to order at 4:00 p.m.

### MINUTES

It was moved and seconded

*That the minutes of the meeting of the Planning Committee held on November 3, 2015, be adopted as circulated.*

**CARRIED**

### NEXT COMMITTEE MEETING DATE

December 8, 2015, (tentative date) at 4:00 p.m. in the Anderson Room



**Planning Committee**  
**Tuesday, November 17, 2015**

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**PLANNING AND DEVELOPMENT DIVISION**

1. **APPLICATION BY PACIFIC LAND RESOURCE GROUP INC. FOR A ZONING TEXT AMENDMENT TO THE INDUSTRIAL RETAIL (IR1) ZONE TO PERMIT RETAIL SALE OF AUTOMOTIVE PARTS AND ACCESSORIES AT 2760 SWEDEN WAY**

(File Ref. No. 12-8060-20-009503; ZT 15-710920) (REDMS No. 4777031)

Wayne Craig, Director, Development, briefed Committee on the proposed application, noting that the proposed zoning text amendment would allow for retail sale of automotive parts and accessories and that the applicant would provide for on-site landscape improvements.

It was moved and seconded

*That Richmond Zoning Bylaw 8500, Amendment Bylaw 9503, for a Zoning Text Amendment to the "Industrial Retail (IR1)" zone to permit "Retail, general uses, limited to retail sale of automotive parts and accessories" at 2760 Sweden Way, be introduced and given first reading.*

**CARRIED**

2. **APPLICATION BY CIS HOMES LTD. FOR REZONING AT 10340 ODLIN ROAD FROM SINGLE DETACHED (RS1/B) TO SINGLE DETACHED (RS2/K)**

(File Ref. No. 12-8060-20-009504; RZ 15-693376) (REDMS No. 4795912)

Cynthia Lussier, Planner 1, spoke on the proposed application, noting that (i) the proposed application would facilitate the subdivision of the property into two lots, (ii) the proposed application is consistent with the land use designation in the area plan, and (iii) the applicant will retain seven trees on-site.

In reply to queries from Committee, Mr. Craig advised that there are other sizeable lots along Odlin Way that have the potential to be rezoned and subdivided.

It was moved and seconded

*That Richmond Zoning Bylaw 8500, Amendment Bylaw 9504, for the rezoning of 10340 Odlin Road from "Single Detached (RS1/B)" to "Single Detached (RS2/K)," be introduced and given first reading.*

**CARRIED**



**Planning Committee**  
**Tuesday, November 17, 2015**

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**3. APPLICATION BY MARYEM AHBIB FOR REZONING AT 9131 STEVESTON HWY FROM SINGLE DETACHED (RS1/E) TO COMPACT SINGLE DETACHED (RC2)**

(File Ref. No. 12-8060-20-009505; RZ 15-703150) (REDMS No. 4797211)

Mr. Craig briefed Committee on the proposed application, noting that (i) the City secured a Statutory Right-of-Way (SRW) that is registered on the title of the lots at 9093 and 9097 Steveston Highway in 2004 to establish access to Steveston Highway from the rear lane, (ii) proposed future extensions of the rear lane would extend from the canal to Mortfield Gate as redevelopment occurs, and (iii) Mortfield Gate is intended to be signalized in the future.

In reply to queries from Committee, Mr. Craig noted that should the application proceed, the applicant would be required to construct the rear lane behind the subject property.

Nisha Cyril, 9097 Steveston Highway, spoke on the proposed application and expressed concern with regard to granting public access to the rear lane using the SRW and the estimated value of the land under the SRW.

In reply to queries from Committee, Mr. Craig noted that when the City secures a SRW, it is registered on the property's title.

In reply to queries from Committee, Ms. Cyril noted that her legal consultation prior to purchasing the property did not indicate the SRW was for public access. Also, she expressed concern of the potential increase in traffic and the difficulties of accessing the SRW from Steveston Highway.

In response to queries from Committee, Mr. Craig noted that no consent from adjacent property owners is required for the City to utilize the SRW. He added that the width of the SRW is approximately the same width of the rear lane.

Qaiser Iqbal, 9093 Steveston Highway, spoke on the proposed application and expressed concern with regard to granting public access to the rear lane using the SRW and information related to the SRW that is publically available.

In reply to queries from Committee, Mr. Craig noted that legal advice related to the SRW provided by the City's Law Department is subject to solicitor-client privilege.

Discussion ensued with regard to potential alternative solutions, and in reply to queries from Committee, Mr. Iqbal noted that to his knowledge, the SRW would only be used for utilities and that his preference would be that the SRW remain only for private access.

Discussion then ensued with respect to the information provided to potential property buyers by realtors and lawyers regarding the SRW and the potential to establish a late-comers fee or alternative funding mechanism to compensate the affected property owners.



**Planning Committee**  
**Tuesday, November 17, 2015**

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In reply to queries from Committee, Mr. Craig noted that it may be possible to develop a funding strategy for the acquisition of the current SRW; however, acquiring the SRW would potentially make the existing homes at 9093 and 9097 Steveston Highway non-conforming. He further noted that the SRW was secured as a condition of the rezoning that created the four existing rear lane access lots and that the SRW was intended to provide future access to other lots as redevelopment occurs.

In reply to queries from Committee, Joe Erceg, General Manager, Planning and Development, noted that the (i) incremental building of the rear lane is a viable approach and has been done in other parts of the city, (ii) the City cannot force properties to rezone and subdivide, and (iii) the SRW was secured by the City as part of a rezoning application that proceeded through the Public Hearing process and was adopted in 2004.

Discussion ensued with regard to (i) referring the application back to staff to discuss potential solutions, (ii) disclosing the SRW on title to potential buyers, and (iii) establishing a funding mechanism as a possible option to compensate the property owners.

In reply to queries from Committee, Mr. Erceg noted that referring the application back to staff would delay the application.

In reply to queries from Committee, Mr. Craig advised that a late-comers fee (i) may only be used in specific circumstances, (ii) is limited to a specific timeframe and is dependent on the development of adjacent lots, and (iii) is required to be adopted by bylaw.

It was moved and seconded

*That Richmond Zoning Bylaw 8500, Amendment Bylaw 9505, for the rezoning of 9131 Steveston Hwy from "Single Detached (RS1/E)" to "Compact Single Detached (RC2)," be introduced and given first reading.*

The question on the motion was not called as discussion ensued with respect to discussing possible solutions with the applicant and property owners and proceeding with the application process.

The question on the motion was then called and it was **DEFEATED ON A TIE VOTE** with Cllrs. Au and Day opposed.

Discussion then ensued with regard to discussing possible solutions with the applicant and property owners.

As a result of the discussion, the following **referral** was introduced:

It was moved and seconded

*That staff examine potential access options through a Statutory Right-of-Way for utilities and a public-right-of-passage that is registered on title of the lots at 9093 and 9097 Steveston Highway, with the property owners of 9093 and 9097 Steveston Highway, and report back.*

**CARRIED**

4.



**Planning Committee**  
**Tuesday, November 17, 2015**

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**4. MANAGER'S REPORT**

***Resettlement of Syrian Refugees***

Lesley Sherlock, Planner 2, briefed Committee on the Metro Vancouver response to resettle Syrian refugees in the province noting that, (i) approximately 3000 refugees will be arriving in the province, (ii) the City is not expected to receive a significant number of refugees, (iii) refugees coming to the province will enter through Vancouver International Airport, and (iv) initial assessments of the refugees may take up to two months.

In reply to queries from Committee, Ms. Sherlock noted that housing affordability could be a factor in determining where the refugees ultimately settle in the province.

Discussion ensued with regard to the role of the City in the resettlement of the refugees.

In reply to queries from Committee, Ms. Sherlock advised that information on the resettlement of the refugees will be available on the City website.

**ADJOURNMENT**

It was moved and seconded

***That the meeting adjourn (5:04 p.m.).***

**CARRIED**

Certified a true and correct copy of the Minutes of the meeting of the Planning Committee of the Council of the City of Richmond held on Tuesday, November 17, 2015.

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Councillor Linda McPhail  
Chair

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Evangel Biason  
Legislative Services Coordinator (Aux.)





# City of Richmond

## Report to Committee

**To:** Planning Committee **Date:** November 2, 2015  
**From:** Cathryn Volkering Carlile **File:** 08-4057-01/2015-Vol  
General Manager, Community Services 01  
**Re:** Affordable Housing Strategy Update and Housing Action Plan

### Staff Recommendation

1. That the staff report titled "Affordable Housing Strategy Update and Housing Action Plan" dated November 2, 2015, from the General Manager, Community Services, be received for information.

Cathryn Volkering Carlile  
General Manager, Community Services  
(604-276-4068)

Att. 3

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



## Staff Report

### Origin

The purpose of this report is to provide the overview and schedule of the Affordable Housing Strategy (AHS) update and Housing Action Plan (HAP) development process. As the AHS (Attachment 1) has not been updated since 2007, the current demographics, market conditions, estimated needs and senior government funding situation may no longer be accurately captured in the priorities and policy areas. Furthermore, there have been a number of Council referrals to examine and possibly amend various policies embedded within the AHS. Undertaking a complete update of the AHS would allow for: an updated housing needs summary; revised targets that reflect Richmond's current market and demographic context; comprehensive community engagement; and the development of a HAP to implement and monitor the revised AHS objectives.

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

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

#### 2.2. Effective social service networks.

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

*Adhere to effective planning and growth management practices to maintain and enhance the livability, sustainability and desirability of our City and its neighbourhoods, and to ensure the results match the intentions of our policies and bylaws.*

#### 3.4. Diversity of housing stock.

### Background

The City of Richmond's AHS was adopted on May 28, 2007. The overarching vision for the Strategy is as follows: the affordable housing needs of a diverse population are met by the City of Richmond managing its resources in partnership with the private sector, local groups, agencies and other levels of government. The City of Richmond recognizes that it will not be able to solve housing affordability needs alone, but that the City can assist in the solution. A central focus of the AHS is to ensure that the City is successful in providing a range of housing options for households of different ages, family types and incomes.

To meet these objectives and support the vision, three priorities are outlined in the current AHS:

Priority	Affordable Housing Type	Household Annual Income Threshold
1	Subsidized Rental	Less than \$34,000
2	Low End Market Rental	Between \$34,000 or less and \$57,500 or less
3	Entry Level Homeownership	Less than \$60,000



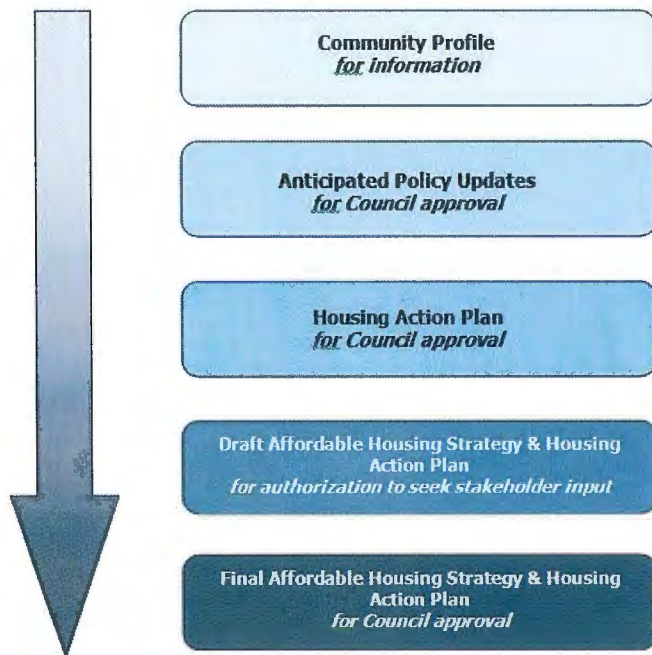
In order to achieve success in addressing these priorities, the AHS is guided by the understanding that generating an effective housing system at all points of the continuum requires a multi-level government housing policy and funding commitment.

The intent and the overall goals of the AHS will remain the same, but staff proposes that the AHS be updated to reflect changes in: the senior government funding landscape; market conditions; community demographics; and any other considerations Council may have.

### Analysis

Staff recommend that the AHS be updated in phases to: enable a greater and comprehensive understanding of the housing needs in Richmond; amend and/or develop policies that will effectively respond to changes in housing need; and allow for increased opportunities to engage with key stakeholders and the community. Priority groups that are particularly affected by housing issues and are in need of support in Richmond have been identified in Attachment 2 and a draft communications and consultation plan is presented for Council's consideration in Attachment 3.

Figure 1: AHS Update Key Milestones



Although not limited to, it is anticipated that the AHS update and the HAP will be completed over the following phases:



### Phase 1: Community Profile (Q1 – Q2 2016)

A community profile is comprised of an environmental policy scan, review of relevant housing data and analysis work. As part of the overall update process staff recognizes the role of affordable housing providers, the development industry and other stakeholders, and will engage these groups in the update of the AHS. The objective of the community profile is to obtain an understanding of the community's housing needs.

#### Data Analysis:

- Obtaining a quantitative understanding of the community's needs
- Revisit Core Need Income Thresholds/Housing Income Limits to determine household income thresholds for eligibility for subsidized and Low End Market Rental (LEMR) units
- Completion of a community profile backgrounder

#### Community Engagement:

- Obtaining a qualitative understanding of the community's needs
- Identify/engage key stakeholders to determine housing needs in the community
- Re-evaluation of the current AHS priorities
- Engagement platforms include open houses/Let's Talk Richmond

#### Housing Needs Summary & Targets:

- Creation of a housing needs summary
- Identify current demographics, market situation and availability of senior government funding and other funding options
- Update housing targets to reflect the community's need

### Phase 2: Anticipated Policy Updates (Q1 – Q3 2016)

This phase will be comprised of reviewing existing policies and industry best practices. Policy updates will take into account the findings of the community profile to ensure policies will effectively address the housing needs in Richmond. Although not limited to, the policies that will be reviewed include:

- Low End Market Rental (LEMR)
- Subsidized Rental (Individuals who are homeless or at-risk of homelessness)
- Affordable Homeownership
- Single Family Accessory Dwellings/Contribution Rates (completed September 2015 and as per Council direction, staff will survey and report back in Fall 2016)

Stakeholder engagement will take place over this phase to obtain input on policy directions.



### Phase 3: Housing Action Plan (Q2 – Q3 2016)

Metro Vancouver requires member municipalities to develop a HAP for submission. According to Metro Vancouver, the HAP will demonstrate the actions taken to increase the supply and diversity of affordable housing at key points along the housing continuum.

The HAP is an implementation tool that will:

- Create steps to address the housing needs summary
- Determine/propose how to meet/measure targets

Community Engagement Opportunities:

- Identify/engage key stakeholders to provide feedback on housing action plan ideas
- Re-evaluation of the current AHS priorities
- Engagement platforms include open houses/Let's Talk Richmond and stakeholder focus groups

A financial assessment will be completed to review and determine the costs associated with implementation of the approved policies/initiatives.

### Phase 4: Draft Report (Q4 2016)

Staff will combine work completed through Phases 1 to 3 and present a draft AHS to Council for consideration and authorization to go out for stakeholder feedback.

The draft report will include:

- Updates to housing priorities; needs summary; targets; and action items
- Updated policies for Council's consideration

Stakeholders will also have opportunities for feedback at this phase; staff will provide the draft report for input, and edit/incorporate comments as required.

### Phase 5: Final Report to Council for Adoption (Q4 2016)

The final AHS and HAP will be presented to Council for adoption & implementation and submitted to Metro Vancouver upon approval.

## **Policy Review**

Although not limited to, the following policy work will be reviewed in Phase 2:

### Low End Market Rental

- Review LEMR requirements for Townhouse/Apartment projects of less than 80 units
- Review Council's referral to investigate built LEMR unit requirements in Townhouse projects
- Review maximum rents & income thresholds



- Housing Agreement language review and parking requirements
- Review minimum unit sizes & bedroom sizes for LEMR units
- Building capacity with non-profit housing providers to partner with developers to potentially manage LEMR units
- Administration and monitoring of Housing Agreements

#### Affordable Homeownership

- Review options & approaches for securing affordable homeownership units
- Determine mechanisms exist to ensure a measure of affordability is there for future buyers of same property
- Review merits of owner-occupancy models as part of the affordable homeownership requirement
- Determine affordable homeownership compliance strategies
- Balance policy objectives and community benefit with respect to securing 5% built requirement for LEMR and advancing affordable homeownership opportunities

#### Subsidized Rental (Individuals who are homeless or at-risk of homelessness)

To address this priority area, staff will continue to work with the recommendations set out in the “Examining Shelter and Transitional Housing Options” report, adopted by Council on April 27, 2015. The aforementioned includes:

- Enabling access to the private rental market: identifying a host agency to enter into lease agreement on behalf of individual
- Develop a cooperation agreement with other agencies and levels of government to support low-income/at risk to access combined subsidies
- Secure property for use as an interim shelter
- Work towards a sustainable operating model/funding rationale for emergency/transitional housing under one space
- Develop a joint Expression of Interest with other agencies and levels of government for an integrated housing development, which includes a continuum of emergency, transitional & supportive housing under one space

#### Single Family Accessory Dwellings/Contribution Rates

- Staff will survey and report back on the single family rezoning and contribution rates

It is understood that the review of other policy priorities may arise during this process and allowances to accommodate for the same will be made.

Although not part of the AHS, Affordable Housing staff will provide input and work collaboratively to support Planning & Development who are creating a comprehensive market rental policy.



## Financial Impact

City staff will oversee the AHS and HAP development process, and a capital budget submission has been requested to offset the costs of updating/creating such.

## Conclusion

This report provides the outline and identifies the policy work required to update the AHS and to create a HAP as required by Metro Vancouver. The current AHS has generated a number of opportunities to provide housing options for a wide range of community members however as a function of: time; evolving community growth and subsequent need; and Council and Metro Vancouver direction, revising the AHS and creating the HAP is now required.

Moving forward, these proposed initiatives will help guide the City of Richmond to identify and address the housing needs of residents in the mid to low income spectrum, providing solutions which in turn will ensure diversity, opportunity, and a healthy housing mix to support residents and the local workforce, each an essential component to a competitive and thriving community.



Dougal Forteath  
Affordable Housing Coordinator  
(604-247-4946)



Joyce Rautenberg  
Affordable Housing Planner  
(604-247-4916)

- Att. 1: Affordable Housing Strategy  
2: Priority Groups – Affordable Housing Strategy Update  
3: Affordable Housing Strategy Update – Draft Communications and Consultation Plan





## Richmond Affordable Housing Strategy



*Building the Richmond We Want*

May 9, 2007

Approved by Richmond City Council on May 28th, 2007

**PLN - 17**



**Richmond Affordable Housing Strategy**  
**Addendum No. 1**  
**(June 8, 2009)**

That the Richmond Affordable Housing Strategy, approved by Council on May 28, 2007, be amended as follows:

1. Annual Income Thresholds

The annual income thresholds as shown on Table 1 be used to determine who qualifies for affordable housing and be included in the housing agreement used to secure the use and occupancy of the affordable housing units.

2. Maximum Permitted Rents

The maximum permitted rent as shown on Table 1 be used to determine the permitted rent originally used for affordable housing and be included in the housing agreement used to secure the use and occupancy of the affordable housing units.

3. Future Adjustments to Annual Income Thresholds and Maximum Permitted Rents

Staff adjust the annual income threshold and maximum permitted rent for affordable housing shown on Table 1 once every calendar year based on the following data sources and use the adjusted information in any housing agreements brought forward after the date of adjustment and advise Council accordingly:

Primary Data Source: staff analysis of updated Core Need Income Threshold (CNIT) and/or other applicable data produced by the Canada Mortgage and Housing Corporation (CMHC) in years when it is released.

Secondary Data Source: the All-Items Consumer Price Index (CPI) for Vancouver for the previous calendar year plus 2% in years when the CNIT and/or other applicable data from CMHC is not released.

<b>Table 1: Annual Income Thresholds and Maximum Permitted Rents for Affordable Housing as Adjusted by City Staff from time to time</b>	
<b>Annual Income Thresholds</b>	
Affordable subsidized rental housing	Households with an annual income of less than \$26,000
Affordable low end market rental housing	Households with an annual income of between \$26,000 and \$42,000
Affordable entry level ownership housing	Households with an annual income of less than \$60,000
<b>Maximum Permitted Rents</b>	
Bachelor suite	\$580 a month (e.g., for eligible tenant having an annual income threshold of \$26,000 or less)
One bedroom suite	\$650 a month (e.g., for eligible tenant having an annual income threshold of \$30,500 or less)
Two bedroom suite	\$770 a month (e.g., for eligible tenant having an annual income threshold of \$36,000 or less)
Three bedroom suite	\$930 a month (e.g., for eligible tenant having an annual income threshold of \$42,000 or less)



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*RICHMOND AFFORDABLE HOUSING STRATEGY*

CITY OF RICHMOND

*Building the Richmond We Want*

May 9, 2007



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## Strategic Context and Background

Access to safe, affordable and appropriate housing is essential for building strong, safe and healthy communities.



In developing this Strategy, the City of Richmond has recognized the importance of ensuring that all residents have access to suitable and appropriate housing with the necessary community supports to serve the needs of a diverse population.

### **Vision**

The affordable housing needs of a diverse population are met by the City of Richmond managing its resources in partnership with the private sector, local groups, agencies and other levels of government.

### **Goals and Objectives**

The City of Richmond recognizes that it will not be able to solve housing affordability needs alone, but that the City can assist in the solution.

As a result, a central focus of this Strategy is to ensure that the City is successful in providing a range of housing options for households of different ages, family types and incomes.

### **Key Assumptions**

- 1. Affordability is strongly influenced by a range of factors including local market conditions and broader macro-economic forces.*
- 2. While local responses can help to address affordability challenges, the most successful remedies are regionally-based, with significant support and resource commitments coming from senior governments.*
- 3. Housing affordability issues affect most groups but in different ways.*
- 4. Affordability is ultimately tied to long-term housing supply.*
- 5. Low income housing needs can not be met with the current limited available resources; targeted strategies are required.*
- 6. Affordability challenges will not be resolved through short-term interventions. Effective solutions are the result of long-term, stable policies and strategic interventions that enable an expanded range of options at key points along the housing continuum.*



## Strategic Context and Background

### Principles:

The *Richmond Affordable Housing Strategy* is based on the following principles:

- Partnerships;
- Balance:
  - Public and private interests;
  - Certainty and flexibility;
- Effectiveness; and,
- Financial viability.

### Key Elements In the Strategy

The key elements of the *Richmond Affordable Housing Strategy* are:

- Land acquisition;
- Construction of units;
- Maintenance of rental units;
- Leasing land/rental of units;
- Subsidies for rents;
- Support services;
- Research;
- Supportive policies and regulations;
- Financial incentives; and,
- Other elements as required, including partnerships with the GVRD, the development sector and senior levels of government.

### Construction Versus Cash-In-Lieu

In analyzing the range of options available, there was considerable discussion and analysis of differences in establishing private sector contribution requirements versus the direct creation of units. Through the process, it was recognized that:

- It is unrealistic (e.g., financially) to require all developments to meet hard and fast affordable housing requirements;
- No other Lower Mainland municipality requires all housing developments to provide affordable housing units. Rather, the cash-in-lieu option is much more frequently used;
- Cash-in-lieu contributions are easier to administer and provide greater opportunities for the City to partner with senior levels of government and non-profit organizations;
- Subsidized housing for households with annual incomes of less than \$20,000 require the most government funding to build and manage, and are best located on separate sites with financial assistance coming from government partners and non-profit organizations;
- The administration of one or two "scattered" affordable housing units in a building or development creates some management difficulties and diseconomies of scale.



## Strategic Context and Background

### **Inclusionary Zoning/Density Bonusing Approach**

It is recommended that an inclusionary zoning/density bonusing approach be taken to ensure that affordable housing units are built.

For example, it is proposed that each four storey low rise apartment and every high rise development containing more than 80 residential units be asked to build 4 or more affordable housing units. These units would be used for low end market rental purposes (i.e., for households with annual incomes between \$20,000 to \$37,700).

Where a minimum of 4 affordable housing units can not be provided in a building or development, a cash-in-lieu contribution would be accepted. The money collected would be used to help partner with others to build subsidized housing (i.e., for households with annual incomes below \$20,000).

The City will enter into an Agreement with a non-profit organization or property management company to manage all of the low end market rental units transferred to the City as affordable housing. This being the case, the City could waive the Development Cost Charges (DCCs) for the not for profit rental housing and would be willing to exclude the low end market rental units from the floor area ratio (FAR) calculations so the developer can build more units elsewhere on the site.

Should the developer want to retain ownership or sell the low end market rental units to a non-profit organization or property management company, the FAR exemption will not be offered to the developer by the City. Instead, it is expected that the profit from the additional market ownership units created from the density bonus and the equity from the sale/rental of the low end market rental units will cover the construction cost of building a minimum of 4 affordable housing units and increase the overall profitability of the project. The City could waive the DCCs if these units are used for not for profit rental housing by the developer or the third party who owns them.

Where these affordable housing units are built, the City would ensure that they remain available for low end market rental purposes through a Housing Agreement with the rezoning applicant.

If the City were to rent these units at 85% to 90% of current market rents, they would be affordable to households with annual incomes of between \$30,000 and \$37,700 (based on the standard definition of affordability that a household should not be spending more than 30% of their income on shelter).



## Strategic Context and Background

Rents at levels lower than 85% to 90% of the current market would not provide sufficient revenue to carry the cost of new housing construction. As a result, households with incomes of below \$30,000 would require deeper subsidies or some level of housing assistance in order to be able to successfully afford these units.

The City is also proposing to take an inclusionary zoning/density bonusing approach on single-family residential rezoning applications. In this case, all single lots being rezoned but not subdivided and at least half (50%) of the lots being rezoned and subdivided will be required to include a secondary suite or a coach house unit. Concurrent to this, the City is taking steps to legalize secondary suites in Richmond.

In order to ensure that these secondary suites or coach house units are affordable for low end market rental purposes a Housing Agreement would be required as a condition of rezoning approval. If this is viewed as being unacceptable, the market could be relied upon or the size of the secondary suite and coach house unit could be restricted to help control the affordability of these new suites or dwelling units.

The intent of these steps and the Housing Agreement is to provide additional low end market rental units to the City's housing inventory (i.e., for households with an annual income of \$20,000 to \$37,700). It should be noted that although the rent from the secondary suite or coach house unit will help with the mortgage of the new single-family residence, it will not make this residence affordable to entry level owners (i.e., households with an annual income between \$37,700 to \$60,000).

Entry level ownership units will not be a priority at this time as there is a critical need for affordable rental units within the City of Richmond. For example, the median price of a new condo unit is significantly higher (1.5 to 2.4 times higher) than what would currently be affordable for a household with an annual income of \$37,700 to \$60,000.

### **Regional Affordable Housing Strategy**

The GVRD is currently working on a Draft Regional Affordable Housing Strategy. It is expected that the Draft Strategy will be presented to the Housing Committee in June 2007 with a recommendation that the Strategy be referred to the Board for release for public review.

The draft draws attention to the need for a coordinated response across the GVRD with an emphasis on three housing goals and regional strategies:



## Strategic Context and Background

- Goal 1: Provide adequate housing to meet the needs of low income renters.
- Goal 2: Eliminate homelessness across the region.
- Goal 3: Increase the supply and diversity of modest cost housing.
- Strategy 1: Make better use of the existing and available government and housing industry resources.
- Strategy 2: Secure additional stable funding to meet affordable housing needs.
- Strategy 3: Establish partnerships and secure sufficient and stable funding.

Some of the key directions or recommendations in the Draft Regional Affordable Housing Strategy of particular relevance to the *Richmond Affordable Housing Strategy* include:

- The Greater Vancouver Housing Corporation (GVHC) should provide for new social housing through the management of market or non-profit rental housing acquired through the municipal development process;
- The GVRD will work with municipalities to set targets for the number of new affordable owned and rental housing units required by the year 2011 and 2016 and include this work in the proposed new Regional Growth Strategy;
- The Province will be asked to enact enabling legislation for the Greater Vancouver Sewerage and Drainage District (GVS&DD) to waive regional DCCs on social housing and reduce regional DCCs on affordable housing when affordability is secured for a minimum of 20 years by revising the method of calculation for smaller lots and unit sizes;
- The GVRD will urge the Provincial government to provide enabling legislation for municipalities and the GVRD to allocate some portion of municipal DCCs/levies to an affordable housing fund;
- The Federal government will be urged to respond to the call from the Federation of Canadian Municipalities (FCM) to develop a national affordable housing strategy; and
- The GVRD will investigate funding sources to establish and manage a Regional Affordable Housing Trust Fund which will be allocated to construction of additional social housing (with the Board's direction that municipal contributions not constitute the primary funding source).

In preparing its Draft Regional Affordable Housing Strategy, the GVRD recognizes that it is to act as the united voice of member municipalities in an advocacy role with senior governments, since partnership and substantial, stable funding is required of senior governments in order for municipalities and the regional district to implement initiatives in affordable housing.



## Strategic Context and Background

One item that was dropped from the Draft Regional Affordable Housing Strategy that the City of Richmond and other municipalities expressed a concern about was the proposed regional surcharge on regional levies and charges for affordable housing.

In response to requests for further information from its Board members, staff also examined the following additional funding sources from senior governments:

- The Provincial Property Transfer Tax (approximately \$374 million of Provincial revenue from property sales is generated in Greater Vancouver);
- Canada Mortgage and Housing Corporation (CMHC) Reserve Funds (the most recent financial report indicates that \$45 million in savings was returned to general Federal revenues; it is forecasted that CMHC's retained earnings could reach \$5.3 billion in 2006 – the GVRD is requesting that a portion of this should be redirected to build new social housing);
- Federal Tax Incentives for Rental Housing (e.g., eliminate or exempt rental housing from tax on capital gains; allow for GST rebate on new housing construction; allow small landlords to claim the GST input tax credit on purchases; restore the capital cost allowance/depreciation to previous levels); and
- Provincial Rental Tax Credit Programs (provide a direct tax credit to low income households through the income tax form similar to Ontario and Manitoba).

City staff will analyze and report on the GVRD's Draft Regional Affordable Housing Strategy as a separate exercise when it is circulated for municipal input. Generally speaking, the directions set out through the Region's Strategy are consistent with the themes and directions set out in the City's Strategy.

### **Provincial Affordable Housing Strategy**

The Province has also released its Provincial affordable housing strategy entitled "Housing Matters BC". Some of the key components of this strategy include:

- Providing the homeless with access to stable housing with integrated support systems;
- Making the most vulnerable citizens a priority for assistance;
- Improving access to affordable rental housing for low-income households;
- Supporting homeownership as an avenue to self-sufficiency;
- Ensuring that BC's housing and building regulatory system is safe, stable and efficient; and,
- Addressing Aboriginal housing needs.



## Strategic Context and Background

This includes giving priority access for subsidized housing to people who need housing and supports and who cannot find suitable rental housing in the private market. Other households including low income working families and low income seniors may be eligible for rent assistance.

Groups that were identified in "Housing Matters BC" as having priority needs included frail seniors, people with mental illness or physical disabilities and their families, those with drug and alcohol addictions, women with their children fleeing violence, and the homeless or those at risk of homelessness.

### Provincial Throne Speech

As part of the February 13, 2007 speech from the throne, the Provincial government made the following statements related to affordable housing in BC:

- "Your government will act to increase affordable housing, reduce homelessness, and help those who cannot help themselves"
- "Your government believes municipal governments with populations greater than 25,000 should identify and zone appropriate sites for supportive housing and treatment facilities for persons with mental illnesses and addictions in official community plans by 2008"
- "We will encourage local government to exempt small-unit, supportive housing projects from development cost charges and levies"
- "A new assessment class and new tax exemptions for small-unit, supportive housing will be developed over the next year for this legislature's consideration"

To date, no further details are available from the Province with regard to how some of these statements are going to be implemented. Staff will continue to monitor this and advise Council of any implications they may have to the *Richmond Affordable Housing Strategy*.

### Federal Affordable Housing Strategy

The Federal government does not have a national affordable housing strategy. Instead, affordable housing initiatives are left to a number of different government agencies including: Service Canada (homelessness); Canada Mortgage and Housing Corporation (renovation and research funding); etc.. The Federal government is being asked by many, including the City of Richmond, to develop a national affordable housing strategy in consultation with the Provincial and Local governments, as well as to do more for affordable housing including providing financial and tax incentives.



# Definitions, Priorities and Targets

## Definitions, Priorities and Targets

### **Definitions**

Based on the commonly accepted definition of affordability, which suggests that a household should not be spending more than 30% of their income on shelter, the *Richmond Affordable Housing Strategy* has established the following three definitions for affordable housing:

**Subsidized Housing:** Households with an annual income of \$20,000 or less requiring deep subsidies or significant assistance;

**Low End Market Rental:** Households with an annual income of \$20,000 to \$37,700 requiring shallow subsidies or no assistance;

**Entry Level Ownership:** Households with an annual income of \$37,700 to \$60,000.

### **1<sup>st</sup> Priority - Subsidized Housing**

To address the need for subsidized housing, the City will:

- a) Accept cash-in-lieu contributions for affordable housing from townhouse developments and smaller apartment developments where a minimum of 4 affordable housing units are not provided.
- b) Utilize the monies collected in the Affordable Housing Reserve Fund first and primarily for subsidized housing.
- c) Subsidized housing would be for the homeless, people with addictions, the mentally challenged, single parents with limited income, seniors on fixed pensions, persons with disabilities, families requiring subsidies for specific reasons, etc.

### **2<sup>nd</sup> Priority - Low End Market Rental**

To address the need for low end market rental, the City will:

- a) Require each four storey low rise apartment and every high rise development containing more than 80 residential units to construct at least 5% of the building area and not less 4 low end market rental units.
- b) Require that all rezoning applications involving a single lot that is being rezoned but not subdivided and at least 50% of any new lots that are being rezoned and subdivided include either a secondary suite or a coach house unit.
- c) Low end market rental could be for young adults, recently retired, lower income families, students, individuals without equity, etc.



## Definitions, Priorities and Targets

### **3<sup>rd</sup> Priority - Entry Level Ownership**

To address the need for affordable housing at the entry level ownership level, the City will:

- a) Encourage the construction of smaller apartment units and/or lower cost finishings (but not at the expense of cash-in-lieu contributions to subsidized housing or the construction of low end market rental units).
- b) Encourage innovative new housing forms and financing schemes.
- c) Permit the development community to build entry level ownership housing on their own initiative without necessarily securing this form of housing as "affordable" for households with annual income of less than \$60,000.

### **Targets**

The consultant and City staff have identified the following targets which they believe are achievable if partnerships and cooperation are received from other levels of government, non-profit organizations, the development community, etc.:

Subsidized Housing: 25 – 50 units per year

25 units based on 80% equity from others (City's contribution 20%)

50 units based on 90% equity from others (City's contribution 10%)

Both targets require that \$1,000,000 be collected in cash-in-lieu contributions annually based on the proposed \$2.00 per buildable square foot contribution from townhouse rezoning applications (not the existing \$0.60 per buildable square foot).

Low End Market Rental: 95 units per year

75 secondary suites or coach house units through rezoning applications

20 apartment units in low rise apartments or high rise developments containing more than 80 residential units

These targets are described in greater detail in the section entitled "Establishing Appropriate Targets".



## Complete List of Recommendations

The following provides a complete list of the specific recommendations and strategies set out in this report.

### **Policy Area #1** **An Articulated Commitment to Respond to Issues Related to Housing Affordability in the City of Richmond**

1. City Council approve the *Richmond Affordable Housing Strategy* and, specifically, the following recommendations, policies, directions, priorities, definitions and initial annual targets:

Priority	Housing Type	Definition	Initial Annual Target
1 <sup>st</sup> Priority	Affordable Subsidized Rental Housing	Households with an annual income of less than \$20,000	73 affordable subsidized rental housing units a year
2 <sup>nd</sup> Priority	Affordable Low End Market Rental Housing	Households with an annual income of between \$20,000 and \$37,700	279 affordable low end market rental units a year
3 <sup>rd</sup> Priority	Affordable Entry Level Ownership Housing	Households with an annual income of less than \$60,000	243 entry level ownership units a year
Affordable is defined as meaning that no more than 30% of the gross income of a household is spent on housing costs (excluding cablevision, telephone, other telecommunications and utility fees)			

2. The City hire a temporary full time employee, to work in the Real Estate Services Division of the City's Business & Financial Services Department, to assist in the implementation of this Strategy.
3. A work program be prepared annually by staff for Council approval to implement the *Richmond Affordable Housing Strategy*.
4. The results of the Strategy be monitored and reported annually to demonstrate that the City is committed to the on-going creation of affordable housing.



## Complete List of Recommendations

5. The Official Community Plan (OCP), and City Centre Area Plan (CCAP) currently being updated, be revised later this year to be consistent with the policies and directions set out under this Strategy once it has been approved by City Council. Over time, the other Area Plans will also be reviewed and revised, as necessary, based on the experience of implementing the *Richmond Affordable Housing Strategy*.
6. City staff continue to work with the Greater Vancouver Regional District (GVRD), senior governments and other key planning and decision making bodies to ensure that housing affordability issues are recognized and addressed at the Regional, Provincial and Federal levels, and that appropriate resources are made available.

### Policy Area #2

#### **The Use of Regulatory Tools and Approaches to Facilitate the Creation of New Affordable Housing**

##### Affordable Subsidized Rental Housing

7. In order to help meet the City's targets for affordable subsidized rental housing, a density bonusing approach under Section 904 of the *Local Government Act* involving the provision of a cash contribution is to be utilized for all townhouse developments and for apartment or mixed use developments involving 80 or less residential units.
8. Where a cash contribution for affordable housing is received under this statutory density bonusing approach, it should be based on the following amounts for rezoning applications received after July 1, 2007:
  - a) \$2 per square foot from townhouse developments; and
  - b) \$4 per square foot from apartment and mixed use developments involving 80 or less residential units.

##### Affordable Low End Market Rental Housing

9. In order to help meet the City's targets for affordable low end market rental housing, a density bonusing approach involving the provision of affordable housing units as an amenity be utilized for apartment and mixed use developments involving more than 80 residential units for rezoning applications received after July 1, 2007.



## Complete List of Recommendations

10. Where an affordable housing unit density bonusing approach is provided for apartment and mixed use developments involving more than 80 residential units:
  - a) at least 5% of the total residential building area (or a minimum of 4 residential units) should be made available for affordable low end market rental purposes;
  - b) the unit sizes and number of bedrooms will be determined by the City; and
  - c) the affordable low end market rental units will be subject to a housing agreement registered on title.
11. If the ownership of the affordable low end market rental units is transferred to the City, the units will be rented to eligible tenants and:
  - a) each unit should be created as a separate strata lot; and
  - b) the responsibility for management and tenant selection of all the units owned by the City may be contracted to a single non-profit housing provider or property management company.
12. Alternatively, the developer may retain ownership or transfer the units to a third party such as a property management company, in which case the units must be rented to eligible tenants and:
  - a) each unit must not be transferred separately (and will be secured by a no separate transfer covenant); and
  - b) the responsibility for management and tenant selection for all of the units owned by the developer or a third party will be the responsibility of that developer or third party.
13. The developer, or a group of developers, may concentrate their required affordable low end market rental housing units together in one building or site, rather than having them scattered in a number of different buildings or sites.
14. City Council may exhibit flexibility with initial apartment and mixed use rezoning applicants involving more than 80 residential units in order to identify and address implementation issues, and to create a practical and workable model.
15. Adopt a Secondary Suite Policy which would allow for the legalization of one existing or new secondary suite in any single family dwelling, subject to requirements.
16. In order to help meet the City's targets for affordable low end market rental housing, a density bonusing approach is to be taken for single-family residential rezoning applications received after July 1, 2007.



## Complete List of Recommendations

17. Where the density bonusing approach is taken in exchange for a higher density, all lots that are being rezoned but not subdivided and at least 50% of any lots that are being rezoned and subdivided are to include:
  - a) a secondary suite; or
  - b) a coach house unit above the garage;for affordable low end market rental housing purposes.
18. Where a secondary suite or a coach house unit above the garage is built as part of the approval of a single-family residential rezoning application, it should not be strata titled and it should be designated as an affordable low end market rental unit through a housing agreement registered on title.

### **Policy Area 3-**

#### **Preserve and Maintain the Existing Rental Housing Stock**

19. The City's current moratorium on the demolition or conversion of the existing multi-family rental housing stock, except in cases where there is 1:1 replacement, that was adopted by City Council on July 24, 2006 as part of the Interim Strategy, be replaced with an OCP policy encouraging a 1:1 replacement for the conversion or rezoning of existing rental housing units in multi-family and mixed use developments, with the 1:1 replacement being secured by a housing agreement in appropriate circumstances.
20. That City staff establish a process to monitor and report on the future loss and provision of existing/new rental housing units.
21. That the City's existing Residential Policy 5012 limiting the strata title conversion of multi-family residential developments when there is a rental vacancy rate of less than 2% be re-examined with a view to ensuring that the affordable rental housing stock is adequately maintained and increased.



## Complete List of Recommendations

### **Policy Area 4-**

#### **Incentives to Stimulate the Creation of New Affordable Housing in Partnership with the Housing Supply Sector and Other Levels of Government**

22. Rezoning and development permit applications be expedited, at no additional cost to the applicant, where the entire building(s) or development consists of affordable subsidized rental housing units.
23. The DCC Bylaw be reviewed to determine the financial and engineering implications of waiving or reducing DCCs for not for profit rental housing, including supportive living housing (e.g., affordable subsidized rental housing and affordable low end market rental housing that is rented on a not for profit basis).
24. The Province be asked to amend the *Local Government Act* to:
  - a) include affordable housing as a DCC item and also as a subject cost charge waiver; and
  - b) permit the Greater Vancouver Sewerage and Drainage District (GVS&DD) to waive regional GVS&DD DCCs on social housing and to reduce regional GVS&DD DCCs on affordable low end market rental housing.
25. City staff examine density bonus provisions, exempting affordable housing from floor area ratio (FAR) calculations and review incentives such as parking relaxations and other possible options to assist in the creation of affordable subsidized rental housing and affordable low end market rental housing.

### **Policy Area 5**

#### **Build Community Capacity Through Targeted Strategies as well as Through Partnerships Brokered in the Community**

26. Continue to work with the Richmond Committee on Disability (RCD), the Urban Development Institute (UDI), Greater Vancouver Home Builders Association (GVHBA) and the Province to:
  - a) develop universal housing guidelines for multiple family residential dwellings;
  - b) encourage fully adaptable/universally accessible flex houses in single-family residential rezoning applications; and



## Complete List of Recommendations

- c) ensure that the universal accessible housing guidelines do not adversely affect housing affordability.
27. The Council periodically request proposals from groups and agencies in the community that, with funding provided partially through the City's Affordable Housing Reserve Fund, as well as funding from senior levels of government and other partners, would enable the creation of additional affordable subsidized rental housing and affordable low end market rental units designed to meet priority needs and existing gaps in Richmond.
28. In responding to City proposal calls, proponents will be required to demonstrate experience/expertise/capability in a number of categories including project development, non-profit property management and residential construction, and will in some cases be required to contribute equity or private capital.
29. The following criteria is to be used to evaluate the proposals that are received:
- a) Compatibility with the *Richmond Affordable Housing Strategy* priorities;
  - b) The experience of the development and property management team;
  - c) The strength of partnerships including equity contributions, funding commitments and support from other levels of government;
  - d) Identification of key development risks and mitigation strategies;
  - e) The management capacity and experience of the proponents in working with special needs/priority groups and/or community partnership arrangements to address these needs; and
  - f) Other criteria identified in the call for proposals.
30. A new Affordable Housing Operating Reserve Fund be established which can be used for the purpose of:
- a) Hiring staff to administer the *Richmond Affordable Housing Strategy*, legal costs, the administration and management of affordable housing units, and associated operating costs; and
  - b) Paying consultants and conducting updates, research and general or specific affordable housing studies related to the *Richmond Affordable Housing Strategy*.
31. The existing Affordable Housing Reserve Fund be used for capital purposes for affordable housing, including:
- a) Purchasing and exchanging property or residential dwelling units for affordable housing;
  - b) Financing the construction of affordable housing projects;
  - c) Securing funding commitments from senior levels of government and/or private partnerships; and



## Complete List of Recommendations

- d) Partnering with other levels of government and/or private agencies to achieve affordable housing in Richmond.
- 32. Generally, funding from the Affordable Housing Reserve Fund is to be allocated through a competitive proposal call process annually depending on the availability of funds. It is acknowledged that under special development circumstances (e.g., to meet senior government funding deadlines), a non-competitive proposal call may be used.
- 33. Regular meetings be initiated with key Federal and Provincial government ministries/agencies, representatives from the non-profit and co-op housing sectors, UDI, GVHBA and other key stakeholders, to build effective communication and partnership opportunities.
- 34. City staff examine the cost and implications of:
  - a) The implementation of a City of Richmond affordable housing registry; or
  - b) Encouraging all affordable housing providers/operators to participate in BC Housing's housing registry as a common waiting list rather than duplicating this information.
- 35. Where appropriate, certain City lands be used for affordable subsidized rental housing and affordable low end market rental purposes (not affordable entry level ownership), including where funding has or will be obtained from other levels of government and/or private partnerships.
- 36. The City develop a strategic land acquisition program for affordable housing with funding for the preparation of the program coming from the Affordable Housing Operating Reserve Fund and the acquisition of lands coming from the Affordable Housing Reserve Fund and other sources where appropriate.
- 37. A Request for Proposals (RFP) be issued to seek affordable housing proposals for 8111 Granville Avenue/8080 Anderson Road and 5491 No. 2 Road. Consideration should also be given to the concurrent disposition of 8111 Granville Avenue/8080 Anderson Road and the acquisition of an alternative less costly site nearby should a reasonable proposal be brought forward by other market participants or should a viable affordable housing project not be brought forward for this site.



## Complete List of Recommendations

### **Policy Area 6**

#### **Advocacy Aimed at Improving the Policy Framework and Funding Resources Available for Responding to Local Housing Needs**

38. Request senior governments to ensure that current and future Federal, Provincial and Regional policy directions reflect, fund and support the policies set out under this Strategy.
39. Continue to work with the GVRD and Greater Vancouver Housing Corporation (GVHC) staff and other levels of government to ensure that they each have clear, stable, ongoing, complementary and effective affordable housing strategies.
40. Monitor and report annually on the City, Federal, Provincial, development industry, and other contributions to the creation of affordable housing. This information would be used as a means of demonstrating the City's commitment to the creation of affordable housing and to secure future support from senior levels of government and stakeholders.
41. Request senior levels of government to provide better ongoing and stable flexible funding mechanisms which reflect local needs and priorities at key points along the housing continuum. This includes housing for those who are homeless, special needs affordable housing, affordable subsidized rental housing, affordable low end market rental and affordable entry level ownership.
42. Put forward a resolution requesting that the Union of British Columbia Municipalities (UBCM) and the Federation of Canadian Municipalities (FCM) request changes to federal and provincial tax policies, to encourage new rental housing construction.



## Process

On February 13, 2006, Council directed that the Affordable Housing Strategy be reviewed in light of the shortage of affordable housing options in Richmond.

Based on this direction, McClanaghan & Associates were retained to assist staff with the completion of the project.

The consultant and staff held a couple of meetings with a variety of stakeholders at the outset of this process. A public open house was also held and the feedback recorded.

Based on this input and the initial research by the consultant, an Interim Affordable Housing Strategy was approved by Council on July 24, 2006.

The primary purpose of this Interim Strategy was to help the City manage in-stream development applications until the final Affordable Housing Strategy was approved.

In the summer of 2006, the consultant and staff held focus group sessions with the housing supply sector and government/community partners.

This led to the preparation of the Draft Affordable Housing Strategy, which was received by Council on November 27, 2006 and referred out to the various stakeholders and general public for final input.

Meetings were held with the Urban Development Institute (UDI), Greater Vancouver Home Builders Association (GVHBA), local small developers and a variety of community groups and housing partners.

City staff also hosted three open house displays and solicited the input of the public through a questionnaire.

Various written submissions were received on the Draft Affordable Housing Strategy (e.g., from UDI, the Poverty Response Committee, Richmond Arts Coalition, Greater Vancouver Housing Corporation, Canadian Federation of University Women, etc.).

All of these written submissions and materials from the above-noted process are included in the Appendices to this report.

The *Richmond Affordable Housing Strategy* is the culmination of this process and input.



## Overview

Broadly speaking, *housing affordability* is measured as a ratio of housing costs to income with the general principle being that, for housing to be considered affordable, a household should not have to spend more than 30% of its gross income on shelter.

Measuring housing affordability in this way has resulted in some discussion as to whether issues related to housing affordability should be viewed as a housing supply problem or an income problem. The issues related to housing affordability are both a supply problem and an income problem.

### **Housing Affordability – A Supply Problem**

In terms of housing supply, it is important to note that there has been very little purpose-built rental housing constructed in recent years, resulting in a shortage of available subsidized housing and low end market rental units relative to demand. This is clearly a factor in the current challenges faced by the City of Richmond where data published by CMHC indicates that less than 200 new rental housing starts have been generated in the last five years.

Rental housing starts at this current level represent less than 36% of the forecasted future demand and impose on-going pressure on the existing stock. This Strategy explores potential opportunities to add supply through the inclusionary zoning/density bonusing approach, the legalization of secondary suites and through the construction of new rental housing.

### **Housing Affordability – An Income Problem**

Within the context of the current system, those at the lowest end of the income scale feel some of the greatest pressure both in terms of the choices, as well as the level of affordability with the resources that they have available. The following section looks more closely at the affordability gap across different segments of the housing market.

In addition, it is important to recognize that low income demand is not effective demand. This means that households at the lower end of the income scale do not have the resources they need to solve their housing problems on their own. As a result, targeted strategies are required.

This report looks at the range of possible municipal strategies and actions that can be taken by the City of Richmond. It also looks at the partnerships that are needed



## Overview

with senior levels of government (Federal, Provincial and Regional) and the private sector to build an effective response.

### **Loss of Existing Rental Stock**

A secondary challenge noted within the Richmond context is the potential loss of the available affordable rental housing stock through price escalation (rent increases), redevelopment or conversion. The loss of the existing stock combined with the lack of new purpose-built rental housing will mean increased competition for the supply of available units and could result in the dislocation of lower income households.

### **The Rising Cost of Home Ownership**

Diminished opportunities for households to move into entry level ownership represents a third challenge for the City of Richmond. Based on the most recent data published by CMHC, the cost of new entry level ownership units has increased from \$179,000 in 2001 to \$344,900 in 2006. This represents an increase of approximately 93%. The increase in price means that the qualifying income needed to move into new entry level ownership has also increased resulting in fewer households being able to move into home ownership. To the extent that fewer households are able to move into home ownership, the pressure on the existing rental housing stock will be increased.

This report addresses the main issues and proposes key strategic directions that can be taken at the municipal level including:

1. An articulated commitment to respond to issues related to housing affordability in the City of Richmond;
2. The use of regulatory tools and approaches to facilitate the creation of new affordable housing;
3. Strategies and approaches designed to preserve and maintain the existing rental housing stock;
4. Incentives to stimulate the creation of new affordable housing in partnership with the housing supply sector and other levels of government;
5. Building community capacity through targeted strategies as well as through partnerships brokered in the community; and
6. Advocacy aimed at improving the policy framework and funding resources available for responding to local housing needs.



## Key Stakeholders and Housing Partners

The housing supply system is complex and has many different stakeholders. In developing this Strategy and in identifying potential partnership opportunities, it is important to have a clear understanding of the roles and responsibilities of the different groups.

### **The Private Sector**

The private sector provides the majority of housing in the City of Richmond and is comprised of a number of stakeholders including private land owners, developers, investors, lenders and landlords. The investment and development activity of these different stakeholders is necessary to meet the housing demand in the City.

### **The Federal Government**

The Federal Government has legislative, regulatory and funding responsibility that helps to ensure an effective housing system for Canadians. Recent federal programs have included the provision of capital grants designed to support the creation of new affordable housing units as well as targeted funding designed to respond to the growing problem of homelessness in many large urban centres. The Federal Government (and Provincial Government) may also have unused affordable housing funds that were budgeted for but not used and put into reserve or trust funds.

#### *Federal Funding Under Bill C-48*

Federal funding promised under Bill C-48 (\$1.4 billion) was released to the Provinces in April 2006. The funding was allocated on a per capita basis with British Columbia receiving approximately \$106 million in funding. The funding covers the period from 2006/07 to 2007/08 and will provide the Province with important partnership opportunities. The funding was put into a housing trust to invest in affordable housing. As part of the 2007 Provincial budget, the Province announced that \$50 million over two years would be made available for up to 250 additional units of transitional/supportive housing for those who are homeless. To date, no proposal call has been issued.

#### *Federal Funding for Aboriginal Housing Need*

The Federal government also made \$50.9 million available to address Aboriginal housing need. This funding will help to create approximately 200 units of housing for Aboriginal people living off reserve. BC Housing issued an Expression of Interest (EOI) in March 2007. The closing date for submissions was April 26, 2007.



## Key Stakeholders and Housing Partners

### *Homelessness Partnering Strategy - (\$270 million over two years)*

The National Homelessness Initiative due to expire on March 31, 2007 has recently been extended under the Homelessness Partnering Strategy. This funding will follow the Supporting Communities Partnership Initiative (SCPI) model which targets communities that have been identified as having significant problems with homelessness. As with SCPI, these communities would be able to access multi-year funding which must be matched from other sources. The funding levels remain consistent with previous allocations with the GVRD receiving approximately \$8 million in annual funding over a two year period. This initiative will continue to form part of the work plan of the Regional Homelessness Steering Committee.

### *Two Year Extension to the Federal RRAP Programs (\$256 million for two years)*

Under this collection of programs, the Federal government makes funding available to assist low income households to undertake necessary repairs and renovations to their housing. This includes assisting low income seniors and persons with disabilities with necessary home adaptations as well as helping low income home owners to make necessary repairs. Some assistance is also available to assist with repairs and conversions of the rental and rooming house stock.

The following summarizes these Federal funds and initiatives.

<b>FEDERAL FUNDS &amp; INITIATIVES</b>	
<b>BILL C-48</b>	
Bill C-48 made \$1.4 billion available to facilitate the creation of affordable housing. This funding was announced as part of the 2006 Federal budget resulting in the creation of a number of <i>housing trust funds</i> . B.C.'s share of the funding is equal to approximately \$106 million.	This funding was referenced in the 2007 Provincial budget announcement with \$50 million over two years being announced. This funding will help to create up to 250 units of transitional/supportive housing for those who are homeless. To date, the Province has not issued an EOI.
<b>FUNDING FOR ABORIGINAL HOUSING</b>	
\$51 million was announced as part of the 2007 Provincial Budget to support the creation of up to 200 new rental, supportive or transitional housing units for Aboriginal households across the Province. There are also supports to increase home ownership opportunities for Aboriginal households living off reserve.	An EOI was issued by BC Housing on March 2 <sup>nd</sup> , 2007 with the closing date for submissions being April 26, 2007. Funding announcements have not yet been made.
<b>HOMELESSNESS PARTNERING STRATEGY</b>	
In December 2006, the Federal government announced that it would be extending the Federal Homelessness Initiative for two years. This means approximately \$8 million in annual funding to support the work of the Regional Homelessness Steering Community.	Program details at the Federal level are being finalized with information being made available through the GVRD Regional Homelessness Steering Committee.



## Key Stakeholders and Housing Partners

### **The Provincial Government/BC Housing**

The Province of BC, through BC Housing, also represents an important partner both in terms of facilitating the creation of new affordable housing units through various housing supply programs, as well as through the on-going provision of financial and administrative support to the non-profit and co-op housing sectors. BC Housing is also responsible for the administration of the Province's SAFER program (Shelter Aid for Elderly Renters) which provides financial assistance to low income senior renters living in the private market who are facing affordability challenges.

The Province currently has five (5) different programs/initiatives which offer funding assistance for groups with expressed housing need.

#### *Independent Living BC*

This is a housing for health partnership designed to facilitate the creation of supportive housing for seniors. This program is generally delivered in partnership with local health authorities. The Province has committed funding for a total of 4,000 units of housing under this program to be completed over the next 2 to 3 years. This program includes new housing construction, rent assistance in the private market and the conversion of existing units. The initial 3,500 units were announced in 2001 as part of the government's *New Era* commitments. However, as part of the recent announcement (October 2006) in the Provincial housing strategy – *Housing Matters BC*, an additional 500 units were announced.

#### *Provincial Homelessness Initiative*

This initiative evolved from the work that was done through the Premier's Task Force on Homelessness and included funding commitments for the communities which were part of the initial task force. As part of the announcement of the Provincial housing strategy- *Housing Matters B.C.*, the Province indicated that it would be make 450 additional units of housing available under this program.

#### *Homelessness Outreach*

This program was also announced as part of the Provincial housing strategy – *Housing Matters BC*. Under this program, the Provincial government has entered into a three year pilot program with local service agencies in order to assist those who are homeless to gain better access to the services and supports that they need.



## Key Stakeholders and Housing Partners

### *Rental Assistance Program (RAP)*

The Provincial housing strategy – *Housing Matter BC* also made \$40 million in funding assistance available to provide assistance to low income working poor families who are living in housing in the private rental market and have incomes of less than \$28,000. This housing assistance is designed to bridge the gap between the rent that a household is paying and what they can afford to pay.

### *Housing Endowment Fund and Community Partnership Initiatives*

The Province is also engaged in a program whereby they provide one-time funding, low cost mortgage financing and other types of assistance to help facilitate the creation of affordable housing outside of traditional programs. Under the most recent Provincial budget, \$10 million in annual funding has been made available each year in perpetuity to facilitate the creation of innovative housing solutions. Complete details are not yet currently available as to how communities would access this funding and it is expected that competition for available dollars may be significant.

<b>PROVINCIAL HOUSING PROGRAMS/INITIATIVES</b>	
<b>INDEPENDENT LIVING BC</b>	
Announcement of 550 units as part of the release of the Provincial housing strategy (October 3, 2006)	Unlike the Provincial Homelessness Initiative, no EOI was issued at the time that these units were announced. It may be worth exploring whether the Province will be issuing an EOI regarding these units and/or the potential timing. It may also be the case that the existing program is over-allocated.
<b>PROVINCIAL HOMELESSNESS INITIATIVE</b>	
Announcement of 450 units as part of the release of the Provincial housing strategy (October 3, 2006)	<i>As part of the Strategy, an EOI was issued and on February 23<sup>rd</sup>, 2007, the Province allocated 758 new supportive housing units (BC Housing web-site)</i>
<b>HOMELESS OUTREACH PILOT PROGRAMS</b>	
As part of the Provincial housing strategy, the Province announced \$3.6 million over three years to fund a number of homeless outreach pilot projects.	Community-based agencies and municipal partners in seven (7) GVRD communities received funding under this initiative.
<b>RENTAL ASSISTANCE PROGRAM</b>	
This program was announced as part of the release of the Provincial housing strategy with \$40 million in funding being available.	Under the current program, low income working poor families (annual incomes of \$28,000 or less) living in housing in the private rental market are eligible for some level of assistance. The program is currently being advertised in the local press. Richmond could explore ways to further communicate the program to low income families.
<b>PROVINCIAL HOUSING ENDOWMENT FUND</b>	
The Housing Endowment Fund was announced as part of the 2007 Provincial Budget (\$10 million annually). Details of the program have not yet been released but it is likely that it will be modeled after BC Housing's <i>Community Partnership Initiative</i> model.	Under the Community Partnership Initiative program, BC Housing will provide one-time funding, interim construction financing and other forms of assistance to support the creation of affordable housing. Developments receiving funding under this program require substantial financial contributions from other sources.



## Key Stakeholders and Housing Partners

### Other Provincial Ministries

There are a number of other Provincial Ministries that play various roles along the housing and support continuum. They include:

- The Ministry of Employment and Income Assistance (MEIA) which provides housing assistance and income support to individuals in need of social assistance including those who face persistent and multiple barriers;
- The Ministry of Children and Family Development (MCFD) which provides housing and support for 'at risk' and vulnerable youth; and,
- The Ministry of Community Services which is responsible for promoting sustainable, livable communities across BC, as well as targeted strategies for responding to the needs of seniors, women and other priority groups.

### Local Health Authorities

In addition to BC Housing, local Health Authorities also play an important role in responding to the specific needs of individuals who may require both housing and support. This can include individuals who have physical or mental disabilities as well as those who have a chronic and persistent mental illness and who are in need of both housing and support.

### The Regional Government

The Regional government is another key partner in responding to issues related to housing affordability, with long-term affordability being determined by the way in which the Region enables new housing supply through zoning, infrastructure and transportation decisions. The Greater Vancouver Housing Corporation (GVHC) is the second largest provider of subsidized housing in the region (BC Housing is the primary provider). In addition, the Region has taken a lead role to develop a coordinated approach for addressing regional issues related to homelessness, as well as ensuring that housing affordability remains a recognized priority within the context of the Region's broader strategic plan (LRSP). Currently, the GVRD is preparing a Regional Affordable Housing Strategy with City support and participation.



# The Housing Continuum

The 'housing continuum' provides an important conceptual framework for looking at housing affordability within the context of the broader housing system. In looking at the housing continuum, it is important to recognize that families and individuals will be situated at different points along the housing continuum depending on a range of factors including their general economic circumstances and life cycle stage. The choices along the housing continuum can include ownership and rental, as well as government supported housing such as public, non-profit and co-op housing.

Figure 1 provides an overview of the continuum of housing options available within the City of Richmond including ownership (condo and non-condo), private market rental housing, as well as non-market subsidized housing. It also includes information on the number of individuals living on the streets or in emergency shelters based on the most recent homeless count (2005).

Figure 1: The Housing Continuum

Home Ownership		Private Market Rental Housing	Non-market Rental (Subsidized) Housing	Homeless
Non-Condo Owners 25,875 (46%)	Condo Owners 14,380 (25%)	13,366 (23%)	3,154 (6%)	33
40,255 households (71%)		16,525 households (29%)		
Source: Statistics Canada, 2001 Census, BC Housing Non-market inventory, GVRD Homeless Count (2005)				

In looking at the housing continuum within the City of Richmond, it is important to note that:

- The majority of households (71%) are owners, of which approximately 36% (or 25% of all households) own condo units;
- Approximately 29% or 3 out of 10 households are renters with approximately 1 in 5 renter households (19%) living in subsidized housing;
- The recent homeless count (2005) identified approximately 33 individuals that were living on the streets or staying in emergency shelters. However, it is likely that this number represents only a small percentage of the total number of individuals and households who are homeless.



## Defining Affordability

At their meeting on July 24, 2006, City Council endorsed the following broad policy directions:

1. Affordable housing should be provided along the entire housing continuum, including entry level ownership, low end market rental and subsidized housing.
2. Encourage a variety of housing forms and tenures, especially new or innovative affordable housing and pilot projects, for a diversity of lifestyles at all income levels in all neighborhoods across the City.

These broad policy directions help to set the foundation for the strategies and actions set out in this report.

### **Understanding the Factors Influencing Individual Housing Choices**

Finding housing that is affordable is important to all citizens. For some, the challenge may be a matter of not having enough income. For others, it might be limited choices at a cost that they can afford. As part of the Interim Strategy, Richmond City Council acknowledged the importance of working to ensure that opportunities were available to respond to a diverse range of housing needs at key points along the housing continuum.

This section looks more closely at some of the policy options available for responding to the specific housing and support needs of households at different points along that housing continuum. This includes households requiring access to subsidized housing, low end market rental and entry level ownership.

A household's income will influence the choices that are available, with low income households having fewer and potentially less meaningful choices when compared to households at the upper end of the income distribution. In the Interim Strategy approved by Council on July 24, 2006, it was recommended that the City focus on three key segments of the housing market.

- Households with annual incomes of \$20,000 or less who face significant challenges in finding and keeping housing that they can afford;
- Households with annual incomes of \$20,000 to \$37,700 who face some difficulty in finding housing that is affordable and who require access to low end market rental options;
- Households with annual incomes of \$37,700 to \$60,000 who wish to make the transition to entry level ownership.



## Defining Affordability

The identification of the different target groups was based on an analysis of existing data related to the general housing and income profile in the City of Richmond.

Table 1 shows the different data sources and benchmarks that were used when identifying the different target groups.

<b>Table 1: Defining Appropriate Income Thresholds</b>		
Income Threshold <sup>1</sup>	Basis for Current Benchmark	Current Benchmark
Households with Income <\$20,000	CMHC Core Housing Need Data 2001 (City of Richmond)- Eligible for "deep core" assistance through existing social housing programs	\$21,767
Households with Low to Moderate Incomes \$20,000 to \$37,700	Core Need Income Threshold (CNIT) for the Vancouver CMA – Eligible for "shallow core" assistance through existing social housing programs	\$37,700
Entry-level Income of \$37,700 to \$60,000	MLS and CMHC Housing Market Data published on median housing/selling prices used to determine entry-level ownership thresholds	\$84,611

### Potential Policy Options Based on the Established Income Thresholds

The income thresholds which were established represent general guidelines and target groups for analyzing the range of potential options available for different segments of the population including the level of assistance required.

<b>Table 2: Potential Policy Options and Level Of Assistance</b>		
Income Threshold	Existing Policy Options	Depth of Need/Level of Assistance
Households with Income <\$20,000	<ul style="list-style-type: none"> <li>Access to social housing</li> <li>SAFER assistance for seniors (Provincial initiative)</li> <li>Rent assistance for families (new Provincial initiative)</li> </ul>	<ul style="list-style-type: none"> <li>Significant affordability gap resulting in a significant level of assistance in order to alleviate the depth of need</li> <li>Requires high or "deep" subsidy</li> </ul>
Households with Income \$20,000 to \$37,700	<ul style="list-style-type: none"> <li>Access to social housing</li> <li>Access to low end market rental units</li> </ul>	<ul style="list-style-type: none"> <li>Affordability gap improves as income increases with the level of assistance</li> <li>Varying levels of subsidy from "shallow" to "deep"</li> </ul>
Entry-level Income of \$37,700 to \$60,000	<ul style="list-style-type: none"> <li>Currently no policy options are available.</li> </ul>	<ul style="list-style-type: none"> <li>Depends on program parameters</li> <li>Generally shallow subsidy programs</li> </ul>

<sup>1</sup> These income thresholds are designed to provide *general guidelines* to the City of Richmond when discussing issues related to affordability. These income thresholds should be reviewed and up-dated as new information comes available.



## Defining Affordability

### Looking at the Affordability Gap

Using the income thresholds established within the context of the Interim Strategy, this section examines the general affordability gap and the range of potential options which could help to address the gap. This includes consideration of the strategies identified in the Provincial housing strategy – *Housing Matters BC* released on October 3, 2006 including rental assistance for families and seniors.

The affordability gap measure discussed in this section was first introduced by TD Economics (2003) as part of their analysis of housing need. This measure provides an important means of understanding the depth of need across the different market segments. In looking at the affordability gap, it is possible to evaluate the effectiveness of existing strategies and approaches. This measure also helps to identify the resources that are needed from key housing partners including senior levels of government to help to close the gap.

#### *Households with an Income of \$20,000 or Less Per Annum*

Table 3 on the following page shows the affordability gap for a household with an annual income of \$20,000 or less. The affordability gap is calculated by determining the difference between the average market rent across different unit types and the rent that is affordable to a household within a given income band based on the standard definition of affordability which is equal to 30% of income.

For a household with an annual income of \$20,000 an affordable rent is equal to \$500 per month based on the standard definition of affordability (30% of gross income on shelter costs).

In comparing the affordable rent with the average 2006 market rents<sup>2</sup> reported by CMHC for different unit types, it is determined that the affordability gap is between \$135 per month for a bachelor unit and \$670 per month for a 3-bedroom unit. Annually this translates into a shortfall of between 8% and 40% of a household's income. These findings suggest that households falling in this segment of the market typically require a high level of assistance in order to meet their housing needs. These are households which are also typically in need of access to subsidized housing.

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<sup>2</sup> These are the most current rents that are available.



## Defining Affordability

As noted in the Provincial housing strategy – *Housing Matters BC*, many low income families and seniors do not have special housing needs. These households simply do not have enough money to pay rent in the private market. As a result, *Housing Matters BC* has included targeted rent assistance for both families and seniors living in housing in the private market with this assistance helping to play a role in addressing the affordability gap for households that fall within this market segment.

<b>Table 3: Affordability Gap for Households with Incomes of \$20,000 Per Annum</b>				
Unit Type	Average Rent 2006 <sup>1</sup>	Affordable Rent <sup>2</sup>	Affordability Gap <sup>3</sup>	Annual Income Shortfall <sup>4</sup>
Bachelor	\$635	\$500	\$135	\$1,620
1-Bedroom	\$821	\$500	\$321	\$3,852
2-Bedroom	\$1,018	\$500	\$518	\$6,216
3-Bedroom	\$1,170	\$500	\$670	\$8,040
<sup>1</sup> CMHC Rental Market Report (City of Richmond) <sup>2</sup> 30% of income (\$20,000 per annum) <sup>3</sup> Difference between market rent and affordable rent (monthly shortfall) <sup>4</sup> Monthly shortfall times 12				

### *Households with an Income of \$20,000 to \$37,700 Per Annum*

Applying the same rules, this section looks at the “affordability gap” for households with incomes between \$20,000 and \$37,700 with the analysis being calculated at the \$25,000, \$30,000 and \$37,700 income levels. These are households eligible for subsidized housing, but also in need of access to low end market rental options.

### *Households with an Income of \$25,000 Per Annum*

For a household with an annual income of \$25,000, an affordable rent is equal to \$625 per month based on the standard definition of affordability. Based on the current 2006 market rents, a household with an annual income of \$25,000 will face an affordability gap of between \$196 and \$545 per month depending on the unit type. This represents between 9% and 26% of their gross households income.

<b>Table 4: Affordability Gap for Households with Incomes of \$25,000 Per Annum</b>				
Unit Type	Average Rent 2006 <sup>1</sup>	Affordable Rent <sup>2</sup>	Affordability Gap <sup>3</sup>	Annual Income Shortfall <sup>4</sup>
Bachelor	\$635	\$625	No gap	No Shortfall
1-Bedroom	\$821	\$625	\$196	\$2,352
2-Bedroom	\$1,018	\$625	\$393	\$4,716
3-Bedroom	\$1,170	\$625	\$545	\$6,540
<sup>1</sup> CMHC Rental Market Report (City of Richmond) <sup>2</sup> 30% of income (\$25,000 per annum) <sup>3</sup> Difference between market rent and affordable rent (monthly shortfall) <sup>4</sup> Monthly shortfall times 12				



## Defining Affordability

### *Households with an Income of \$30,000 Per Annum*

For a household with an annual income of \$30,000, an affordable rent is equal to \$750 per month based on the standard definition of affordability. Based on the current 2006 market rents, a household with an annual income of \$30,000 will face an affordability gap of between \$71 and \$420 per month depending on the unit type. At the 2 bedroom unit level, this shortfall represents 11% of gross household income.

<b>Table 5: Affordability Gap for Households with Incomes of \$30,000 Per Annum</b>				
Unit Type	Average Rent 2006 <sup>1</sup>	Affordable Rent <sup>2</sup>	Affordability Gap <sup>3</sup>	Annual Income Shortfall <sup>4</sup>
Bachelor	\$635	\$750	No Gap	No Shortfall
1-Bedroom	\$821	\$750	\$71	\$852
2-Bedroom	\$1,018	\$750	\$268	\$3,216
3-Bedroom	\$1,170	\$750	\$420	\$5,040
<sup>1</sup> CMHC Rental Market Report (City of Richmond) <sup>2</sup> 30% of income (\$30,000 per annum) <sup>3</sup> Difference between market rent and affordable rent (monthly shortfall) <sup>4</sup> Monthly shortfall times 12				

### *Households with an Income of \$37,700 Per Annum*

For a household with an annual income of \$37,700, an affordable rent is equal to \$943 per month based on the standard definition of affordability. Based on the current 2006 market rents, a household with an annual income of \$37,700 requiring a 2 bedroom unit or less would be successful in finding housing that they can afford within the City of Richmond without facing a significant affordability gap.

<b>Table 6: Affordability Gap for Households with Incomes of \$37,700 Per Annum</b>				
Unit Type	Average Rent 2006 <sup>1</sup>	Affordable Rent <sup>2</sup>	Affordability Gap <sup>3</sup>	Annual Income Shortfall <sup>4</sup>
Bachelor	\$635	\$943	No gap	No shortfall
1-Bedroom	\$821	\$943	No gap	No shortfall
2-Bedroom	\$1,018	\$943	\$75	\$900
3-Bedroom	\$1,170	\$943	\$227	\$2,724
<sup>1</sup> CMHC Rental Market Report (City of Richmond) <sup>2</sup> 30% of income (\$37,700 per annum) <sup>3</sup> Difference between market rent and affordable rent (monthly shortfall) <sup>4</sup> Monthly shortfall times 12				



## Defining Affordability

### Differences in the Level of Need and Range of Potential Policy Mechanisms

Applying the same rules, this section looks at the affordability gap for households with incomes of between \$20,000 and \$37,700 with the analysis being calculated at the \$20,000, \$25,000, \$30,000 and \$37,700 level. These are households which are eligible for subsidized housing, but which are also in need of rent assistance, and can access low end market rental options. Table 7 compares the affordability gap across the different groups with an emphasis on the general depth of need. In looking at the need profile captured on Table 7, it is clear that senior levels of government have a role to play in responding to the needs of households falling at the low end of the income continuum as local governments lack the resources required to address these needs through the municipal tax base.

<b>Table 7: Comparison of the Affordability Gap</b>				
	Households with Incomes \$20,000 <sup>1</sup>	Households with Incomes \$25,000 <sup>2</sup>	Households with Incomes \$30,000 <sup>3</sup>	Households with Incomes \$37,700 <sup>4</sup>
Affordable Rent	\$500	\$625	\$750	\$943
Affordability Gap Bachelor Units	\$135	No gap	No gap	No gap
Affordability Gap 1 Bedroom Units	\$321	\$196	\$71	No gap
Affordability Gap 2 Bedroom Units	\$518	\$393	\$268	\$75
Affordability Gap 3-Bedroom Units	\$670	\$545	\$420	\$227
Level of Assistance	Deep	Deep	Shallow	Shallow
1 From Table 3 2 From Table 4 3 From Table 5 4 From Table 6				

The City of Richmond has a role in encouraging the creation of new low end market rental units which would help to address the housing burden for households with incomes of \$30,000 to \$37,700 and which would provide a more affordable alternative for lower income households who are unable to gain access to subsidized housing. For example, if the City of Richmond was successful in working with the housing supply sector in creating housing which had a rent profile equal to between 85% and 90% of the current market rent, then it would be possible to reduce the affordability gap which currently exists and improve the affordability profile for households in housing need. Table 8 below shows the general rent profile for low end market rental units. Tables 9 through 11, in turn, show the potential improvement in affordability across the different income levels.



## Defining Affordability

Based on the findings reported in the following tables, it would appear that, if the City of Richmond is successful in generating low end market rental units through the creation of secondary suites and/or other strategies discussed in this report, then it would be possible to reduce the affordability gap for low income households. However, as shown on Tables 9, 10 and 11, the creation of low end market rental units would not eliminate the gap for households with incomes of \$30,000 or less. Furthermore, while it is desirable to ensure that limited housing resources are targeted to those in the greatest housing need, rents at levels lower than 85% to 90% of the current market would not provide sufficient revenue to carry the cost of new housing construction. As a result, it is not possible for the City of Richmond to assist households with incomes of below \$30,000 without funding assistance from senior levels of government.

**Table 8: Potential Low End of Market (LEM) Rents**

Unit Type	Current Market Rent 2006 <sup>1</sup>	LEM Rent (85% of market) <sup>2</sup>	LEM Rent (90% of market) <sup>3</sup>
Bachelor	\$635	\$540	\$572
1-Bedroom	\$821	\$698	\$739
2-Bedroom	\$1,018	\$866	\$916
3-Bedroom	\$1,170	\$995	\$1,053

<sup>1</sup> CMHC Rental Market Report (City of Richmond)  
<sup>2</sup> 2006 Market Rental @ 85% (LEM)  
<sup>3</sup> 2006 Market Rental @ 90% (LEM)

**Table 9: Improvement in the Affordability Profile for Household with Income of \$20,000**

Unit Type	Affordable Rent for Household with Income of \$20,000 <sup>1</sup>	Affordability Gap At Current Market Levels <sup>2</sup>	Reduced Affordability Gap (85% of market) <sup>3</sup>	Reduced Affordability Gap (90% of market) <sup>4</sup>
Bachelor	\$500	\$135	\$40	\$72
1-Bedroom	\$500	\$321	\$198	\$239
2-Bedroom	\$500	\$518	\$366	\$416
3-Bedroom	\$500	\$670	\$495	\$553

<sup>1</sup> 30% of income @ \$20,000 per annum  
<sup>2</sup> From Table 3  
<sup>3</sup> Affordable rent less LEM @ 85%  
<sup>4</sup> Affordable rent less LEM @ 90%



## Defining Affordability

**Table 10: Improvement in the Affordability Profile for Household with Income of \$25,000**

Unit Type	Affordable Rent for Household with Income of \$25,000 <sup>1</sup>	Affordability Gap At Current Market Levels <sup>2</sup>	Reduced Affordability Gap (85% of market) <sup>3</sup>	Reduced Affordability Gap (90% of market) <sup>4</sup>
Bachelor	\$625	No Gap	No Gap	No Gap
1-Bedroom	\$625	\$196	\$73	\$114
2-Bedroom	\$625	\$393	\$241	\$291
3-Bedroom	\$625	\$545	\$370	\$428

1 30% of income @ \$25,000 per annum  
 2 From Table 4  
 3 Affordable rent less LEM @ 85%  
 4 Affordable rent less LEM @ 90%

**Table 11: Improvement in the Affordability Profile for Household with Income of \$30,000**

Unit Type	Affordable Rent for Household with Income of \$30,000 <sup>1</sup>	Affordability Gap At Current Market Levels <sup>2</sup>	Reduced Affordability Gap (85% of market) <sup>3</sup>	Reduced Affordability Gap (90% of market) <sup>4</sup>
Bachelor	\$750	No Gap	No Gap	No Gap
1-Bedroom	\$750	\$71	No Gap	No Gap
2-Bedroom	\$750	\$268	\$116	\$166
3-Bedroom	\$750	\$420	\$245	\$303

1 30% of income @ \$30,000 per annum  
 2 From Table 5  
 3 Affordable rent less LEM @ 85%  
 4 Affordable rent less LEM @ 90%

### Entry Level Ownership Options – Households with Incomes of \$37,700 to \$60,000

The following table sets out the qualifying income and monthly housing cost for entry level ownership options within the City of Richmond. Based on data published by CMHC, the median selling price for a high rise condo unit was approximately \$344,900. This would be affordable to a household with an average annual income of approximately \$85,000 – an amount which is out of reach for many households in the City of Richmond. Table 12 illustrates the entry level ownership gap based on current market prices for households with incomes of between \$37,700 and \$60,000 wishing to move into home ownership. These entry level thresholds would require prices equal to between 40% and 67% of the current price levels and are more closely aligned with selling prices in 2001 and 2002.



## Defining Affordability

<b>Table 12: Entry Level Ownership Gap Based on Median Priced New Construction</b>			
Qualifying Income	Affordable Price	Comparison to Current Entry Level Ownership	Current Prices Compared to the "Affordable Price"
\$60,000	\$232,000	\$344,900	1.5 times above
\$55,000	\$209,000	\$344,900	1.7 times above
\$50,000	\$186,000	\$344,900	1.9 times above
\$45,000	\$163,500	\$344,900	2.1 times above
\$40,000	\$140,500	\$344,900	2.4 times above
Source: CMHC, Housing Now, 2006 Median selling price, new construction high rise units			

To some extent the home ownership mechanism is different from the rental housing mechanism in that there is a higher level of potential future benefit which may be realized by an individual household. As a result, it is important to develop appropriate structures and practices for ensuring that public investments are well targeted and that the principles of equity and fairness remain in place. In looking at home ownership models, there are a number of different policy decisions which determine eligibility. They include:

1. The amount of assistance that a household will receive;
2. The duration of the assistance; and,
3. The mechanism for ensuring long-term benefit for successive owners.

In order to secure entry level ownership as being affordable to households with an annual income of less than \$60,000, a Housing Agreement would be required. Many other municipalities use Housing Agreements but they do involve some administrative oversight and legal review. This includes identifying a suitable target market as well as administering and enforcing the Agreement in cases where a household wishes to sell. These Agreements can become complex in that they are structured to ensure that the owner does not "flip" the property and realize benefit from the public investments which have been made while at the same time recognizing that the household has all other rights and responsibilities of ownership. The Agreements are structured such that the eligible household is able to realize a proportion of the potential gain in the event that the market appreciates. Similarly, they would bear some of the risk of a loss in value.

There are two forms of Housing Agreement currently in use within the Lower Mainland. The first is a project in the City of Vancouver which is a deep subsidy model whereby the initial qualifying households purchased their 2-bed townhouse units at 50 to 60% of market with the City making the land contribution. Under the



## Defining Affordability

terms of this Agreement, the owners can sell their unit to a similar qualifying household using a similar discount. Thus, they will receive a pro-rated share of any gain or loss on the unit. The Housing Agreement which documents and enforces this arrangement is complex and consists of a right of first refusal by the City, an administration agreement and a covenant on title.

The second example uses a "sleeping second mortgage" which is suitable for shallow subsidy ownership programs. This is used as part of the SFU UniverCity project. This approach places a second mortgage on title in the amount of the initial subsidy. This amount is treated as a forgivable loan which is amortized over a period of time (often 10 years). If a household sells within that period of time, they simply pay the amount of the unamortized discount.

While there are standard agreements which are available which could be used by the City of Richmond, it would be necessary for the City to give some consideration as to the priority group which should be identified for this form of housing.



## Establishing Appropriate Targets

### The Context for Establishing Targets

To a large extent, housing affordability is determined by a number of macro-economic and regional factors. The principal macro-economic factors include interest rates, general inflation levels, incomes and taxation policy as well as the investment climate for new housing. Local and regional factors include provincial regulation around consumer protection, rental policy, employment conditions and inter/intra-Provincial migration. On a municipal scale, the City can help shape the responsiveness of the housing supply system to effective demand, but as noted above, affordability is largely influenced by the macro-economic conditions and the policies of senior levels of government.

The creation of new housing supply continues to have paramount importance for influencing the affordability profile into the future. Local government is most engaged at this level because of its central role in land use, provision of infrastructure and processing of building permits. The municipal climate can enable a robust housing supply response when macro-economic conditions favour housing investment.

Investment in the creation of new housing supply is almost entirely the result of private decisions by consumers, developers and investors. Government policy, including land use regulation, hopes to influence and guide the preferences of those private sector decisions in favour of creating housing products suitable for and affordable to the largest segment of the population possible. As outlined in this report, the recent shift in the Richmond affordability profile has created financial pressures over a broad segment of the population for both ownership and rental housing opportunities. The *Richmond Affordable Housing Strategy* hopes to improve Richmond's affordability profile.

Richmond's high level of housing starts over a wide variety of type and tenure is evidence of a strong and favorable attitude to new housing supply. It is noted that the municipality has limited influence over the exact number and precise type of units to be added to the housing continuum. Therefore, an important objective for the City is to continue to work to influence the provision of additional supply at key points along the continuum with a focus on priority areas such as entry level ownership, low end market rental and subsidized housing.



## Establishing Appropriate Targets

The City faces the greatest constraints in the provision of subsidized housing for low income and special needs households as this form of housing is largely being determined by public policy and public funding. In the past 10 years, there has been a significant reduction in senior government funding for social safety net programs including subsidized housing. This report recommends that the City of Richmond use some of its limited resources to try to leverage additional non-market housing supply (e.g., Affordable Housing Reserve Fund).

In looking at the question of what should be an appropriate target for subsidized housing, it is important to recognize that the City of Richmond and all other municipalities do not have the tax base needed to fund this form of social investment. In addition, the City of Richmond has undertaken a leadership role in encouraging senior governments to address the needs of those at the lowest end of the housing continuum with this being an area where senior governments have a direct role to play.

The City should continue to pursue its policy of adding new housing supply at all points along the housing continuum and to track and report on the composition of the new housing supply, and evaluate whether the supply response is contributing to the desired improvement in Richmond's affordability profile.

### **Assessing the Current State**

Data from the 1996 Census shows that the City of Richmond has a shortfall of approximately 3,960 units with rents of \$750 or less. Strategies adopted by the City should seek to reduce the deficit of units in this rent range since this proposed income threshold targets households with incomes of \$37,700 or less, in line with the subsidized housing and low end market rental categories of affordable housing. A number of potential policy directions are proposed to create additional affordable housing for these income thresholds, including preventing the on-going loss of rental stock and improving the affordability profile across the entire housing continuum.

This report has adopted a focus that recognizes the central role of creating new supply as the best policy approach for responding to existing and future affordable housing demand. The key strategies include:

1. Expanding the supply of subsidized housing in partnership with senior levels of government; and
2. Creating additional low end market rental units through enabling secondary suites and through the use of an inclusionary zoning/density bonusing approach.



## Establishing Appropriate Targets

Other strategies which have been identified include:

1. The requirement of a 1:1 replacement of existing rental units with new low end market rental units in cases where purpose-built rental housing stock is redeveloped; and
2. Exploration of potential redevelopment opportunities on existing subsidized housing sites.

**Table 13: The Inventory of Rental Units Across Richmond – Average Shelter Costs**

Shelter Costs	Number of Rental Units in Inventory	Affordable Threshold (at 30%) in \$	Households at Income Threshold (2001)	Shortfall of Units with a Rent Range
Group 1: Less than \$250	775	\$10,000	1,800	(1,025)
Group 2: \$250-\$499	955	\$20,000	2,470	(1,515)
Group 3: \$500-749	3,510	\$30,000	2,090	(1,420)
Group 4: \$750-\$999	5,100	\$40,000	2,080	3,020
Group 5: \$1,000-\$1,249	3,340	\$50,000	2,040	1,300
Group 6: \$1,250 or more	2,015	\$50,000+	6,040	(4,025)
Total	16,520 <sup>1</sup>		16,520	

CMHC Housing in Canada, 2000 (Based on the 1996 Census)

<sup>1</sup> The original inventory numbers were based on 1996 Census data and have been up-dated to reflect 2001 demand with the assumption that the increase in units is evenly distributed across units in the upper three ranges (\$750-\$999, \$1,000-\$1,249, and \$1,250+).

### Existing City of Richmond Targets:

Over the years, a variety of different targets have been established for the different housing types in Richmond.

#### Existing Affordable Housing Strategy (1994)

When Council amended its Affordable Housing Policy 5005 in 1994, it passed a resolution that staff work toward the following goal:

*"That 20% of new housing developed in the City as a whole, in designated areas such as the City Centre, and in large new developments should be affordable housing".*

According to a Price Waterhouse study in 2004, the future demand for housing in Richmond over the next 15 years is estimated to be 1,045 dwelling units annually. Applying the 20% affordable housing goal to this annual average would mean that 210 of these new housing units would be affordable housing each year (or 2,100 units over a 10 year period).



## Establishing Appropriate Targets

The existing Strategy does not indicate the type of affordable housing to be built. For the purposes of this report, it is assumed that they could have been distributed 1/3 to subsidized housing, 1/3 for low end market rental purposes and 1/3 for entry level ownership (70 units a year in each category).

### Official Community Plan (1999)

The OCP reiterates that the City should "continue to work towards the goal that 20% of housing developed should be affordable housing".

### Richmond Homelessness Needs Assessment and Strategy (2002)

In 2002, Council endorsed the above-noted strategy "as a framework to guide and co-ordinate local efforts to address homelessness in Richmond".

The Homelessness Strategy identified different short, medium and long term priorities/projects to be completed by 2008. These included:

- 20 bed emergency shelter for single men and women;
- 10 bed transition shelter for women;
- 10 unit emergency housing for youth;
- 10 – 12 units of second stage housing for women and children; and
- 10 – 12 units of second stage housing for single men and women.

In other words, a total of 60 – 64 additional beds or units were identified as being required in Richmond by 2008 which, in 2002 dollars, was estimated to cost \$6,200,000.

The Homelessness Strategy also identified some 2007 targets, such as:

- maintain the GVHC affordable housing waiting list at 1,300;
- increase the number of affordable housing units by 10% over the 2002 level of 2,476;
- 75% decrease in the number of people turned away from emergency and transitional shelters (based on 2002 levels);
- 10% decrease in the number of people paying 50% or more of income to rent; and
- 50% decrease in the local homeless population in 2002 (estimated to be around 30 people).

The Homelessness Strategy was prepared by City Spaces, with input from a wide variety of stakeholders.



## Establishing Appropriate Targets

### 2001 – 2006 Demographic Profile/Needs Assessment: Richmond Seniors Affordable Supportive Housing (2003)

In 2003, Council passed a motion that:

*"the increased development of seniors accessible affordable supportive housing be supported by entering into partnerships with Richmond Health Services, Greater Vancouver Housing Corporation and others, with the goal of creating 87 additional units per year from 2004 to 2026, based on the preservation of the City's capital, if possible".*

Seniors affordable supportive housing is defined as:

- most likely to be used for those 75 years and older;
- being affordable for those living below Statistics Canada's Low-Income Cut Off (LICO), which in 2002 was approximately \$16,000 for a single person living in the GVRD; and
- combining a supportive and appropriate physical environment designed for privacy and independence, with a social model of flexible supports and assistance including emergency call, meals, and access to personal care and professional health care as required.

This assessment was prepared by the Social Planning and Research Council of BC (SPARC), with input from the Richmond Seniors Advisory Council, Vancouver Coastal Health Authority, Richmond Health Services, Greater Vancouver Housing Corporation, Greater Vancouver Home Builders Association and City staff.

### **Consultants' Targets**

The consultants recommend that the targets for Richmond's housing affordability be segmented by tenure (subsidized housing; low end market rental; entry level ownership), with the objective being to maintain or improve on the current mix.

In looking at the housing starts over the past five years, the City of Richmond has realized some success in generating ownership opportunities with the percentage of owners increasing between 1996 and 2001 by 14 per cent – a rate that was above the growth for the Region (12 per cent)<sup>3</sup>. From 1986 to 2001, the City of Richmond gained 18,745 households – an increase of 1,250 households annually. Current

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<sup>3</sup> In addition, the City of Richmond has been successful in achieving a rate of home ownership that is higher than the Region – 71 per cent compared to 61 per cent.



## Establishing Appropriate Targets

estimates prepared by PwC suggest that future demand is expected to continue by at least 1,045 households annually over the next 15 years.

While most of the demand is expected to be among home owners, the available data suggests that there has been a lack of purpose-built rental housing construction, as well as a loss of rental housing units at the lower end of the rental housing market. This has placed pressure on the existing stock. Based on data from CMHC's Housing Now publication, there have been fewer than 200 rental housing units created across the City of Richmond in the past 5 years. This includes units funded through the existing government housing supply programs.

One of the City's objectives in moving forward should be to continue to maintain its current community housing mix. At the same time, it will be difficult for the City to respond to the needs of households falling at the lower end of the housing continuum without the involvement of senior levels of government.

Currently the continuum shows that approximately 6 per cent of the existing, total housing stock (19% of the rental housing stock) is subsidized housing. This housing was created through considerable investment by the Federal and Provincial governments and represents an important asset for enabling the City to respond to the on-going needs of low income households.

As a benchmark, the City of Richmond should continue to explore opportunities to maintain 6 per cent of the total housing stock as a dedicated target for subsidized housing. However, this target will be difficult to achieve without funding support from other levels of government.

Taking a 10 year average of housing starts in the City of Richmond (1996 to 2005), there was an average of 1,215 new units created. To maintain the current distribution of housing by tenure and type, the City of Richmond would have to create a minimum of 73 new subsidized housing units each year.

This target is in line with the average annual increase in the number of households in the City of Richmond which have applied for subsidized housing through BC Housing. Based on data provided by BC Housing, on average the waiting list for subsidized housing has grown by approximately 64 households annually.



## Establishing Appropriate Targets

Similarly, the City should establish as a benchmark that it wants to maintain the current percentage of non-subsidized, market rental housing (i.e., 23% of the current community mix). This being the case, a total of 279 new low end market rental units would have to be built each year.<sup>4</sup>

**Table 14: Key Targets Across the Housing Continuum**

Tenure	Current Community Mix	Annual Target
Ownership	71%	863
Low End Market Rental	23%	279
Subsidized Housing	6%	73
10 Year Average		1,215

### Recommended Targets

Through the City staff report of November 10, 2006, the following priority areas were identified:

1. Subsidized housing for households with an annual income of \$20,000 or less (using City lands, the Affordable Housing Reserve Fund, developer cash-in-lieu contributions and help from other partners);
2. Low end market rental for households with an annual income of \$37,700 or less (units given to the City by the development community or stand alone sites built by developers and non-profit organizations).

The first policy direction would expand the inventory of units and target the supply deficit for households requiring housing that costs \$499 or less per month. The second policy direction, including the creation of secondary suites, adds additional capacity and provides an expanded range of choices for households requiring units that fall at the low end market rental range. The tables on the following pages summarize the existing City of Richmond targets and consultants' targets. The rationale for these achievable targets is explained in the following sections.

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<sup>4</sup> In terms of entry level ownership, data shows an average of 1,215 housing starts per year over the past 10 years. Based on a total shortfall of 4,025 renter households with incomes of \$50,000 or more (see Table 13), and assuming that 40% of this group are not interested in ownership or are currently transitional or mobile, this leaves 2,415 renter households interested in home ownership. By selecting a target of 20% of the 1,215 units annually as entry level ownership, approximately 243 entry level ownership units could be created each year. This would address the demand for entry level ownership housing of approximately 2,415 units in approximately 10 years.



## Establishing Appropriate Targets

**Table 15A: Comparison of Different Annual Targets of Affordable Housing**

Table 2.0 - Comparison of Different Annual Targets of Affordable Housing				
Source	Subsidized Housing	Low End Market Rental	Entry Level Ownership	Total Affordable Housing Units
1994 Affordable Housing Strategy and 1999 OCP (20% of housing)	70 (assuming 33% of 210)	70 (assuming 33% of 210)	70 (assuming 33% of 210)	210 (based on 1,045 demand over next 15 years)
2002 Homelessness Needs Assessment & Strategy	64 (by 2008)	None specifically	None specifically	None specifically
2003 Seniors Affordable Supportive Housing Needs Assessment	87 (from 2004 to 2026)	None	None	None
1996/2000 Current State CMHC Housing in Canada	254 (assuming 10 years to meet 2,540 demand)	142 (assuming 10 years to meet 1,420 demand)	None	None
2007 Consultants Suggested Targets	73 (maintaining existing 6% of housing stock)	279 (maintaining existing 23% of housing stock)	243 (based on 20% of starts over past 10 years)	595 (based on 1,215 average over past 10 years)
Achievable Targets	25* (assuming 80% equity from others)	95 (through inclusionary zoning/density bonusing: 75 secondary suites/coach houses; 20 apartment units)	60 (small units but not secured as affordable housing)	120 – 145 (120 affordable housing units more achievable than 145 affordable housing units because 80% equity from others more likely)
	50* (assuming 90% equity from others)			
* Both the subsidized housing achievable targets assume \$1,000,000 is collected annually in cash-in-lieu contributions from townhouse rezoning applications based on the proposed \$2.00 per buildable square foot (not the existing \$0.60 per buildable square foot)				



## Establishing Appropriate Targets

**Table 15B: Annual Affordable Housing Targets**

Type of Affordable Housing	Existing Shortfall	Consultants Targets Accepted By City	How The Consultants Targets Accepted By The City May Be Achieved Through Density Bonusing
<p>Affordable Subsidized Rental Housing: Council's 1<sup>st</sup> priority. Households annual income less than \$20,000. 30% income = \$500/month maximum. Homeless; People with addictions; Mentally challenged; Single parents with limited incomes; Seniors on fixed pensions; Families requiring subsidies; Etc.</p> <p>Note: The City prefers to invest in land or subsidized rental housing buildings, not both in an affordable housing project.</p>	<p>A current shortfall of 2,540 total affordable subsidized rental units. Based on 2000 CMHC Study using 1996 Census. Shortfall is expected to be even greater in 2006 Census.</p>	<p><b>73 annually affordable subsidized rental units.</b> Existing 6% of subsidized rental housing in Richmond times the total number of units built on average annually over past 10 yrs 6% of 1,215 = 73 units/yr (2.9% of shortfall).</p>	<p><b>A.</b> \$2.00 sq ft cash contribution from townhouse rezonings (not \$0.60 sq ft) = approximately \$1,000,000 annually. \$1,000,000 = 5 affordable subsidized rental units annually (@ \$200,000 per unit).</p> <p><b>B.</b> If 80% equity from senior governments = \$4,000,000 annually Total \$5,000,000 = 25 affordable subsidized rental units annually.</p> <p><b>C.</b> If 90% equity from senior governments = \$9,000,000 annually Total \$10,000,000 = 50 affordable subsidized rental units annually.</p>
<p>Affordable Low End Market Rental Housing: Council's 2<sup>nd</sup> priority. Households annual income \$20,000 - \$37,700. 30% income = \$500 - \$943 month. Young adults; Recently retired; Lower income families; Students; Individuals without equity; Etc.</p> <p>Note: 250 new secondary suites annually could be created through the Building Permit process that will not be secured as affordable low end market rental housing.</p>	<p>A current shortfall of 1,420 total affordable low end market rental units. Based on 2000 CMHC Study using 1996 Census. Shortfall is expected to be even greater in 2006 Census.</p>	<p><b>279 annually affordable low end market rental units.</b> Existing 23% of low end market rental housing in Richmond times the total number of units built on average annually over past 10 yrs 23% of 1,215 = 279 units/yr (19.6% of shortfall).</p>	<p><b>A.</b> 75 new secondary suites or coach houses created through rezoning applications annually (50% of new houses).</p> <p><b>B.</b> 20 new apartment units from private development annually (4 units x 5 buildings). 95 total affordable low end market rental units annually.</p> <p><b>C.</b> Alternative: \$0.60 sq ft cash contribution from single family rezonings = approximately \$90,000/yr + \$4.00 sq ft cash contribution from apartment and mixed use rezonings = approximately \$1,500,000/yr. \$1,590,000 cash contribution yr = 8 affordable low end market rental units @ \$200,000 per unit.</p>
<p>Affordable Entry Level Ownership Housing: Council's 3<sup>rd</sup> priority. Households annual income \$37,700 - \$60,000. 30% of \$37,700 income = \$140,500 unit*. 30% of \$60,000 income = \$232,000 unit*. * assumes 10% down payment, 5.2% interest rate and 25 year mortgage. Families or adults wanting to get into the housing market; Etc.</p>	<p>A current shortfall of 2,415 total affordable entry level ownership units. Based on 2000 CMHC Study using 1996 Census. Assumes 60% of total shortfall of 4,025 renter households with incomes over \$50,000 buy a home.</p>	<p><b>243 annually affordable entry level ownership units</b> Assuming 20% of the total number of units built on average annually over past 10 yrs 20% of 1,215 = 243 units/yr (10% of shortfall).</p>	<p>If 15% of the apartments and mixed use rezonings build small units (e.g., one bedroom @ maximum size 645 sq ft) = 60 small entry level ownership units (5 bldgs x 80 units each x 15% = 60). Typically built by development community now on their own initiative. City would support 15% of units being one bedroom units less than 645 sq ft but will not secure these small units as affordable entry level ownership because the priority is affordable subsidized rental housing and affordable low end market rental housing. Entry level ownership is not to be provided at the expense of developer contributions to affordable subsidized rental housing or the construction of affordable low end market rental units.</p>



## Establishing Appropriate Targets

### Funding Subsidized Housing - Resource Constraints

Resource constraints represent a major challenge in responding to the shortfall in subsidized housing. The City of Richmond's Affordable Housing Reserve Fund provides one approach for generating units targeted to households with annual incomes of less than \$20,000. However, success in meeting the targets that have been identified will be dependent on senior government funding.

It is estimated that annual contribution to the Affordable Housing Reserve Fund has been equal to between \$850,000 and \$1,000,000. This figure is based on historical performance, the number of rezoning applications approved and the assumption that townhouse developments would be contributing approximately \$2.00 per buildable square foot towards affordable housing (not the current \$0.60 per buildable sq ft).

Other municipalities which have reserve funds frequently use this money to purchase land to further their affordable housing objectives. Land costs represent a significant percentage of the capital cost of a new housing project. However, depending on the size of development, the City's contribution at \$1,000,000 may not be sufficient to acquire an appropriate site. Therefore, it is important for the City to work to ensure that senior government funding is in place and that they are in a position to lever this funding. This may include contributing to a portion of the land costs.

The following table sets out two possible scenarios for leveraging senior government funding. In the first case, it is assumed that the City's contribution of \$1,000,000 is equal to approximately 20% of the capital costs and that the Province will fund the balance. This translates into approximately 25 subsidized housing units at an estimated capital cost of \$200,000 per unit. If the City is able to lever 90% of the capital costs from the Province, then approximately 50 subsidized housing units can be created with the same \$1,000,000 contribution. However, this would require rigorous negotiation with the Province, with this being done on a case by case basis within a program framework.

Assuming that the City of Richmond is able to lever its current Affordable Housing Reserve Fund balance of \$6,000,000 and the Province is willing to contribute between 80% and 90% of capital costs, it would be possible for the City to generate an additional 150 or 300 subsidized housing units. This could be either in one or two major projects or in a number of smaller projects. For the purposes of this report, it is assumed that approximately 25 to 50 subsidized housing units could be created annually by drawing \$1,000,000 a year for the next 6 years from the Affordable Housing Reserve Fund (assuming either 80% or 90% equity from the Province).



## Establishing Appropriate Targets

**Table 16: Estimated Annual Impact of Use of the Affordable Housing Reserve Fund  
(Assumes a cost/unit of \$200,000 and \$1,000,000 annual City contribution from the Fund)**

Senior Government Contribution as % of Capital Costs	80%	90%
City of Richmond Contribution	\$1,000,000	\$1,000,000
Senior Government Contribution	\$4,000,000	\$9,000,000
City of Richmond Equity Contribution as % of Capital Costs	20%	10%
Number of Subsidized Housing Units Created (Annual Cash-in-lieu Contribution of \$1,000,000 based on a contribution rate of \$2.00 per buildable square foot from townhouse rezoning applications)	25 units	50 units
Number of Subsidized Housing Units Created (Affordable Housing Reserve Fund \$6,000,000)	25 units	50 units

If one were to assume that the units were to be delivered over a five year time frame starting in 2008, depending on the partnership contribution from senior levels of government, it is estimated that between 50 to 100 subsidized units could be created annually and that the total of number of units created would fall between 250 and 500.

**Table 17: Possible Scenarios for the Creation of Subsidized Housing Units**

		2008	2009	2010	2011	2012	Total
<b>Current Affordable Housing Reserve Fund Balance (\$6,000,000)</b>	Low	25	25	25	25	25	125
	High	50	50	50	50	50	250
<b>Estimated Annual Cash-in-lieu Contributions (\$1,000,000)</b>	Low	25	25	25	25	25	125
	High	50	50	50	50	50	250
<b>Total Estimated Number of Units</b>	Low	50	50	50	50	50	250
	High	100	100	100	100	100	500

If the City is successful in leveraging units with a 10% equity contribution, this would translate into 500 units over the next 5 years (2008 to 2012) or approximately 100 units per annum. This would meet the targets established by the *Richmond Homelessness Needs Assessment and Strategy* and the *Richmond Seniors Affordable Supportive Housing Needs Assessment*. It would also exceed the consultant's target of maintaining the existing percentage of subsidized housing in Richmond.



## Establishing Appropriate Targets

In addition, it would start to address the current demand for 2,540 units with rents of \$500 per month or less. These units would also help to respond to the needs of the more than 700 households that have applied and/or are waiting for subsidized housing. Furthermore, this target exceeds the average annual increase in the number of households in the City of Richmond which have applied for subsidized housing through BC Housing. Based on data provided by BC Housing, on average the waiting list for subsidized housing has grown by approximately 64 households annually in Richmond.

However, the above-noted scenario assumes the City is successful in negotiating a significant equity contribution from the Province and other funding partners. If these senior partners require a higher equity contribution from the City, then fewer units can be built. For example, assuming that the City of Richmond is required to contribute approximately 20% of project costs, then it is estimated that only 250 units can be built over the next 5 years (2008 to 2012). This translates into approximately 50 units per year.

Although this would meet the target established by the *Richmond Homelessness Needs Assessment and Strategy* over a couple of years, it would not meet the demand identified in the *Richmond Seniors Affordable Supportive Housing Needs Assessment*. Furthermore, 50 units per year would not maintain the existing percentage of subsidized housing in Richmond.

Similarly, it would take much longer to address the current demand for 2,540 units with rents of \$500 per month or less and the more than 700 households that have applied and/or are waiting for subsidized housing. This scenario also would not meet the need for subsidized housing based on data from BC Housing which indicates that their waiting list has grown by approximately 64 households annually.

In summary, should the City be required to come up with a higher equity contribution, it will have to seek other funding sources to meet the demand for subsidized housing (e.g., a higher cash-in-lieu contribution from developers; non-profit funding; etc.).

### **The Creation of New Low End Market Rental Housing**

In addition to the subsidized housing units for households with annual incomes of less than \$20,000, the City wants to see a substantial number of low end market rental housing units built for households with an annual income of between \$20,000 to \$37,700. As noted, there have been very few new rental housing units created



## Establishing Appropriate Targets

largely because of systemic changes introduced by the Federal government in the investment policy and taxation regime for rental housing assets.

It has been estimated that approximately 75 new secondary suites and coach house units could be added annually to the low end market rental inventory through the inclusionary zoning/density bonusing approach to single-family residential rezoning applications received after July 1, 2007.

The Building Approvals Department has estimated that 250 secondary suites could either be legalized or built through the building permit process. However, since a Housing Agreement can not be a condition of a building permit, there is no way the City can guarantee that these secondary suites will be used for affordable low end market rental housing purposes.

In addition to the secondary suites and coach house units secured through the rezoning application process, it has been assumed that the City could receive around 20 low end market rental units a year through the inclusionary zoning/density bonusing approach from multiple-family residential rezoning applications. This is based on the assumption that approximately 5 new low rise apartments or high rise developments containing more than 80 residential units are rezoned in one year and the City receives the minimum 4 units per building. This may be a conservative estimate based on the current level of building activity in Richmond.

Together, the inclusionary zoning/density bonusing approach will generate around 95 affordable low end market rental units a year. This will partially help address the current demand of 1,420 units with rents between \$500 - \$749 per month.

In order to meet the consultant's recommendation to maintain the existing percentage of low end market rental housing in Richmond (23% or 279 units a year), additional ownership units will have to go into the rental pool and/or the development community will have to build purpose-built rental projects. Unfortunately, it may be difficult to meet this higher target without assistance from the other levels of government.

Emerging housing policy work on market rental has increasingly focused on a tax credit mechanism which would generate Provincially and/or Federally funded incentives for private investors to create low end market rental units. This approach would help to reduce the deficit which currently exists in the low end market rental housing supply. Changes to existing tax policy would help to create additional



## Establishing Appropriate Targets

capacity for responding to the needs of low and moderate income households by targeting the qualifying investments while at the same time stimulating the creation of new low end market rental stock. In the U.S., most Federal and State support for housing is delivered through tax credit programs and over 1.5 million units have been created over the past 25 years.

It should be noted that should the City be successful in getting:

- 25 affordable subsidized rental housing units built a year; and
- 95 affordable low end market rental housing units built annually,

it would be meeting 20% of the consultant's targets for affordable housing in Richmond. To totally meet the consultant's targets for affordable subsidized rental housing and affordable low end market rental housing will require additional, significant financial resources from senior levels of government, the non-profit housing sector and other willing partners.

### **Entry Level Ownership Units**

In light of the fact that *Richmond Affordable Housing Strategy* is placing priority on subsidized housing and low end market rental units, the targets for affordable entry level ownership units are not critical at this point in time. This is not to say that the City won't encourage small entry level ownership units or the use of lower cost finishings to make ownership projects more affordable. However, it would appear that the gap between what these units are currently selling for and what is affordable to households with an annual income of between \$37,700 and \$60,000 is very significant. Furthermore, the City does not want to encourage entry level ownership units at the expense of subsidized housing or low end market rental units.



## Municipal Strategies and Actions

### City of Richmond Action Municipal Strategies and Actions



This section focuses on the potential municipal strategies that can be taken for responding to the on-going need for affordable housing. The directions set out in this section build on the discussion in the previous section with a focus on the specific tools and actions that are available at the municipal level. Many of the key strategies and actions outlined in this section are designed to build on actions previously initiated by the City of Richmond. In addition, some require the commitment and resources of senior levels of government.

#### **Key Strategic Directions:**

The following key policy directions have been set out in this report for consideration by Richmond City Council. This includes a detailed discussion of the potential opportunities and risks as well as recommended actions for the City to consider.

**Policy Area 1-** An articulated commitment to respond to issues related to housing affordability in the City of Richmond;

**Policy Area 2-** The use of regulatory tools and approaches to facilitate the creation of new affordable housing;

**Policy Area 3-** Preserve and maintain the existing rental housing stock;

**Policy Area 4-** Incentives to stimulate the creation of new affordable housing in partnership with the housing supply sector and other levels of government;

**Policy Area 5-** Build community capacity through targeted strategies as well as through partnerships brokered in the community; and,

**Policy Area 6-** Advocacy aimed at improving the policy framework and funding resources available for responding to local housing needs.



## Policy Area #1 An Articulated Commitment

### City of Richmond Action An Articulated Commitment to Housing Affordability



Communities play an important role in identifying local housing needs. This includes:

- Ensuring that local housing priorities are identified in local planning documents including the *Official Community Plan (OCP)* and Area Plans;
- Playing an active role in finding solutions to civic challenges through participation in a variety of municipal and housing sector associations including the Union of British Columbia Municipalities (UBCM), the Federation of Canadian Municipalities (FCM), the GVRD and other local and regional organizations; and,
- Conducting on-going research to identify emerging needs and priorities.

The City of Richmond has continued to show leadership in these different areas including research on potential strategies and initiatives to address homelessness as set out in the *Richmond Homelessness Needs Assessment and Strategy*, as well as the *2001-2026 Demographic Profile/Needs Assessment* designed to respond to the needs of an aging population.

Up-dating the *Richmond Affordable Housing Strategy* is another way in which the City of Richmond has demonstrated an on-going commitment to responding to local housing needs. This Strategy builds on existing initiatives which the City of Richmond has already put into place, and identifies new approaches for the City.

The approval and implementation of the key elements set out in this Strategy will not only contribute to the creation of additional affordable housing units, but will also help to signal to senior levels of government and other housing partners that housing affordability is a City priority.

After the *Richmond Affordable Housing Strategy* has been approved and there is some concrete experience implementing it, City staff will revise the OCP to ensure that it is consistent with the policies and directions set out in the Strategy.



## Policy Area #1 An Articulated Commitment

This would include amending the current definitions in the OCP (e.g., affordable housing; assisted housing; Affordable Housing Statutory Reserve; etc.) and the Housing policies related to variety of tenure, entry level and affordable housing, and special needs housing. It is not expected that the OCP amendment will be significant, but it is believed the *Richmond Affordable Housing Strategy* should be incorporated into the OCP via a bylaw and the statutory public hearing process rather than just remaining a policy of Council. The OCP amendment will occur later this year as a separate exercise or next year as part of the overall review of the OCP.

Since the City Centre Area Plan (CCAP) is also being updated this year, it will be amended to contain the policies and directions of the *Richmond Affordable Housing Strategy*. Over time, the other Area Plans will be reviewed and revised, as necessary, based on the experience of implementing the Strategy.

To support the implementation of this Strategy, and to demonstrate the City's on-going commitment to housing affordability, it is recommended that the following steps and actions be taken:

1. City Council approve the *Richmond Affordable Housing Strategy* and, specifically, the following recommendations, policies, directions, priorities, definitions and initial annual targets.

Priority	Housing Type	Definition	Initial Annual Target
1 <sup>st</sup> Priority	Affordable Subsidized Rental Housing	Households with an annual income of less than \$20,000	73 affordable subsidized rental housing units a year
2 <sup>nd</sup> Priority	Affordable Low End Market Rental Housing	Households with an annual income of between \$20,000 and \$37,700	279 affordable low end market rental units a year
3 <sup>rd</sup> Priority	Affordable Entry Level Ownership Housing	Households with an annual income of less than \$60,000	243 entry level ownership units a year
Affordable is defined as meaning that no more than 30% of the gross income of a household is spent on housing costs (excluding cablevision, telephone, other telecommunications and utility fees)			



## Policy Area #1 An Articulated Commitment

2. The City hire a temporary full time employee, to work in the Real Estate Services Division of the City's Business & Financial Services Department, to assist in the implementation of this Strategy<sup>5</sup>.
3. A work program be prepared annually by staff for Council approval to implement the *Richmond Affordable Housing Strategy*.
4. The results of the Strategy be monitored and reported annually to demonstrate that the City is committed to the on-going creation of affordable housing.
5. The Official Community Plan (OCP), and City Centre Area Plan (CCAP) currently being updated, be revised later this year to be consistent with the policies and directions set out under this Strategy once it has been approved by City Council. Over time, the other Area Plans will also be reviewed and revised, as necessary, based on the experience of implementing the *Richmond Affordable Housing Strategy*<sup>6</sup>.
6. City staff continue to work with the Greater Vancouver Regional District (GVRD), senior governments and other key planning and decision making bodies to ensure that housing affordability issues are recognized and addressed at the Regional, Provincial and Federal levels, and that appropriate resources are made available.

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<sup>5</sup> The full time employee could either be on contract or on staff. The use of a consultant is not recommended as they would not be able to dedicate themselves fully to implementation of the *Richmond Affordable Housing Strategy*. Funding for this position could from the proposed new Affordable Housing Operating Reserve Fund or other sources including general revenue from taxation.

<sup>6</sup> The *Richmond Affordable Housing Strategy* is not to be implemented in the Alexandra Neighbourhood of the West Cambie Area Plan because this area has its own affordable housing strategy.



## Policy Area #2 Regulatory Tools and Approaches

### City of Richmond Action Use of Regulatory Tools and Approaches



This section looks at specific tools and approaches which can be adopted by municipalities to improve the overall affordability profile of housing and to contribute to the creation of new housing supply. In setting out some of the key policy directions for consideration, it is important to recognize that municipalities play an important role in creating conditions that stimulate and create new affordable housing supply to address the demand.

Traditional elements falling within the municipal purview include zoning provisions through land use regulation, permit processing, and infrastructure and servicing financing. City planning can also influence important community investments like schools, parks, recreation facilities, retail and entertainment facilities, and faith institutions, all of which support the quality of life of residential and mixed neighbourhoods.

#### **Zoning Tools for Major Rezoning**

This section focuses specifically on some of the potential opportunities that may be available through the zoning mechanism. This can include up-zoning or rezoning, which, when used with tools like density bonus provisions, can improve the affordability of housing through increased densities and promote a diverse mix of affordable housing types.

Within the U.S., the use of inclusionary zoning is an approach which has been used with some success as a means of creating additional affordable units. The inclusionary zoning mechanism typically involves a trade-off between the municipality and the developer where additional density is exchanged for amenities or affordable housing.

The inclusionary zoning mechanism is structured such that a percentage of units in a given development are sold or rented to households with low to moderate incomes. A policy document recently published by the Province entitled *Local Government*



## Policy Area #2 Regulatory Tools and Approaches

*Guide for Improving Market Affordability* indicates that this model has been used on Bowen Island, with developers beginning to show interest in this model as a means of obtaining multi-family density through comprehensive rezoning.

This section examines the potential opportunities for the City of Richmond to adopt a similar type of approach and sets out some of the potential opportunities and risks.

### **Creating New Affordable Housing – Developer Delivered Model**

When the City of Richmond first established the Affordable Housing Reserve Fund, it was envisioned that the rezoning mechanisms could be used to create value, which could be translated either directly into units or a cash-in-lieu contribution. However, the experience to date has shown that the current mechanism tends to favour the cash-in-lieu contribution as this approach is the most economical and straight-forward for developers.

One of the key components of the *Richmond Affordable Housing Strategy* is that the City would prefer to have affordable housing units built rather than receive cash-in-lieu contributions. Having said that, it is recognized that that it would be impractical for smaller developments to provide 1 or 2 affordable housing units scattered around the City. Therefore, it is proposed that all townhouse projects and any apartment developments involving 80 or less residential units be allowed to make a cash-in-lieu contribution towards affordable housing. Each low rise apartment building and high rise development containing more than 80 residential units would be required to make 5 per cent of the total building area (a minimum of 4 affordable housing units) available for low end market rental purposes. In both cases, whether a cash-in-lieu contribution is received or affordable housing units are built, the City would use the inclusionary zoning/density bonusing approach to obtain the affordable housing contribution or units at the time of rezoning.

Utilizing this approach, the City will both receive cash-in-lieu contributions to the Affordable Housing Reserve Fund, which will create additional opportunities to partner with senior levels of government, and the creation of affordable housing units “on the ground”.

### **Adopting an Inclusionary Zoning/Density Bonusing Approach**

The cash-in-lieu approach requires establishing an appropriate rate for developer contributions – one which captures an appropriate amount of the incremental land value arising from rezoning without removing the incentive for the project itself.



## Policy Area #2 Regulatory Tools and Approaches

The inclusionary zoning/density bonusing approach is a more complicated mechanism which stipulates the percentage and type of unit to be provided within a given rezoning. The approach is premised on the assumption that the increased density allowed through the rezoning will act as a subsidy for making the units affordable, given the density bonus would in effect translate into “free land”.

The work undertaken by G.P. Rollo and Associates Ltd. helps to provide a baseline for evaluating this proposed approach by determining the incremental land value attributable to the increased density allowed under a rezoning. As a matter of principle, it is proposed that the contribution levels required under the inclusionary zoning/density bonusing approach be based on the Rollo work calculating the “land lift” (increase in the value of the land) from rezoning a property.

### **Evaluating the Project Economics of the Developer Delivery Model**

In looking at potential strategies and alternatives under the inclusionary zoning/density bonusing approach, it is important to recognize that project economics vary by size, scale and project type. Therefore, it is necessary to set different contribution requirements.

The contribution requirements that are set will depend on the type of unit that is being created (high rise, low rise, townhouse or single family dwelling), as well as the point on the housing continuum that is being targeted (entry level ownership, low end market rental, and/or subsidized housing) and the size of the affordability gap to be addressed (shallow or deep subsidy).

Based on the work currently underway by G.P. Rollo & Associates, it is assumed that a minimum of \$4.00 per buildable square foot will be the threshold for obtaining affordable housing units. This estimate helps to establish the baseline for evaluating the potential alternatives available through the inclusionary zoning/density bonusing approach.

In keeping with the City’s objective of encouraging a variety of housing forms and tenures for a diversity of lifestyles at all income levels, the viability of the inclusionary zoning/density bonusing approach was “tested” on various housing options.



## Policy Area #2 Regulatory Tools and Approaches

### **Exploring the Potential Options – Entry Level Ownership Under the Developer Delivery Model**

In the case of entry level ownership, the approach could be structured such that the rezoning applicant is asked to provide strata units at a price point that is affordable to purchasers with an annual income of between \$37,700 and \$60,000 depending on the City's specific eligibility criteria and the related project economics. The example used in this report is modeled on an income threshold of \$60,000 which corresponds to a selling price of approximately \$232,000.

Under this scenario, a developer would be able to recover a portion of the incremental cost of creating these units with the difference between the incremental cost and the selling price representing a "subsidy" that is created through the rezoning process and which is delivered to the qualified purchaser of the unit.

A Housing Agreement could be used to regulate the terms of the sale. This would include setting out specific terms and conditions with respect to eligibility for access, as well as specific terms and conditions upon resale. The objective would be to ensure that the housing that is created is serving a specific need group (in this case, entry level ownership for households with annual incomes of \$60,000).

Using data generated through the research by G.P. Rollo & Associates Ltd., it is estimated that an entry level ownership unit targeted to a household with an income of \$60,000 would require a subsidy equal to approximately 25% of the construction cost.

It is expected that the size and type of unit that is created through this mechanism would be consistent with the general unit mix in the development. For example, if the development contains a mix of 1 and 2 bedroom units, it is expected that the units that are made available will fit this general mix.

### **Low End Market Rental Housing - Developer Delivered Model**

In the case of rental housing construction, the project economics are more difficult to successfully balance. Based on the available data, it would appear that units rented for low end market rental purposes (affordable to households with incomes between \$20,000 to \$37,700) would only generate sufficient revenue to cover approximately 50% of the cost to construct. This suggests that, in order to successfully balance the



## Policy Area #2 Regulatory Tools and Approaches

project economics, it is likely that the units which are created will have to remain at the upper end of the low end market rental scale (specifically, households with an annual income in the \$30,000 to \$37,700 range).

This, in turn, suggests that, while this approach will help to alleviate some of the affordability challenges which low income families and individuals may face, it is not possible to use this mechanism to eliminate the full affordability gap for households at the lower end of the income range. This would include households with incomes of between \$20,000 and \$30,000 where the affordability gaps are estimated to be between \$135 and \$670 depending on the unit type and income profile.

In spite of the limitations which have been noted, it is important to recognize that, should the City of Richmond be successful in implementing this housing model, it will help to create an expanded range of affordable units for households with low to moderate incomes. Conversations with the development community have generated mixed reviews.

### **The Ownership and Management of the Units**

In the event that the City is successful in putting this model into place, the ownership and management of the units are two other important considerations. In the case of the ownership of the units, it was originally anticipated that the City would be registered on title as the owner of these units with the ownership being in the form of a strata title unit. The City, in turn, would contract the management of this housing to an appropriate non-profit housing society or property management company, which would have responsibility for tenant selection and placement based on the City's criteria, which is likely to change over time.

In response to concerns expressed by the development community (e.g., represented by UDI), the City is now prepared to allow the developer to own the affordable housing units or sell them to a third party as a block of units. This being the case, the developer or third party would be responsible for managing the units for affordable low end market rental housing purposes.

To some extent, the management of the City-owned low end market rental units created under this approach would present some challenges in that the units would be geographically dispersed and could potentially entail higher administrative and maintenance costs. However, it is likely that housing created through this approach



## Policy Area #2 Regulatory Tools and Approaches

could be “pooled” and a management contract established with a qualified group with experience in this area.

The potential viability of this approach has been discussed with Terra Housing Management as well as with selected non-profit housing providers, including the Board of Directors for The Katherine Sanford Housing Society, and in general the reactions have been favourable. Criteria used to evaluate proposals to manage this portfolio are set out in Policy Area 5 of this report.

### **Finding an Appropriate Balance**

As discussed in the previous section, one of the challenges in addressing the affordability needs of those at the low end market rental segment of the housing continuum is the depth of need that can be addressed. If one were to use rents only modestly lower than conventional rents (i.e., 85%-90% of market), this would help to improve the affordability profile for households with incomes in the \$30,000 to \$37,700 range.

As one targets households lower down the income scale (i.e., with incomes of between \$20,000 and \$30,000), it will not be possible to address the full depth of need through this mechanism as the cost of the unit delivered through this model is equal to approximately 50% of the market price with the required contribution under the inclusionary zoning/density bonusing approach being equal to 50% of the increase in value arising from the rezoning.

Taking these factors into consideration, there are a number of ways in which it would be possible for the City of Richmond to increase the existing inventory of low end market rental housing for households with incomes between \$20,000 to \$30,000.

1. The City could encourage smaller unit sizes and lower building features in order to make the project economics more attractive to the developer (but these units may not be suitable for families).
2. The City could request the GVHC or BC Housing to help subsidize the low end market rental units by allowing them to manage these units or by asking them to give an operating grant to the non-profit housing provider who might be managing them on behalf of the City (this assumes the City will own these units as strata title lots and could make larger units more “affordable” to families).



## Policy Area #2 Regulatory Tools and Approaches

3. A third alternative would involve selling the low end market rental unit to a non-profit housing society with the purchase price being funded by a mortgage loan. The purchase of these units at a discounted rate has been done successfully in the past by non-profit housing societies through CMHC mortgage financing using conventional rental underwriting criteria. In addition, some non-profit societies, such as Coast Foundation and others, have been successful in using "stacked" funding through Provincial rent assistance programs (SAFER, SIL or even potentially the "new" family rent assistance program) to improve the general affordability/cost profile for low end market rental units, with this assistance acting as a "shallow subsidy".

### **Addressing the Need for Subsidized Housing (Households Requiring Deep Subsidies)**

The use of the inclusionary zoning/density bonusing approach does not appear to work as well in the case of household requiring "deep" subsidies (i.e., units targeted to households with annual incomes of \$20,000 or less). The low rent levels (30% of gross income or \$500 per month for a household with an annual income of \$20,000) means that rents are largely consumed by operating expenses, taxes and utilities with very little cash flow being available to service the capital cost of the unit. Consequently, the unit must be almost entirely subsidized by the rezoning mechanism at a cost of approximately four times more than entry level ownership.

Taking this into account, the analysis suggests that only a small number of additional deep need units could be created through this approach with large scale rezonings being the most likely to successfully accommodate the proposed mix.

Instead, it is recommended that the City's Affordable Housing Reserve Fund (combined with funding support from senior levels of government) represents the best model for responding to the specific needs of individuals and households falling at the lowest end of the housing continuum. This is discussed in more detail in Policy Area 5 of this report which looks at strategies for building community capacity, as well as creating partnerships with community-based agencies and senior levels of government as a means of addressing priority needs.

In particular, the resources made available through the Fund can be targeted to meet the specific housing and support needs of priority groups. Likewise, this



## Policy Area #2 Regulatory Tools and Approaches

approach would allow the City to take advantage of the significant experience and expertise which exists within the social housing sector.

### **Incentives for the Inclusionary Zoning/Density Bonusing Approach to Low End Market Rental and Subsidized Housing**

The analysis suggests that there is merit in the use of an inclusionary zoning/density bonusing approach along with funding contributions to the City's Affordable Housing Reserve Fund. However, the analysis also shows that there are limits to the amount that can be carried by the development process alone. Therefore, it may be necessary for the City to show flexibility and to make adjustments to the proposed approach as issues arise. This includes finding the right mix in terms of unit size and type, as well as proposed rent levels needed to allow for the incremental floor area ratio (FAR) to be successfully translated into a viable development.

Successful implementation of this approach might also require that the City consider flexibility around other elements which may contribute to an improved cost profile. This could include a relaxation of Development Cost Charges as discussed in Policy Area 4 of this report, as well as a relaxation in parking, floor area ratio or other requirements. For example, the Urban Development Institute has indicated that it costs approximately \$30,000 to build a parking space in an urban setting. As a result, the relaxation of parking requirements could help to improve the overall affordability profile. Without these types of adjustments, it is possible that the development will not be viable. As a result, it is important that the City of Richmond ensure that this approach, if implemented, is:

- Grounded in the project economics so as not to deter development or adversely affect general housing affordability;
- Able to provide a system that is consistent and predictable for the development industry and community; and,
- Practical and achievable and does not in a material way complicate or delay the rezoning process.

It is important to recognize that some level of negotiation with the City will be required regarding the developers' affordability contribution (units or cash-in-lieu). It should also be emphasized that the provisions under the inclusionary zoning/density bonusing approach occur within the context of the rezoning process and that City Council will make a decision based on the merits of each rezoning application.



## Policy Area #2 Regulatory Tools and Approaches

Table 18 summarizes the general guidelines which can be applied to the inclusionary zoning/density bonusing approach. The information set out in Table 18 can be used to provide general guidance to rezoning applicants, staff and members of City Council around this particular mechanism and the general equation that is used to determine an appropriate trade-off.

It should be noted, however, that the inclusionary zoning approach is highly innovative in the Canadian and BC context. It is therefore recommended that the City exhibit flexibility with the initial applicants in order to create a practical and workable model. This might include lowering the required percentage of affordable housing if necessary or altering the housing agreement to meet the specifics of a project.

Some of the key elements to be considered in adopting this approach include:

- Expectations related to the percentage of units which are required to be designated as affordable within a given development;
- General guidelines related to unit size and mix;
- General guidelines related to the proposed rent levels (set at between 85% and 90% of the current market);
- Income groups to be targeted through this approach; and,
- The regulation or enforcement mechanism.

The information set out in Table 18, on the following page, only applies to low rise and high rise developments containing residential units.

Townhouse developments will operate on a cash-in-lieu basis.



## Policy Area #2 Regulatory Tools and Approaches

<b>Table 18: Key Elements in the Inclusionary Zoning/Density Bonusing Approach</b>								
Key Elements	Low End Market Rental				Entry Level Ownership			
Type of development <sup>7</sup>	Low rise and high rise developments containing more than 80 residential units				Low rise and high rise developments containing more than 80 residential units			
Number of units created at the minimum	4 units				4 units			
General Guidelines Related to Unit Mix and Size	Consistent with the current unit mix within the building				Consistent with the current unit mix within the building			
General Guidelines Related to Proposed Price	Between 85% and 90% of the current market rent based on CMHC rental market data				Varies—standard practice is 50% to 60% of market			
Ownership	City of Richmond				Private ownership <sup>8</sup>			
Maximum monthly housing cost	85% to 90% of the current market rents reported by CMHC				50% to 60% of market values			
Average Cost	Unit Type	Min. Size	Rent Level		Unit Type	Min. Size	Selling Price	
			Market	90% Market			Market	55% Market
	bachelor	400 sf	\$635	\$572	bachelor	400 sf	-- <sup>9</sup>	--
	1-bed	535 sf	\$821	\$739	1-bed	535 sf	\$276,000	\$151,800
	2-bed	860 sf	\$1,018	\$916	2-bed	860 sf	\$413,000	\$227,150
	3-bed	980 sf	\$1,170	\$1,053	3-bed	980 sf	\$430,000	\$236,500
Income Target	\$20,000 - \$37,700				\$60,000			
Management of the Units	Management and tenant selection contracted to a non-profit housing society				Owned			
Priority needs served	Families and seniors requiring shallow subsidy who have applied for social housing				To be determined			
Regulation and Enforcement	Housing Agreement registered on title				Housing Agreement registered on title			

Possible strategies and actions for the City of Richmond to consider with respect to the use of inclusionary zoning/density bonusing approach include:

<sup>7</sup> Rezoning applications – not including townhouses or small apartments.

<sup>8</sup> Not a priority at this time given the critical need for low end market rental units but may be considered at a future date or on a specific case by case basis.

<sup>9</sup> Lack of current data available for newly built bachelor units.



## Policy Area #2 Regulatory Tools and Approaches

### Affordable Subsidized Rental Housing

1. In order to help meet the City's targets for affordable subsidized rental housing, a density bonusing approach under Section 904 of the *Local Government Act* involving the provision of a cash contribution is to be utilized for all townhouse developments and for apartment or mixed use developments involving 80 or less residential units.
2. Where a cash contribution for affordable housing is received under this statutory density bonusing approach, it should be based on the following amounts for rezoning applications received after July 1, 2007:
  - a) \$2 per square foot from townhouse developments; and
  - b) \$4 per square foot from apartment and mixed use developments involving 80 or less residential units.

### Affordable Low End Market Rental Housing

3. In order to help meet the City's targets for affordable low end market rental housing, a density bonusing approach involving the provision of affordable housing units as an amenity be utilized for apartment and mixed use developments involving more than 80 residential units for rezoning applications received after July 1, 2007.
4. Where an affordable housing unit density bonusing approach is provided for apartment and mixed use developments involving more than 80 residential units:
  - a) at least 5% of the total residential building area (or a minimum of 4 residential units) should be made available for affordable low end market rental purposes;
  - b) the unit sizes and number of bedrooms will be determined by the City; and
  - c) the affordable low end market rental units will be subject to a housing agreement registered on title.
5. If the ownership of the affordable low end market rental units is transferred to the City, the units will be rented to eligible tenants and:
  - a) each unit should be created as a separate strata lot; and
  - b) the responsibility for management and tenant selection of all the units owned by the City may be contracted to a single non-profit housing provider or property management company.
6. Alternatively, the developer may retain ownership or transfer the units to a third party such as a property management company, in which case the units must be rented to eligible tenants and:
  - a) each unit must not be transferred separately (and will be secured by a no separate transfer covenant); and



## Policy Area #2 Regulatory Tools and Approaches

- b) the responsibility for management and tenant selection for all of the units owned by the developer or a third party will be the responsibility of that developer or third party.
- 7. The developer, or a group of developers, may concentrate their required affordable low end market rental housing units together in one building or site, rather than having them scattered in a number of different buildings or sites.
- 8. City Council may exhibit flexibility with initial apartment and mixed use rezoning applicants involving more than 80 residential units in order to identify and address implementation issues, and to create a practical and workable model.

### **Other Strategies for Adding Low End Market Rental Units- Secondary Suites**

Encouraging and promoting secondary suites is another tool that is available to local governments. The creation of secondary suites helps to provide additional low end market rental housing choices for residents and responds to the shortage of rental housing units. Policies related to secondary suites also help to encourage a variety of housing forms and tenures for a diversity of lifestyles across income levels and neighbourhoods, which is consistent with the City's stated goals and objectives.

The City of Richmond currently does not have a policy in place to allow for the legalization of existing secondary suites and/or for the creation of secondary suites in new single family residential developments. Recognizing the significant supply-side constraints on purpose-built rental housing and the on-going pressure on the existing rental stock, as well as the growing affordability challenges that many households face, it is believed that this form of housing can represent an important rental option for households with low to moderate incomes.

At this point in time, it is proposed that secondary suites only be permitted in single family dwellings. The City of Richmond does not want to allow multiple suites in a single or two family dwelling. Those involved in the public consultation process expressed a significant level of support for the legalization of secondary suites in single-family dwellings. The City may also be willing to explore secondary suites in multiple family residential developments in the future if this is proven to be a suitable form of affordable housing.



## Policy Area #2 Regulatory Tools and Approaches

The units created through this form of housing generally fall within a more affordable range than units which are created through purpose-built rental housing and/or rent condo stock. Given that a central objective of the City is to encourage the construction of affordable housing, it is proposed that a housing agreement be used to ensure that the rents being charged fit within the City's definition of affordability<sup>10</sup>. This will help to ensure that the secondary suites and coach house units created through the rezoning process are meeting the intended need for affordable low end market rental housing in Richmond.

Taking this into consideration, it is recommended that the City of Richmond:

1. Adopt a Secondary Suite Policy which would allow for the legalization of one existing or new secondary suite in any single family dwelling, subject to requirements.
2. In order to help meet the City's targets for affordable low end market rental housing, a density bonusing approach is to be taken for single-family residential rezoning applications received after July 1, 2007.
3. Where the density bonusing approach is taken in exchange for a higher density, all lots that are being rezoned but not subdivided and at least 50% of any lots that are being rezoned and subdivided are to include:
  - a) a secondary suite; or
  - b) a coach house unit above the garagefor affordable low end market rental housing purposes.
4. Where a secondary suite or a coach house unit above the garage is built as part of the approval of a single-family residential rezoning application, it should not be strata titled and it should be designated as an affordable low end market rental unit through a housing agreement registered on title.

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<sup>10</sup> At the December 5, 2006 Planning Committee meeting, staff were directed to explore and report back on the viability of putting a cap on the rents of secondary suites and coach houses.



## Policy Area #3 Existing Rental Housing Stock

### City of Richmond Action Preserve and Maintain the Existing Rental Housing Stock



The existing rental housing stock in the City of Richmond provides homes for approximately 3 in 10 households. Based on data compiled in the 2001 Census, almost half of the existing rental housing stock (47%) was built after 1980. In addition, the stock appears to be in reasonably good repair.

At the same time, the City has recently experienced a number of cases involving tenants complaining about housing conditions. In response to these concerns, Council has adopted a Standards of Maintenance Bylaw to address issues of heat, light and water where these utilities are part of the monthly rental payment.

#### **Responding to the Loss of Existing Rental Housing Stock**

The City of Richmond faces the potential loss of existing rental housing stock through pressure for redevelopment and/or the conversion of the existing stock to strata title. These pressures are more pronounced in a heated real estate market where fast rising urban land values increase the economic impetus of redevelopment. Based on the forecasts prepared by PriceWaterhouseCoopers (PwC) for the GVRD in 2004, it is estimated that the City of Richmond could lose as many as 1,240 rental housing units between 2006 and 2021. The potential loss of this stock combined with the lack of new rental housing construction suggests that the City of Richmond may face a shortfall of more than 3,000 rental units by 2021 relative to the forecasted rental demand.

It is also important to recognize that rental vacancy rates in the City of Richmond continue to remain low. Vacancy rates of less than 2% are acknowledged to constitute a "tight" rental market. Average vacancy rates for rental units in Richmond since 2000 have ranged from between 1.2% to 2% depending on the unit size, confirming that renters in Richmond operate within a consistently tight rental market. The lack of new purpose-built rental housing, as well as increasing demand for rental housing, suggest that the rental market is likely to remain tight for the foreseeable future.



## Policy Area #3 Existing Rental Housing Stock

In response to these challenges, the Interim Strategy adopted by City Council on July 24, 2006 recommended that a moratorium be placed on the demolition or conversion of existing multi-family rental housing stock, except in cases where there is a 1:1 replacement of units. In moving forward, it is recommended that:

1. The City's current moratorium on the demolition or conversion of the existing multi-family rental housing stock, except in cases where there is 1:1 replacement, that was adopted by City Council on July 24, 2006 as part of the Interim Strategy, be replaced with an OCP policy encouraging a 1:1 replacement for the conversion or rezoning of existing rental housing units in multi-family and mixed use developments, with the 1:1 replacement being secured as affordable housing by a housing agreement in appropriate circumstances.
2. That City staff establish a process to monitor and report on the future loss and provision of existing/new rental housing units.
3. That the City's existing Residential Policy 5012 limiting the strata title conversion of multi-family residential developments when there is a rental vacancy rate of less than 2% be re-examined with a view to ensuring that the affordable rental housing stock is adequately maintained and increased.



## Policy Area #4 Incentives for Affordable Housing

### City of Richmond Action

Incentives to Create New  
Affordable Housing Units



Incentives to create additional affordable housing units can include the relaxation of Development Cost Charges for not for profit rental housing and supportive living housing, the expediting and streamlining of rezoning and other development applications for subsidized housing and low end market rental developments, as well as the potential reimbursement of development fees or other municipal costs.

Typically, when a City makes a direct contribution to facilitate the creation of housing units, a housing agreement is used to ensure that this housing remains affordable over the long term. This agreement is typically negotiated between the developer and the municipality as part of the approvals process and is registered on title. A housing agreement must be adopted by bylaw.

The rezoning mechanism and density bonusing approach are well established practices which can achieve powerful results. Where developments include a percentage of low end market rental units, the City should pursue the opportunity aggressively. Density bonus provisions can be very successful but it may be necessary that other relaxations are also required. Often, developments cannot realize the value of the increased density due to other constraints like parking requirements, the maximum permitted floor area ratio, height restrictions, fire/building code requirements, and the marketability of the unit. In addition, flood plain issues and proximity to the airport can limit the City of Richmond's ability to offer density bonuses beyond a certain height or floor area ratio calculation.

The reduction or deferral of property taxes to aid in making affordable housing more economically feasible has also been suggested and is something which the City should explore.

While not all developments will be able to take advantage of the types of approaches which have been identified in this section, such actions serve to give a clear signal to the development community that the municipality is 'partnership ready'. In addition, these initiatives help to demonstrate the City's commitment to affordable housing



## Policy Area #4 Incentives for Affordable Housing

and enhance the City's effectiveness in building partnerships with senior levels of government.

The development community should also be encouraged to explore opportunities for corporate sponsorship. For example, one housing developer in Ontario reported that many of his suppliers and sub-trades were willing to donate some of their time or products to ensure that the housing that was developed was built to a high standard while at the same time remaining affordable.

City departments will be encouraged to review the *Richmond Affordable Housing Strategy* to identify any barriers in their policies and City bylaws that would limit the development of new affordable housing in Richmond. Similarly, the development community and stakeholders will be encouraged to identify all impediments to low end market rental and subsidized housing that exist within the City. For example, it has been noted that Canada Mortgage and Housing Corporation (CMHC) can place financial restrictions on a development that has a parking covenant registered on it. The intent will be to remove these barriers or impediments as part of the ongoing implementation of the Strategy.

Taking these factors into consideration, it is recommended that:

1. Rezoning and development permit applications be expedited, at no additional cost to the applicant, where the entire building(s) or development consists of affordable subsidized rental housing units.
2. The DCC Bylaw be reviewed to determine the financial and engineering implications of waiving or reducing DCCs for not for profit rental housing, including supportive living housing (e.g., affordable subsidized rental housing and affordable low end market rental housing that is rented on a not for profit basis).
3. The Province be asked to amend the *Local Government Act* to:
  - a) include affordable housing as a DCC item and also as a subject cost charge waiver; and
  - b) permit the Greater Vancouver Sewerage and Drainage District (GVS&DD) to waive regional GVS&DD DCCs on social housing and to reduce regional GVS&DD DCCs on affordable low end market rental housing.



## Policy Area #4 Incentives for Affordable Housing

4. City staff examine density bonus provisions, exempting affordable housing from floor area ratio (FAR) calculations and review incentives such as parking relaxations and other possible options to assist in the creation of affordable subsidized rental housing and affordable low end market rental housing.



## Policy Area #5 Building Community Capacity

### City of Richmond Action

Building Community Capacity  
Through Targeted Strategies



The City of Richmond has been active in seeking to build partnerships at the local level to respond to existing and emerging housing needs. This includes active involvement with the non-profit and co-op housing sectors in identifying opportunities to respond to gaps in the housing continuum. These gaps include:

- 1 Emergency housing for the homeless, with highest priority being directed to women and youth;
- 2 Detox beds for adults and youth;
- 3 Housing for those with a mental illness;
- 4 Adaptable and accessible housing for seniors and those with disabilities;
- 5 Housing for low income families; and,
- 6 Live/work space for artists and others.

These groups are closely aligned with the priority groups identified in the Provincial housing strategy – *Housing Matters BC* which was released last year, with housing for people with mental illness, addictions and the homeless representing the priority groups identified through the Premier’s Task Force. In addition, frail seniors and persons with disabilities are priority groups for assistance under the Independent Living B.C. program. As a result, it is expected that both the Province and other levels of government will play a key role in addressing the housing challenges facing these groups.

Staff has been working with the Richmond Committee on Disability and the Urban Development Institute on the development of a Basic Universal Housing Guidelines By-Law. The purpose of this by-law will be to require basic universal housing features to be introduced for apartments within a building containing an elevator and one storey, ground level townhouse units. This is seen as a separate exercise from the *Richmond Affordable Housing Strategy*, however it is recommended that City staff:



## Policy Area #5 Building Community Capacity

1. Continue to work with the Richmond Committee on Disability (RCD), the Urban Development Institute (UDI), Greater Vancouver Home Builders Association (GVHBA) and the Province to:
  - a) develop universal accessible housing guidelines for multiple-family residential dwellings;
  - b) encourage fully adaptable/universally accessible flex houses in single-family residential rezoning applications; and
  - c) ensure that the universal accessible housing guidelines do not adversely affect housing affordability.

### **Addressing Other Priority Needs**

The exploration of opportunities for affordable live/work accommodation has also been identified as an important policy area. This can occur as part of the update of the City Centre Area Plan in 2007 and the Official Community Plan in 2008. At this point in time, no decisions have been made on which of the above noted groups would receive priority for land or units owned by the City. Interest has also been expressed in developing an Abbeyfield seniors' housing project and Habitat for Humanity development in Richmond. Both of these forms of housing could be accommodated by this Strategy.

### **Using the Affordable Housing Reserve Fund to Address Local Priorities**

The Affordable Housing Reserve Fund, created by the City in 1994, provides an important mechanism for creating partnerships with key groups and agencies in the community, as well as other levels of government in order to effectively respond to existing and emerging needs. To date, the City has been successful in accumulating over \$6,000,000 through this fund. Interest from this Fund remains in the Affordable Housing Reserve Fund (it does not go into General Revenues).

Taking into consideration the pressing nature of the existing needs, and especially the gaps identified above, it is recommended that:



## Policy Area #5 Building Community Capacity

1. The Council periodically request proposals from groups and agencies in the community that, with funding provided partially through the City's Affordable Housing Reserve Fund, as well as funding from senior levels of government and other partners, would enable the creation of additional affordable subsidized rental housing and affordable low end market rental units designed to meet the priority needs and existing gaps in Richmond.
2. In responding to City proposal calls, proponents will be required to demonstrate experience/expertise/capability in a number of categories including project development, funding, non-profit property management and residential construction, and will in some cases be able to contribute equity or private capital.
3. The following criteria is to be used to evaluate the proposals:
  - a) Compatibility with the *Richmond Affordable Housing Strategy* priorities;
  - b) The experience of the development and property management team;
  - c) The strength of partnerships including equity contributions, funding commitments and support from other levels of government;
  - d) The identification of key development risks and mitigation strategies,
  - e) The management capacity and experience of the proponents in working with special needs/priority groups and/or community partnership arrangements to address these needs; and
  - f) Other criteria identified in the call for proposals.

### **Establishing a Revolving Fund for Meeting the City's Objectives**

The approach outlined above allows the City to build on the existing strengths of the non-profit and co-op sectors, as well as other key community partners, in responding to identified priority needs. It also allows the City to lever funding from other levels of government.

Interest has been expressed in examining the creation of an Affordable Housing Trust Fund<sup>11</sup>. The key advantage of a trust fund is that it enables contributions to

<sup>11</sup> At the December 5, 2006 Planning Committee meeting, staff were directed to investigate and report back on the affordable housing initiatives taken by the Cities of Surrey and Langley amongst others, in particular with regard to the Affordable Housing Trust Fund and financing.



## Policy Area #5 Building Community Capacity

be made to it as a charitable donation. Typically, this type of trust fund is administered by a Foundation or independent body from the City (it is unlikely private individuals or the public will want to give charitable donations to a municipal government that has taxation powers). This being the case, City Council loses control of how the monies in the Affordable Housing Trust Fund are spent.

The City of Surrey is just embarking on this process specifically to address its homelessness issue. It is proposed that Richmond monitor the success of Surrey's program before embarking on changing the Affordable Housing Reserve Fund to an Affordable Housing Trust Fund.

In going forward, it is recommended that:

1. A new Affordable Housing Operating Reserve Fund be established which can be used for the purpose of:
  - a) Hiring staff to administer the *Richmond Affordable Housing Strategy*, legal costs, the administration and management of affordable housing units, and associated operating costs; and
  - b) Paying consultants and conducting updates, research and general or specific affordable housing studies related to the *Richmond Affordable Housing Strategy*.
2. The existing Affordable Housing Reserve Fund be used for capital purposes for affordable housing, including:
  - a) Purchasing and exchanging property or residential dwelling units for affordable housing;
  - b) Financing the construction of affordable housing projects;
  - c) Securing funding commitments from senior levels of government and/or private partnerships; and
  - d) Partnering with other levels of government and/or private agencies to achieve affordable housing in Richmond.
3. Generally, funding from the Affordable Housing Reserve Fund is to be allocated through a competitive proposal call process annually depending on the availability of funds. It is acknowledged that under special development circumstances (e.g., to meet senior government funding deadlines), a non-competitive proposal call may be used.



## Policy Area #5 Building Community Capacity

### **Building Effective Partnerships**

It is important for the City of Richmond to build effective partnerships with key funding partners, as well as with the development community, in order to identify partnership opportunities for expanding the current supply of affordable housing within the City. It is also important for the City to work with housing providers to promote coordinated access to affordable housing. This could include the creation of a housing registry which is designed to track and report on the availability of affordable housing units in Richmond. This registry could also help to ensure that housing applicants are aware of the full range of housing options that are available to them. BC Housing has been working with housing providers across the GVRD to try to improve the level of coordination and to create opportunities to share information across the non-profit and co-op housing sectors. Participation in this Registry would help to provide better access to information for housing applicants, as well as a better understanding of the extent of housing needs that exist. Taking these factors into consideration, it is recommended that:

1. Regular meetings are to be held with key Federal and Provincial government ministries/agencies, representatives from the non-profit and co-op housing sectors, UDI, GVHBA and other key stakeholders, to build effective communication and affordable housing partnership opportunities.
2. City staff examine the cost and implications of:
  - a) The implementation of a City of Richmond affordable housing registry; or,
  - b) Encouraging all affordable housing providers/operators to participate in BC Housing's housing registry as a common waiting list rather than duplicating this information.

### **Developing and Implementing a Strategic Land Acquisition Program**

In the past, the City has made City-owned land available at or below market value to facilitate the creation of affordable housing. This strategy helped create the current inventory of subsidized housing and move the City towards realizing its affordability objectives.

Taking this into account, it is recommended that:



## Policy Area #5 Building Community Capacity

1. Where appropriate, certain City lands be used for affordable subsidized rental housing and affordable low end market rental purposes (not affordable entry level ownership), including where funding has or will be obtained from other levels of government and/or private partnerships.
2. The City develop a strategic land acquisition program for affordable housing with funding for the preparation of the program coming from the Affordable Housing Operating Reserve Fund and the acquisition of lands coming from the Affordable Housing Reserve Fund and other sources where appropriate.
3. A Request for Proposals (RFP) be issued to seek affordable housing proposals for 8111 Granville Avenue/8080 Anderson Road and 5491 No. 2 Road. Consideration should also be given to the concurrent disposition of 8111 Granville Avenue/ 8080 Anderson Road and the acquisition of an alternative less costly site nearby should a reasonable proposal be brought forward by other market participants or should a viable affordable housing project not be brought forward for this site.



## Policy Area #6 Advocacy

**City of Richmond Action**  
Advocacy to improve the policy  
framework and funding  
resources



In recent decades, most new housing has been built for ownership purposes and the purpose-built rental market has been disadvantaged by taxation policies and low rates of return, particularly relative to market housing and market condos. While it is possible for municipalities to respond to some of the immediate rental sector challenges, over the longer term it is necessary to look at financing mechanisms and taxation policies which can help to improve the overall project economics related to the construction of new rental housing. This includes changes to the current taxation environment for rental housing production including:

- The deduction of GST input for rental operators;
- Reduction of GST and PST on new rental housing construction;
- Capital gains roll-over on the sale and reinvestment in real estate assets;
- Provisions for rental housing operators to access small business deductions; and,
- Tax credit incentives to promote investment in low income rental housing.

Without some of the changes noted above, it is likely that private investment in new rental housing construction will remain limited.

It is also important to recognize that the ultimate determinant of housing affordability is the capacity of the supply sector to meet effective demand in a timely fashion. Removing barriers to land supply and permits, and attracting investment to the sector improves the supply, thereby enhancing the affordability profile. Conversely, restrictions on land supply and capital have an adverse effect on supply which is ultimately borne by consumers, particularly at the low end of the continuum.

The supply sector extends across both the private and public sectors and includes the development industry, banks and financial institutions, regulatory participants and taxation authorities, all of which are subject to macro-economic forces that are global and national in scale including interest rates, inflation, taxation and income



## Policy Area #6 Advocacy

policy. All of these factors can affect the sector's ability to respond to local housing needs.

The policy alternatives identified in this report, to the extent they are adopted, can provide relief or capacity improvements at various points along the housing continuum. However, it is important to understand that no single policy change taken in isolation can dramatically improve the entire affordability profile. Rather, improvements within the large and complex housing system are likely to be incremental; permanent and effective change will result from a range of strategies and policy initiatives targeted to creating improvements at the margins. To some extent, long-term affordability will also be determined by the way in which the Region enables new housing supply through current and future zoning, infrastructure and transportation decisions.

Taking these factors into consideration, it is recommended that the City:

1. Request senior governments to ensure that current and future Federal, Provincial and Regional policy directions reflect, fund and support the policies set out under this Strategy.
2. Continue to work with GVRD and Greater Vancouver Housing Corporation (GVHC) staff and other levels of government to ensure that they each have clear, stable, ongoing, complementary and effective affordable housing strategies.
3. Monitor and report annually on the City, Federal, Provincial, development industry, and other contributions to the creation of affordable housing. This information would be used as a means of demonstrating the City's commitment to the creation of affordable housing and to secure future support from senior levels of government and stakeholders.
4. Request senior levels of government to provide better ongoing and flexible funding mechanisms which reflect local needs and priorities at key points along the housing continuum. This includes housing for those who are homeless, special needs affordable housing, affordable subsidized rental housing, affordable low end market rental and affordable entry level ownership.



## Policy Area #6 Advocacy

It is also important for the City of Richmond to continue to encourage the Federal government to review existing taxation policies as a means of removing barriers and stimulating new rental housing construction. The recent announcement by the Premier at the Union of BC Municipalities (UBCM) that the shelter component of the Province's income assistance policy will be increased to reflect market conditions will require monitoring to ensure that the increase reflects the realities of those in need of this form of assistance.

Taking this into consideration, it is recommended that the City:

1. Put forward a resolution requesting that the Union of British Columbia Municipalities (UBCM) and the Federation of Canadian Municipalities (FCM) request changes to federal and provincial tax policies, to encourage new affordable rental housing construction.



## City of Richmond Action

### Implementation Timeframe and Key Milestones



Achieving the specific goals of this Strategy requires the commitment and collaborative efforts of many individuals and groups across the City of Richmond as well as across other levels of government. The over-riding objective is to ensure that all citizens in the City of Richmond have access to one of life's basic necessities.

In implementing this Strategy, the City of Richmond is committed to working with key partners to respond to growth and change through *leadership, innovation and flexibility*. The City is also committed to ensuring that the strategies adopted promote health, stability, inclusion and security of tenure for all residents.

<b>Policy Area #1</b>	
<b>An Articulated Commitment to Working to Respond to Issues Related to Housing Affordability in the City of Richmond</b>	
Major Strategies and Actions	Estimated Target Date
Adopt the policies, directions, priorities, definitions and initial targets set out in this Strategy	Council adoption May 28, 2007
Hire a temporary FTE to implement the Strategy	Start date August 1, 2007
Review and monitor results of this Strategy and prepare annual work program	Staff report by December 31, 2007
Incorporate directions from this Strategy into the OCP and Area Plans	OCP & CCAP by December 31, 2007  Other Area Plans as they are updated
Work with the GVRD and others regarding affordable housing issues	Ongoing



<b>Policy Area #2</b> <b>The Use of Regulatory Tools and Approaches to Facilitate the Creation of New Affordable Housing Units</b>	
Major Strategies and Actions	Estimated Target Date
Approve an inclusionary zoning/density bonusing approach to help meet the City's targets for affordable subsidized rental housing	Starting July 1, 2007
Approve an inclusionary zoning/density bonusing approach to help meet the City's targets for affordable low end market rental housing	Starting July 1, 2007
Determine if the ownership of the affordable low end market rental units are owned and managed by the City, developer or a third party	Ongoing after July 1, 2007
Adopt a Secondary Suite Policy	Council adoption June 18, 2007

<b>Policy Area 3-</b> <b>Preserve and Maintain the Existing Rental Housing Stock</b>	
Major Strategies and Actions	Estimated Target Date
OCP policy encouraging 1:1 replacement for the conversion or rezoning of existing rental housing units in multi-family mixed use developments	Council adoption June 18, 2007
Establish a process to monitor and report on the loss of the existing rental housing stock	Staff report by December 31, 2007
Re-examine Residential Policy 5012 with regard to strata title conversion of multi-family residential developments	Staff report by December 31, 2007

<b>Policy Area 4-</b> <b>Incentives to Stimulate the Creation of New Affordable Housing in Partnership with the Housing Supply Sector and Other Levels of Government</b>	
Major Strategies and Actions	Estimated Target Date
Expedite rezoning and development permit applications involving 100% affordable subsidized rental housing	Council adoption June 18, 2007
Waive or reduce the DCCs for developments for not for profit rental housing, including supportive living housing	Starting July 1, 2007
Ask the Province to amend the <i>Local Government Act</i> to include affordable housing as a DCC item	Request to GVRD by July 1, 2007
Review other incentives such as density bonus provisions, exempting affordable housing from FAR calculations, parking relaxations, etc.	Ongoing after July 1, 2007



**Policy Area 5-  
Build Community Capacity Through Targeted Strategies as well as  
Through Partnerships Brokered in the Community**

Major Strategies and Actions	Estimated Target Date
Preparation of Universal Housing Guidelines	Ongoing as separate exercise
Request for Proposal (RFP) for affordable housing using the Affordable Housing Reserve Fund	Ongoing after August 1, 2007
Establish a new Affordable Housing Operating Reserve Fund	Council adoption June 11, 2007
Resolution to clarify the use of the existing Affordable Housing Reserve Fund	Council motion May 28, 2007
Regular meetings with key Federal and Provincial ministries and agencies as well as other housing partners	Ongoing after August 1, 2007
Examine the cost and implications of a City of Richmond affordable housing registry	Staff report by June 1, 2008
Develop a strategic land acquisition program for affordable housing	Staff report by October 1, 2007
RFP for affordable housing proposals for 8111 Granville Avenue/8080 Anderson Rd and 5491 No. 2 Road	Closing date July 31, 2007

**Policy Area 6  
Advocacy Aimed at Improving the Policy Framework and Funding  
Resources Available for Responding to Local Housing Needs**

Major Strategies and Actions	Estimated Target Date
Ensure that current and future Federal, Provincial and Regional policy directions reflect, fund and support this Strategy	On-going
Work with the GVRD, GVHC and other levels of government to ensure that each have clear, ongoing, complementary and effective affordable housing strategies	Ongoing
Monitor and report annually on the City, Federal, Provincial, development industry and other contributions to the creation of affordable housing	On-going
Put forward a resolution to the UBCM and FCM advocating for changes to Federal tax policy to encourage new affordable rental housing construction	Staff report by June 30, 2007





**City of Richmond**  
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## **Affordable Housing Strategy Update – DRAFT Communication & Consultation Plan**

### **Key Messages & Topics:**

- Affordable Housing Strategy update will take place over five phases
- There will be opportunities for engagement during these phases:
  - Phase 1: City staff will seek stakeholder input to develop a community profile, housing needs assessment and housing targets – stakeholders will be given the opportunity to share their experiences with housing need in Richmond
  - Phase 2: City staff will seek stakeholder input for policy directions
  - Phase 3: City staff will seek stakeholder input on the creation and development of the Housing Action Plan
  - Phase 4: If authorized by Council, City staff will present the draft strategy and action plan to stakeholders for input

### **Key Stakeholders:**

<b>Stakeholder Group</b>
Council-appointed Advisory Committees (e.g. Richmond Seniors' Advisory Committee, Richmond Community Services Advisory Committee)
Urban Development Institute (UDI)
Representatives from the Richmond Small Builders' group
Greater Vancouver Home Builders' Association (GVHBA)
Richmond Homelessness Coalition (RHC)
Richmond Centre for Disability (RCD)
Communities/Neighbourhoods in Richmond
Metro Vancouver/BC Housing
Non-profit societies in Richmond

### **Consultation Platforms:**

1. Focus groups – targeted towards established stakeholder groups that already meet on a regular basis (e.g. UDI, RHC)
2. Let's Talk Richmond – online platform targeted towards renters and homeowners in neighbourhoods and other key stakeholders
3. Open house presentations – opportunities for dialogue with renters and homeowners/residents in neighbourhoods
4. Committee and Council process for consultation
5. Presentations to Non-profit societies in Richmond



# Priority Groups for Affordable Housing Strategy 2016 Update

*The following population groups are particularly affected by affordability issues in Richmond and have been identified as priority groups that Richmond's Affordable Housing Strategy Update can aim to support.*

PRIORITY GROUP	HOUSING AFFORDABILITY CONCERNS
<b>1<sup>st</sup> Priority: Subsidized Housing</b>	
LOW-INCOME HOUSEHOLDS	Metro Vancouver estimates that Richmond will need 1,800 new low income rental units by 2040. <sup>1</sup> Affordable housing is defined as households who spend less than 30% of their gross income on housing. <sup>2</sup> Currently, to secure subsidized housing in Richmond, low-income households must make less than \$34,000 annually. <sup>3</sup> With the increasing costs of rental units in Richmond, more low-income households may be struggling to find affordable housing.
<b>2<sup>nd</sup> Priority: Low End Market Rental</b>	
RENTERS	In October 2014, the rental vacancy rate in Richmond was 1.6%. <sup>4</sup> Due to this low vacancy rate, the limited purpose built rental, and the lack of affordable properties in the City, renter households may have limited options. Renters with mobility and/or mental health issues may face even more barrier in the rental market. Currently, renter households must earn between \$34,000 and \$57,000 annually to qualify for low end market rental units. <sup>5</sup> Metro Vancouver estimates that Richmond will need 2,200 new low end market rental units by 2040. <sup>6</sup>
<b>3<sup>rd</sup> Priority: Entry Level Homeownership</b>	
MODERATE-INCOME HOUSEHOLDS	Housing prices in Richmond are the 4th highest in Greater Vancouver (behind North Vancouver, Vancouver, and parts of Burnaby). <sup>7</sup> With the high price of homes, there are very few affordable entry level homeownership options in Richmond. There is also a lack of affordable housing options for existing homeowners to step up the housing ladder into larger units that are suitable for growing households.

<sup>1</sup> Metro Vancouver. 2011. Metro Vancouver 2014: Shaping Our Future.

<sup>2</sup> Canada Mortgage and Housing Corporation. 2014. Housing in Canada Definitions.

<sup>3</sup> City of Richmond. September 2015. Richmond Affordable Housing Bulletin.

<sup>4</sup> Canada Mortgage and Housing Corporation. 2014 Rental Market Report.

<sup>5</sup> City of Richmond. September 2015. Richmond Affordable Housing Bulletin.

<sup>6</sup> Metro Vancouver. 2011. Metro Vancouver 2014: Shaping Our Future.

<sup>7</sup> Real Estate Board of Greater Vancouver, July 2015.



PRIORITY GROUP	HOUSING AFFORDABILITY CONCERNS
<b>Emerging Housing Priorities</b>	
NEW IMMIGRANTS & REFUGEES	In 2011, 60% of Richmond residents were immigrants. <sup>8</sup> Some new immigrants and refugees face multiple barriers when searching for housing including discrimination, language barriers, and a lack of knowledge with the rental or homeownership process.
SENIORS & PERSONS LIVING WITH DISABILITIES	Richmond's population is growing and ageing. Seniors accounted for 14% of the total population in 2011 and projections estimate that this group will make up to 26% of the population by 2041. <sup>9</sup> With this ageing population, the demand for seniors housing and those with mobility limitations (including persons living with disabilities) is expected to increase. Seniors are also looking for housing options, with accessible and/or adaptable features, in order to age in place.

<sup>8</sup> City of Richmond. October 2014. Immigration Hot Facts.

<sup>9</sup> City of Richmond. 2012. Official Community Plan.





# City of Richmond

## Report to Committee

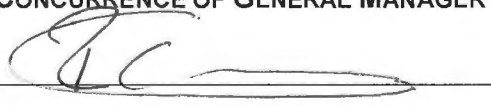

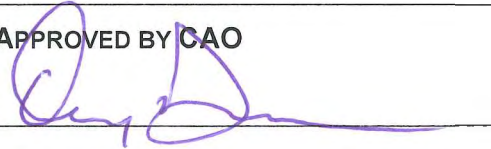
**To:** Planning Committee  
**From:** John Irving, P.Eng. MPA  
Director, Engineering  
**Date:** November 19, 2015  
**File:** 10-6060-01/2015-Vol  
01  
**Re:** Alexandra Road Undergrounding Works Agreement

### Staff Recommendation

That the Chief Administrative Officer and General Manager, Engineering and Public Works, be authorized on behalf of the City to enter into one or more agreements with each of Polygon Jayden Mews Homes Ltd. (or a related company), Am-Pri Developments (2012) Ltd., 0846930 BC Ltd., British Columbia Hydro and Power Authority, Telus Communications Inc. and Shaw Cablesystems Limited, as required to facilitate the undergrounding of BC Hydro, Telus and Shaw infrastructure on Alexandra Road as described in the report from the Director, Engineering, dated November 19, 2015.

  
for John Irving, P.Eng. MPA  
Director, Engineering  
(604-276-4140)

Att. 2

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Finance Department	<input checked="" type="checkbox"/>	
Law	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 



## **Staff Report**

### **Origin**

Through rezoning, three separate developers are required to underground BC Hydro, Telus and Shaw infrastructure along their Alexandra Road frontages. As the developments are progressing simultaneously, the developers have asked to enter into legal agreements with the City whereby they provide full funding to the City to facilitate this work. This report requests authority to enter into those agreements.

### **Analysis**

Polygon Jayden Mews Homes Ltd., Am-Pri Developments and 0846930 BC Ltd. (Rick Sian) are simultaneously constructing townhouse developments on their respective properties, civic addresses: 9728 Alexandra Road, 9680 Alexandra Road and 9560 Alexandra Road. Through their rezoning, each developer is required to underground BC Hydro, Telus and Shaw infrastructure along their Alexandra Road frontages. Attachment 1 is a key plan showing each development's location and the work scope.

The developers, in consultation with BC Hydro, have determined that the most effective and efficient way to complete the work is via a consolidated project. BC Hydro has indicated that it will only accept a request to complete undergrounding works from a single organization. During discussions with staff, the developers requested that on their behalf the City request BC Hydro, Telus and Shaw to design and construct the works. The developers will fully fund the works and enter into separate legal agreements with the City to allow the City to cause BC Hydro, Telus and Shaw to install the works. The works' cost will be proportional to each developer's frontage length. Attachment 2 is a schedule of the proposed material terms that will be included within the agreements.

Agreement terms will require each developer to pay additional monies should cost overruns occur. Any surplus funds would be returned to each developer in the same proportion that it was provided.

The estimated design and construction value of the works is \$700,000: Sian (\$88,000), Am-Pri (\$437,000) and Polygon (\$175,000).

The scope of work does not include the undergrounding work in front of 9800 and 9820 Alexandra Road as this work will be incorporated into the future servicing agreement requirements for these lands if and when they rezone to higher density, in keeping with the Area Plan.

The scope of work being proposed includes undergrounding the works along the City's greenway that begins at May Drive and extends east along the frontage of properties 9560 and 9680 Alexandra Road.



### **Financial Impact**

None. All works will be fully funded by developers. The City will collect the required monies from the developers and pay out the monies to BC Hydro, Telus and Shaw pursuant to the various agreements with the developers.

### **Conclusion**

Polygon Jayden Mews Homes Ltd. (or a related company), Am-Pri Developments and 0846930 BC Ltd. (Rick Sian) have requested they enter into legal agreements with the City to facilitate BC Hydro, Telus and Shaw undergrounding along the frontage of their Alexandra Road developments. Staff agree that this is in the City's best interests and provides an efficient and effective method of achieving the undergrounding work. Works will be fully funded by the developers with zero cost to the City.



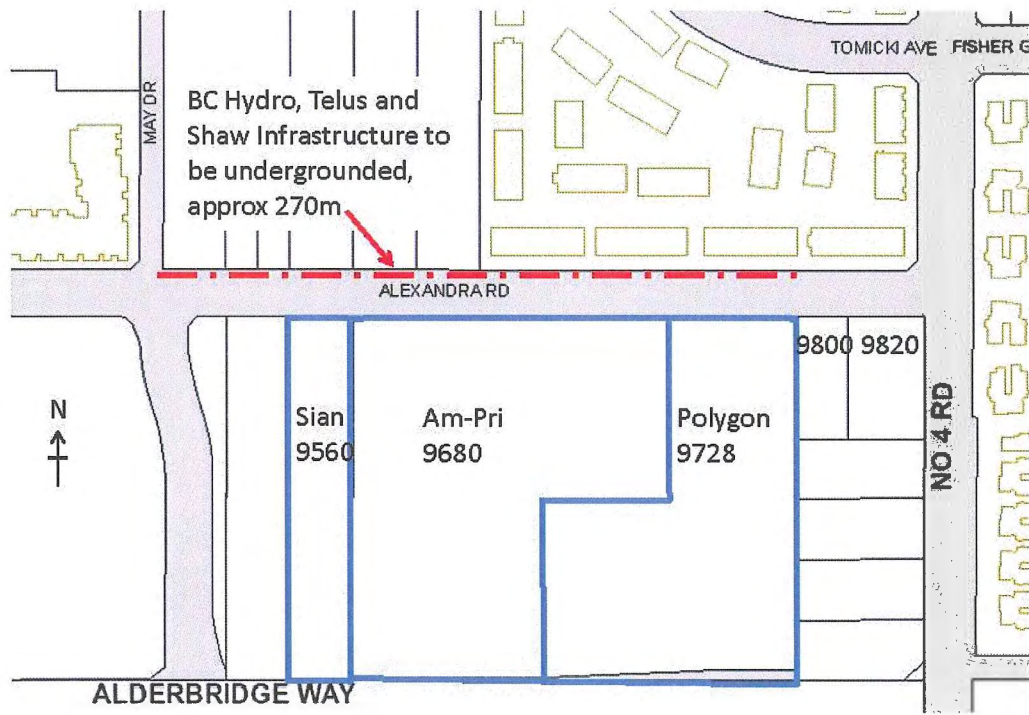
Lloyd Bie, P.Eng.  
Manager, Engineering Planning  
(604-276-4075)

LB:ab

- Att. 1: BC Hydro/Telus/Shaw Undergrounding Location Key Plan
- Att. 2: Schedule of Proposed Material Terms of Legal Agreements



## Attachment 1 – Key Plan



Developer	Frontage Length %
Sian	13
(0846930 B.C. LTD.,)	
Am-Pri (AM-PRI DEVELOPMENTS (2012) LTD.)	62
Polygon (POLYGON JAYDEN MEWS HOMES LTD.)	25



## **Attachment 2 – Schedule of Proposed Material Terms of Legal Agreements**

### **1. The Three Sites:**

- a. **9728 Alexandra Road** (formerly owned by Polygon Jayden Mews Homes Ltd., now stratified)

Legally known and described as:

Common Property Strata Plan EPS967

*Note: currently has SRWs in favour of BC Hydro, Telus and Shaw*

Related servicing agreement dated Nov 24, 2014 under application number SA14-670187

- b. **9680 Alexandra Road**

Legally known and described as:

PID 029 577 241

Lot A Section 34 Block 5 North

Range 6 West NWD Plan EPP43923

Registered Owner: Am-Pri Developments (2012) Ltd.

*Note: currently has SRWs in favour of BC Hydro and Telus*

Related servicing agreement dated May 21, 2015 under application number SA14-665440

- c. **9560 Alexandra Road**

Legally known and described as:

PID 013 044 061

Lot A Section 34 Block 5 North

Range 6 West NWD Plan 80461

Registered Owner: 0856930 B.C. Ltd.

*Note: currently has no SRWs in favour of BC Hydro or Telus*

Related servicing agreement is yet to be entered into



## **2. Developers' obligations**

Polygon Jayden Mews Homes Ltd. (or a related company), Am-Pri Developments (2012) Ltd. and 0846930 BC Ltd will each be obligated to:

- a. Install the required underground ducts to accommodate the Underground Works
- b. pay all costs whatsoever in respect to the Underground Works relating to its site
- c. permit the City to use the development's servicing agreement letter of credit to be used as security against the cost of the Underground Works relating to its site
- d. if required by the City, provide the City with cash instead to complete the Underground Works relating to its site
- e. Increase the amount of funds provided to the City should it be required
- f. locate utility boxes on private property and provide any required additional statutory rights of way and/or section 219 covenants to the City, British Columbia Hydro and Power Authority, Telus Communications Inc. and Shaw Cablesystems Limited (in connection with the site previously owned by Polygon Jayden Mews Homes Ltd. as the site has been stratified, the cooperation of the strata corporation will required in order to do this)
- g. provide a release and indemnity in favour of the City.

## **3. City's obligations**

The City will be obligated to:

- a. Request funding from each developer in proportion to each developers' frontage length
- b. Upon receipt of developer funding, confirm the estimated costs and request BC Hydro, Telus and Shaw to proceed with designing, constructing, installing and finishing the Underground Works in relation to the three sites
- c. Using developer funding, pay BC Hydro, Telus and Shaw upon their completing the work
- d. Return any surplus funds to each developer in the same proportion as it was provided
- e. Require the developer to pay any funding deficiency

## **4. Condition Precedent to City's obligations**

The agreement will provide that the City's obligations set out in the agreements are subject to the City being satisfied by a certain date that:

- a. The other two developers have entered or will enter into agreements with the City relating to their portions of the BC Hydro, Telus and Shaw works to be undergrounded in proximity to their lands
- b. Any required additional statutory rights of way and/or section 219 covenants have been or will be obtained and registered in connection with all three sites





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<b>To:</b>	Planning Committee	<b>Date:</b>	November 27, 2015
<b>From:</b>	Wayne Craig Director of Development	<b>File:</b>	AG14-657892
<b>Re:</b>	<b>Agricultural Land Reserve Appeal Application by Arul Migu Thurkadevi Hindu Society of BC for Non-Farm Use at 8100 No. 5 Road</b>		

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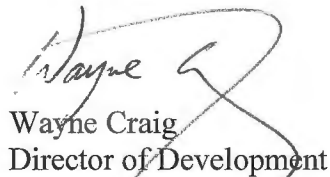
### Staff Recommendation

That:

1. The application by Arul Migu Thurkadevi Hindu Society of BC for a non-farm use at 8100 No. 5 Road to develop a Hindu temple and off-street parking on the westerly 110m of the site be endorsed as presented to the Planning Committee on May 20, 2015 and forwarded to the Agricultural Land Commission;
2. Richmond 2041 Official Community Plan (OCP) Bylaw 9000, Amendment Bylaw 9506 that adds No. 5 Road Backlands Policies in Section 7.0 of the OCP be introduced and given first reading;
3. Richmond 2041 Official Community Plan Bylaw 9000, Amendment Bylaw 9506, having been considered in conjunction with:
  - the City's Financial Plan and Capital Program; and
  - the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;is hereby found to be consistent with said program and plans, in accordance with Section 882(3) (a) of the Local Government Act.
4. Richmond 2041 Official Community Plan Bylaw 9000, Amendment Bylaw 9506, having been considered in accordance with OCP Bylaw Preparation Consultation Policy 5043 and Section 882(3)(c) of the Local Government Act, will be forwarded to the Agricultural Land Commission for comment in advance of the Public Hearing;
5. This report and Bylaw 9506, be forwarded to the Richmond Agricultural Advisory Committee for comments in advance of the Public Hearing;
6. Staff be directed to host a public information meeting with all affected property owners along the No.5 Road corridor to explain the proposed OCP amendment (i.e., changes to the No. 5 Road Backlands Policy) in advance of the Public Hearing.

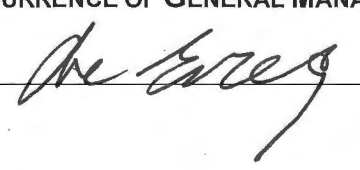


7. Policy 5037 "No. 5 Road Backlands Policy" be rescinded once Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 9506 is adopted; and
8. Staff be directed to continue to monitor the progress of the George Massey Tunnel Replacement project and report back when the impacts on the Backlands are better known.

  
Wayne Craig  
Director of Development

WC: mp

Att.

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Real Estate Services	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	



## Staff Report

### Origin

At the May 20, 2015 Planning Committee meeting, staff provided a report titled “Agricultural Land Reserve Appeal Application by Arul Migu Thurkadevi Hindu Society of BC for Non-Farm Use at 8100 No. 5 Road”. In the discussion, the Committee expressed concerns regarding a lack of active agricultural activities along the No. 5 Road Backlands in general, and discussed options to ensure that farming activities take place along the No. 5 Road Backlands.

As a result, the Committee passed the following motion:

*That the staff report titled Agricultural Land Reserve Appeal Application by Arul Migu Thurkadevi Hindu Society of BC for Non-Farm Use at 8100 No. 5 Road, dated April 29, 2015, from the Director, Development, be referred back to staff.*

At the same meeting, the Committee also passed the following motion:

*That staff examine:*

- 1. The overall vision for the No. 5 Road Backlands;*
- 2. Options for a farm access road along the Backlands from Blundell Road to Steveston Highway;*
- 3. Options to assemble properties along No. 5 Road to create an agricultural “green” zone; and*
- 4. The properties that comply with the requirements of the No. 5 Road Backlands Policy No. 5037.*

The purpose of this report is to respond to the referral, and bring forward the ALR non-farm use application by Arul Migu Thurkadevi Hindu Society of BC at 8100 No. 5 Road for re-consideration.

### Findings of Fact

#### Current No. 5 Road Backlands Policy 5037 (March 27, 2000 - Policy 5037)

The current No. 5 Road Backlands Policy 5037 was adopted on March 27, 2000 to implement a stricter approach to ensure that when (1) institutional uses are allowed within the first 110 metres east from No. 5 Road, (2) active farming occurs on the remaining Backlands and all proponents of proposals for lands subject to the Policy are required to prepare an acceptable farm plan, enter into legal agreements and provide a financial guarantee to farm to ensure active farming of the Backlands (Attachment 1).

This report proposes an updated No. 5 Road Backlands Policy (e.g., a vision, clarifying ownership and farm road access options, a preferred farm access road location and limited residential uses). As well, staff are recommending that the Policy be incorporated to the 2041 Official Community Plan, to ensure that it is formally recognized by all as an important City land use policy.



Previous Backlands Policy 5006 is provided in Attachment 2 and Policy 5035 in Attachment 3. A summary chronology of No. 5 Road Backland events is provided in Attachment 4.

#### Summary Description of Properties within the No. 5 Road Backlands Policy Area

Various maps are provided in Attachment 5 to provide detailed information about the properties within the No. 5 Road Backlands Policy Area. A summary of the information is as follows:

- There are a total of 33 properties within the No. 5 Road Backlands Policy area (see Map 1).
- 10 parcels are wholly designated for institutional uses with no farming requirement. These parcels are relatively small and most of them are located on the south side of Blundell Road (see Map 2).
- Most of the institutional uses on the properties along Blundell Road predate the original September 10, 1990 No.5 Road Backlands Policy 5006.
- Four parcels are located outside of the ALR (i.e., the “Gardens” site) and are designated “Limited Mixed-Use” in the 2041 Official Community Plan (OCP) (see Map 2).
- 19 properties are split-designated with the westerly 110m portion designated “Community Institutional” and the remaining portion designated “Agriculture” in the 2041 OCP.
- Of these 19 split-designated properties, 10 properties have been rezoned to allow institutional uses on the westerly 110m of the properties (see Map 2 and Map 3) after the adoption of Policy 5006. Of the 10 properties:
  - The rezoning applications for the following eight properties were approved in the 1990s before a stricter procedure and requirements were put into place. The property owners were required to register a restrictive covenant on the title, to ensure that the Backland is retained for agricultural purposes, and submit a farm plan to the Agricultural Land Commission (ALC) for review and approval; however, most of the farm plans submitted for the non-farm use and rezoning approvals by the City and the ALC were not detailed (i.e., did not indicate crop or proposed infrastructure).

Eight Properties That Were Approved In The 1990s Before A Stricter Policy Was Established	
Address	Name
1. 8200 No. 5 Road	Vedic Cultural Society of BC
2. 8240 No. 5 Road	Dharm Drum Mountain Buddhist Association
3. 8320 No. 5 Road	International Sports, Arts and Educations Centre Inc. (not developed)
4. 8580 No. 5 Road	Shia Muslim Community of BC
5. 8760 No. 5 Road	Richmond Jewish Day School Society of BC
6. 9360 No. 5 Road	Catholic Independent School (not developed)
7. 10060 No. 5 Road	Lingyen Mountain Temple
8. 10260 No. 5 Road	Richmond Christian School Association

- The following two institutional developments were approved after 2000. A detailed farm plan was provided as part of the rezoning process for each property.

Two Institutional Developments That Were Approved After The Current Policy Was Approved In 2000	
Address	Name
1. 8140 No. 5 Road	Thrangu Monastery Association
2. 8280 No. 5 Road	Peace Evangelical Church



- The following four applications are currently under review (see Map 5).

Four Applications Currently Under Review			
Address	Application	Status	Details
1. 8100 No. 5 Rd (Subject of Referral)	AG14-657892 RZ14-667707	Initially considered by Planning Committee on May 20, 2015	<ul style="list-style-type: none"> <li>– Split-designated</li> <li>– To rezone the westerly 110m to develop a Hindu temple and establish a blueberry farm in the Backlands</li> <li>– A detailed farm plan submitted for the proposed blueberry farm</li> </ul>
2. 8480 No. 5 Rd	RZ14-674068	Under staff review	<ul style="list-style-type: none"> <li>– Not required to farm as site is less than 110m deep</li> <li>– Exempt from the ALC Act as the site is less than 2 acres and was by separate title certificate prior to December 21, 1972</li> <li>– To rezone the entire property to “Assembly (ASY)” to develop a Buddhist temple</li> </ul>
3. 9500 No. 5 Rd (Former Mylora Golf Course site)	AG13-646237	Under staff review	<ul style="list-style-type: none"> <li>– Split-designated</li> <li>– To rezone the westerly 110m to “Assembly (ASY)” zone and subdivide it into five parcels,</li> <li>– Proposes to remediate and dedicate the Backlands to the City</li> </ul>
4. 10060 No. 5 Rd (Lingyen Mountain Temple)	RZ13-641554	Under staff review	<ul style="list-style-type: none"> <li>– Split-designated</li> <li>– The westerly 110m already zoned to allow institutional uses</li> <li>– Proposes to expand the existing temple</li> <li>– A detailed farm plan submitted for review</li> </ul>

The owners of the properties at 8100 No. 5 Road (#1 above) and 10060 No. 5 Road (#4 above) will be required to farm the Backlands. The applicant of the non-farm use application at 9500 No. 5 Road (# 3 above) proposes to dedicate the Backlands to the City. The property at 8480 No. 5 Road (# 2 above) will not be required to farm, as it is less than 110m from No. 5 Road.

- The following four split-designated properties have not been rezoned (see Map 5). Should the owners apply to develop the westerly 110m of the properties for an institutional use, they will be required to provide a farm plan and a financial guarantee for the implementation of the farm plan, and register a restrictive covenant on title to secure the Backlands for farming purposes only.

Four Split-Designated Properties Have Not Yet Been Rezoned	
Address	Name
8160 No. 5 Road	Thrangu Monastery Association
8720 No. 5 Road	Individual Owners
9220 No. 5 Road	World Growth Investment
10320 No. 5 Road	Lingyen Mountain Temple

- Currently, there are a total of 16 institutions within the No. 5 Road Backlands Policy Area. It is anticipated that as many as 10 more institutions could be located along the corridor, if all the properties within the Policy area are developed in accordance with the Policy.



## Analysis

### Properties that comply with the requirements of the No. 5 Road Backlands Policy No. 5037

An analysis of the Backlands reveals the following:

- Of the 33 properties, 19 properties are split-designated (institutional / agriculture) and 10 properties have been rezoned to allow institutional uses on the westerly 110m. Two of them have not been developed and eight of them are required to farm the Backlands.
- Finance staff advise of the following:
  - Annually, they contact the owners of the eight properties to verify their eligibility for tax exemption, and conduct site visits to confirm that there is evidence of farming activity.
  - For the purposes of the City's Permissive Tax Exemption, any religious property within the Policy area where staff have determined that the land is used for food production or has been recently prepared for planting, will be given an exemption. The exemption is only for the religious building and land used for religious purposes. The tax exemptions do not include the Backlands.
  - If the properties are not actively farmed, Council can withhold providing a tax exemption.
  - In 2015, all the eight properties were given the tax exemption.
- Most of the property owners initially made attempts to farm their Backlands but some of their properties have been farmed intermittently or have limited farming activities.
- Some of the property owners grow farm products for their own consumption or for community purposes.
- Most of the properties are farmed by volunteers who are not experienced farmers, and they lack the financial or business capacity to achieve commercial-scale farming operations.

### Options for a North - South Farm Road Access

The purpose of the proposed north-south farm road access along the Backlands is to divert farm vehicles away from No. 5 Road, minimize potential traffic conflict between the general public and farm users, and provide continuous connected vehicular farm access to facilitate farming.

The proposed potential farm road access can be achieved through a statutory right-of-way which can be secured as part of a development application. Map 5 included in Attachment 5 shows where the current opportunities are to secure the statutory right-of-way. For example:

- On the north side of the King Road allowance, all the properties, except for four properties at 8100 No. 5 Road, 8160 No. 5 Road, 8720 No. 5 Road and 9220 No. 5 Road have been already rezoned to allow assembly uses on the westerly 110m, which limits the opportunity to secure the statutory right-of-way.
- On the south side of the King Road allowance, there is potential to negotiate for a farm road access through the following two active development applications:
  1. 10060 No. 5 Road (Lingyen Mountain Temple): Staff are processing the Lingyen Mountain Temple rezoning application at 10060 No. 5 Road, to require the applicant to prepare an acceptable farm plan, register a restrictive covenant on title to ensure that it is farmed, and provide a financial guarantee and a statutory right-of-way for a farm road



access to connect their Backlands, with 9500 No. 5 Road and the City's property to the south at 10640 No. 5 Road.

2. 9500 No. 5 Road (the former Mylora Golf Course site): The applicant of the non-farm use has proposed to remediate the Backlands and dedicate it to the City in exchange for rezoning and subdivision of the westerly 110m portion. As the City will own the Backlands, it is not necessary to secure a statutory right-of-way along the Backlands.

On the north side of King Road, as there currently is limited opportunity to establish continuous farm road access, staff recommend that any Backland property owners who would like to obtain development approvals from the City, on a case by case basis, will be required to register a statutory right-of-way on the title in favour of the City for a future farm access road.

Below are the results of staff's review of the following three farm access road location options:

1. Along the eastern edge of the Backlands (Recommended): Providing the farm access road along the eastern edge (immediately west of the existing City's Riparian Management Area to the west of Highway 99) would allow a straight north / south farm road connection and would mitigate potential conflicts between the institutional uses and agricultural activities. In the future, if necessary, this potential farm road access could be connected to No. 5 Road by improving the existing City east-west road allowances (i.e., Francis, King and William Road allowances). The potential future farm access road along the eastern edge of the Backlands is shown on Map 6 in Attachment 5.
2. Along the western edge of the Backlands (Not Recommended): staff do not recommend this location as the existing zoning boundary is not straight (i.e., some of the institutional uses are approved beyond the 110 m line) and some properties have already been rezoned to allow institutional uses, so access road would have to be acquired; therefore, the feasibility of creating a straight, efficient access road on the western edge of the Backlands is limited.
3. A combination of using the western Backland (110m line) and eastern property edges (Not Recommended): this option will take more farmland away from farming and break up a consolidated area that could be farmed.

Should Council support the above Recommended farm access road requirement, staff will identify the appropriate statutory right-of-way and driving surface widths and standards for the future farm access road. Preliminary discussions with the Transportation staff suggest that a 6m wide driving surface could suffice. (Note that the proposed farm access road will be affected by the proposed George Massey Tunnel (GMT) replacement bridge).

#### Options to Assemble Properties Along No. 5 Road To Create An Agricultural Green Zone

The No. 5 Road Backlands Agricultural Green Zone "Concept" simply means that the Backlands are actively farmed, owned either privately or by the City, and provide either private or City farm road access.

Since the adoption of the current No. 5 Road Backlands Policy No. 5037 (i.e., since the City implemented the stricter approach), active farming in the backlands is adequately secured based on detailed farm plans. There is limited farming activity on the properties which were rezoned in the 1990s (i.e., subject to the previous Policy 5006), but the Permissive Tax Exemption shows that, although somewhat limited, there is some farming activity on the majority of the properties.



To achieve the Concept and more adequate farming of the Backlands, it is proposed that the City encourage Backland owners who do not want to farm their Backlands, to either:

1. voluntarily donate their Backland to the City, as part of a development application review process, so that it can be farmed (e.g., by the City, or leased by the City to someone who agrees to farm it). This approach involves subdivision and legal public access to each site, to ensure effective agricultural activity, City control and farm vehicle access. Negotiations between the City and the owner would determine who builds and maintains the farm road and/or remediates the site into a suitable state for farming or gardening. Such subdivision and construction of farm road access would require the ALC's approval. Real Estate staff prefer that the City own Backland sites in fee simple and have formal farm vehicle access to sites, to facilitate farming, or
2. Alternatively, if Backland owners do not wish to voluntarily donate their land to the City for farming and vehicle access, the City could remove their burden by entering into various legal agreements with the owners to secure the ability to actively farm the Backlands on behalf of the owners and have adequate access to the Backlands. The ownership of the Backlands will remain unchanged.

Staff recommend that dedication of the Backlands be negotiated on a case-by-case basis through future development applications (e.g., 9500 No. 5 Road – former Mylora Golf Course site).

Parks staff advise that, if the City acquires Backland properties or enters into legal agreement to farm the Backlands on behalf of the owners, Parks would maintain them and the land could be made available for farming by a negotiated City's Real Estate Services lease with others (e.g., a farmer, community group, residents), as the case may be. These leased or dedicated lands could support community gardens.

Parks staff already manage several existing community gardens (e.g., Terra Nova Rural Park, the south foot of Gilbert Road, adjacent to the City's Tree Nursery, King George Park, the Garrett Wellness Centre, the Railway and Moncton intersection, Paulik Neighbourhood Park), as well as the implementation of the Garden City Legacy Landscape Plan. As necessary, in the future, a study proposal may be brought forward for consideration to better clarify, for the entire Backlands, the potential for market and community farming and how to achieve it.

#### Subject Referral Site - Proposed Non-farm Use at 8100 No. 5 Road (AG14-657892)

As the applicant is willing to register a statutory right-of-way (approximately 6 m wide) over the Backland for a farm access road, staff recommend that the application be supported as presented to the Planning Committee on May 20, 2015 and be forwarded to the Agricultural Land Commission. Should the ALC approve the application, there will be a requirement to register a statutory right-of-way over the Backland, as a condition of the rezoning approval. The staff report presented to the Planning Committee on May 20, 2015 is included in Attachment 7.

#### The Overall Vision for the No. 5 Road Backlands

Staff recommend that the current No. 5 Road Backland Policy be strengthened by:

1. Clarifying the Vision, as follows:
  - For the Frontlands (the first 110 meters from No. 5 Road): Institutional uses.



- For the Backlands (the remainder):
  - Agricultural uses
  - private or City ownership of the Backlands and the farm access road.
- 2. Clarifying Residential Uses:
  - in the first 110 metres from No. 5 Road only ancillary residential uses to the institutional uses may occur (e.g. caretaker, assembly worker dormitory; no congregate care, senior housing, single family houses), and
  - in the Backlands, no residential uses are to occur at all.
- 3. Clarifying Backland Ownership and Farm Road Access:  
Backland owners will have the option to either:
  - farm Backlands (by themselves or someone else),
  - dedicate the Backlands, or
  - enter into legal agreements to grant the City or its designate the ability to access and farm the Backlands on behalf of the owners.
- 4. Clarifying Backland Ownership Annual Farm Reporting Requirements:  
To ensure that the Backlands are actively farmed, staff also recommend that Backland owners be required to annually provide clear evidence that their Backlands are being farmed in accordance with the approved farm plan. This requirement is being closely monitored as part of the City's Permissive Tax Exemption process.

This clarified Policy approach will provide the City with more opportunities to manage and possibly consolidate the Backlands into more viable farm units.

As well, staff are recommending that the Policy be incorporated to the 2041 Official Community Plan, to ensure that it is formally recognized by all as an important City land use policy.

#### Highway 99 Widening

As noted in the staff report dated September 28, 2015 to the General Purposes Committee on the George Massey Tunnel Replacement (GMTR) project, the provincial project team had indicated that they would need to acquire additional highway right-of-way from the adjacent properties within the No. 5 Road Backlands Policy area, since the existing section of Highway 99 between Blundell Road and Steveston Highway is much narrower than the corridor to the north. In order to understand the potential impacts of the widening project on the No. 5 Road Backlands, staff have continuously requested the provincial GMTR project team to provide detailed information including the width of the required land acquisition, but they have not clarified the matter.

Subsequently, staff met with the George Massey Tunnel Replacement (GMTR) project team on October 22, 2015, to discuss environmental issues related to the project. At that meeting, the GMTR team indicated that the width of the land acquisition from the properties for the proposed Highway 99 widening could be as much as 18 m. The GMTR project team also indicated that the width of land acquisition may vary depending on the design of the Highway 99 widening and options for the Steveston Interchange and potential Blundell Interchange. Provincial staff have not provide detailed design drawings at the time of preparing this report.

As noted in the memo dated November 13, 2015 from the Director of Transportation, City staff and Ministry of Transportation and Infrastructure staff with the GMTR project team met on



November 9, 2015 as part of the on-going technical liaison meetings held every two weeks (Attachment 8). Staff have kept the GMTR team apprised of the current review of the City's No. 5 Road Backlands Policy, particularly with respect to the potential establishment of a farm access road and how any required Highway 99 widening may impact adjacent properties and the location of the road.

Issues related to potential impacts on the City's Riparian Management Area (RMA) and Environmentally Sensitive Areas (ESA) have not been resolved yet and they need to be addressed as part of the senior government Environmental Assessment process for the GMTR project. It is the City's expectation that the GMTR project would respect and address any requirements associated with the City's RMAs and ESAs. It is anticipated the CMTR detailed design work and the Environmental Assessment process will involve a lengthy and rigorous process in which the City will participate.

In summary, the proposed Provincial widening of Highway 99 has significant implications on the No. 5 Road Backlands (e.g., size of farmable Backland parcels, the location of a desired City farm access road and a necessary and possibly shared Provincial / City drainage system for the Backland farms will be affected by the extent of Provincial Highway 99 widening).

Staff will meet with the Agriculture Land Commission (ALC) staff, representatives of an affected property and a special meeting with the BC Ministry of Transportation and Infrastructure staff, to review the possible impacts on the No. 5 Road Backlands. The goal of these meetings will be to minimize the negative impacts on assembly uses, farming and access to the Backlands.

Also, City has sent a letter to the BC Minister of Transportation and Infrastructure, and the ALC with copies to all Richmond MLA's, advising them of the City's concerns regarding the potential widening of Highway 99 on the west side which will impact existing and future institutions and the Backland farming (Attachment 9).

### Consultation

Staff have reviewed the proposed OCP Bylaw amendment, with respect to the BC Local Government Act and the City's OCP Consultation Policy No. 5043 requirements, and recommend that this report be forwarded to the ALC for comments. The table below clarifies this recommendation. Public notification for the Public Hearing will be provided as per the Local Government Act.

OCP Consultation Summary	
Stakeholder	Referral Comment (No Referral necessary)
BC Land Reserve Commission	Referral necessary, as the proposed amendment affects the properties located in the ALR.
Richmond School Board	No referral necessary. Not affected.
The Board of the Greater Vancouver Regional District (GVRD)	No referral necessary. Not affected.
The Councils of adjacent Municipalities	No referral necessary. Not affected.



OCP Consultation Summary	
Stakeholder	Referral Comment (No Referral necessary)
First Nations (e.g., Sto:lo, Tsawwassen, Musqueam)	No referral necessary. Not affected.
TransLink	No referral necessary. Not affected.
Port Authorities (Vancouver Port Authority and Steveston Harbour Authority)	No referral necessary. Not affected.
Vancouver International Airport Authority (VIAA) (Federal Government Agency)	No referral necessary. Not affected.
Richmond Coastal Health Authority	No referral necessary. Not affected.
Community Groups and Neighbours	Will meet with the affected owners prior to the Public Hearing
All relevant Federal and Provincial Government Agencies	No referral necessary. Not affected.

Staff have already discussed the Planning Committee's referral and the proposed No. 5 Road Backlands Policy changes with the ALC staff at a preliminary level and do not anticipate that they will have any problems, as the proposed clarifications promote improved Backland farming.

Richmond Official Community Plan Bylaw 9000, Amendment Bylaw No. 9494, having been considered in accordance with OCP Bylaw Preparation Consultation Policy 5043, is hereby found to require further consultation with the ALC.

Also, it is recommended that staff be directed to host a public information meeting with all affected property owners along the No.5 Road corridor to explain the proposed OCP amendment (i.e., changes to the No. 5 Road Backlands Policy) in advance of the Public Hearing.

The public will have an opportunity to comment further on the proposed OCP Bylaw amendment at the Public Hearing.

### Financial Impact

There will be potential staff and administrative costs associated with the potential land ownership, land management and maintenance of any Backlands transferred to the City or where access to farm is secured by legal agreements in favour of the City. A report can be prepared in the future for consideration, as required, to identify any potential costs associated with the proposed changes to the No. 5 Road Backlands Policy should City ownership of access to farm by the City be pursued by an application.

### Conclusion

Staff recommend that the No. 5 Backlands Policy be incorporated in the 2041 OCP with the following clarifications:

- establish a Vision (institutional / agricultural uses).
- require the Backland property owners who submit an application to the City, for an institutional use, to register a statutory right-of-way in favour of the City for a future farm road access along the eastern edge of the Backlands.



- explore acquiring Backlands through either property transfer to the City or appropriate legal agreements providing access to the Backlands on behalf of the City or its designates as part of any future development application review process.
- require Backlands owners to annually report how they are farming their Backlands as part of the Permissive Tax Exemption process.
- include an up-to-date No. 5 Road Backlands map.

It is also recommended that the application by Arul Migu Thurkadevi Hindu Society of BC for a non-farm use at 8100 No. 5 Road, to develop a Hindu temple and off-street parking on the westerly 110m of the site, be endorsed as presented to the Planning Committee on May 20, 2015 and forwarded to the Agricultural Land Commission.



Minhee Park  
Planner 1  
(604-276-4188)

MP:cas

#### Attachments

- Attachment 1: Policy 5037, No. 5 Road Backlands Policy
- Attachment 2: Policy 5006, Non-Farm Use Along the No. 5 Road Corridor
- Attachment 3: Policy 5035, No. 5 Road Backlands
- Attachment 4: Chronology of Decisions on No. 5 Road Backlands
- Attachment 5: No. 5 Road Backlands Maps
- Attachment 6: No. 5 Road Backlands Chronology of Institutional Use Development
- Attachment 7: Staff Report dated April 29, 2015 regarding the Non-Farm Use Application for 8100 No. 5 Road (AG 14-65789)
- Attachment 8: Memo from Director of Transportation, dated November 13, 2015 regarding George Massey Tunnel Replacement – Update
- Attachment 9: Letter by Mayor Brodie to the ALC and the Minister of Transportation and Infrastructure dated October 15, 2015





# City of Richmond

# Policy Manual

Page 1 of 3

Adopted by Council: Mar. 27/00

POLICY 5037

File Ref: 4105-04

NO. 5 ROAD BACKLANDS POLICY

## POLICY 5037:

It is Council policy that:

1. The area outlined in bold lines as "Area Proposed for Public and Institutional Use" on the accompanying plan dated 01/24/00 may be considered for non-farm use.
2. The types of non-farm use which may be considered are:
  - "Assembly District" uses, and
  - Certain "School / Public Use District" uses (i.e., public park, public recreation facility, municipal works, health and safety measures, community use).
3. The amount of land on each property which may be developed for approved non-farm uses is limited to the westerly 110 m (360.892 ft) for properties fronting onto No. 5 Road.  
  
The remaining back land portion of each property shall be retained for farm use only.
4. Satisfactory sanitary sewage disposal is required as a condition of Development Permit approval.
5. Continue to strive for a partnership approach, with back land owner prepared farm plans to achieve farming, but allow for a limited infrastructure component (e.g., little or no regional and on-site drainage, irrigation or access roads), where a full infrastructure component is not practical.
6. The current moratorium on non-farm use approvals (initiated by the Land Commission and adopted by Council in February, 1996) should be retained and may be lifted on an individual lot basis for owners who:
  - a) prepare farm plans;
  - b) explore farm consolidation;
  - c) commit to do any necessary on-site infrastructure improvements;
  - d) co-operate as necessary to remove constraints (e.g., required infrastructure) to farming the back lands, in partnership with others; and
  - e) commit to legal requirements as may be stipulated by Council to achieve acceptable land uses (e.g., farming the back lands).
  - f) undertake active farming of the back lands.
7. The following procedure will apply when considering applications for non-farm use and Assembly District rezoning.





## Approvals Procedure

Proponent applies to City and Commission for non-farm use approval.

Commission reviews proposal and may give approval in principle for non-farm use based on the proponent:

- preparing an acceptable farm plan;
- entering into a restrictive covenant;
- providing a financial guarantee to farm; and
- agreeing to undertake active farming first

Proponent undertakes active farming based on the approved farm plan.

Commission gives final approval for non-farm use.

Proponent applies to City for rezoning of site to Assembly District (ASY).

City approves rezoning application after proponent meets all City requirements.

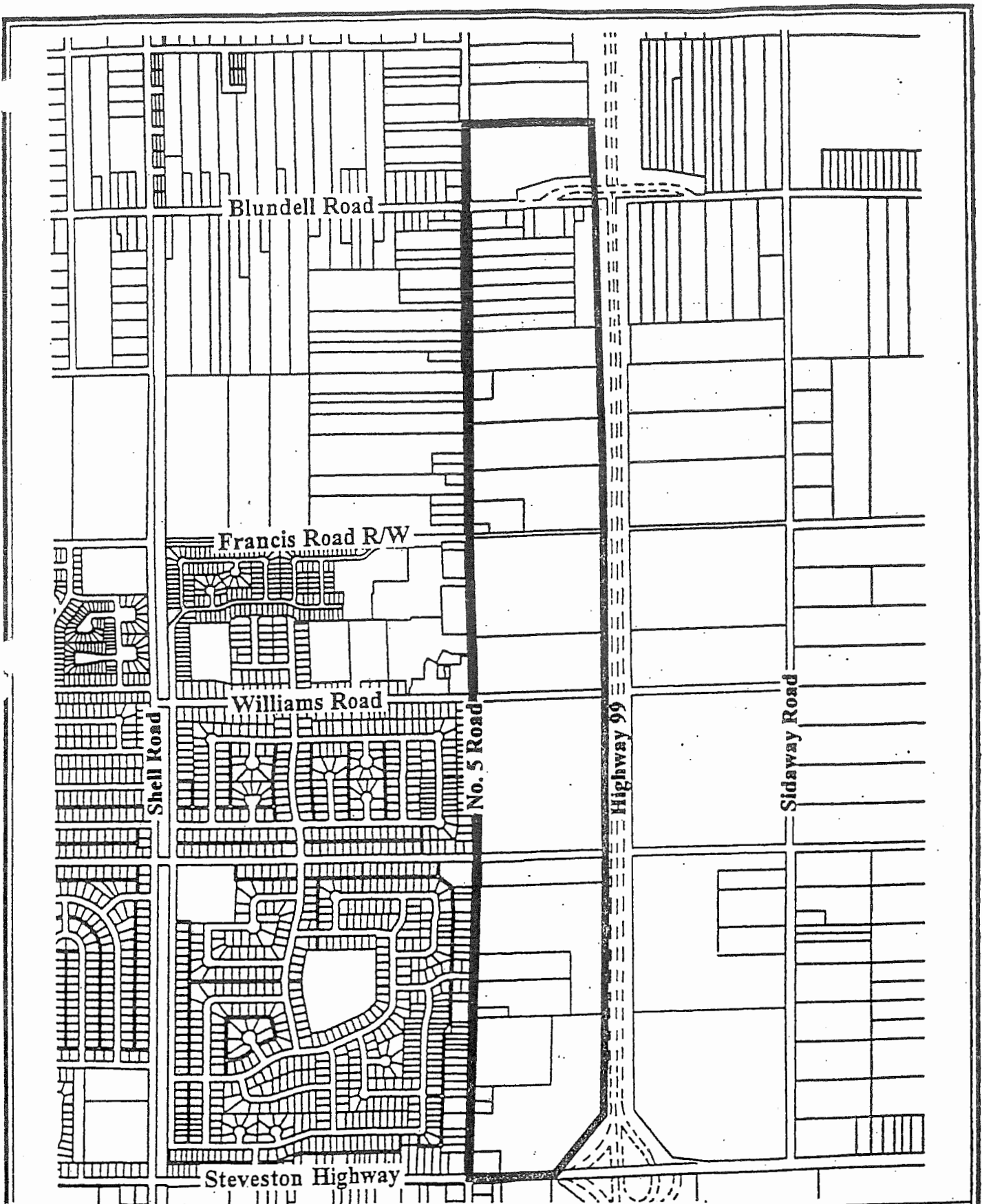
## Amendments to the above policies

If either the City or the Land Commission intends to amend any of the above procedures, the initiating party will advise the other party of this intent and seek comment on the proposed amendments prior to concluding any approvals.

## Co-ordination of review process

The City and the Commission will co-ordinate efforts when reviewing applications for non-farm use, in order to ensure that the interests of each party are addressed. This co-ordinated effort will be done prior to granting any approvals.





Area Proposed for Public  
and Institutional Use

Date:  
01/24/00





# City of Richmond

# Policy Manual

Page 1 of 1

Adopted by Council: Sept. 10/90

POLICY 5006

File Ref: 4105-00

NON-FARM USE ALONG THE NO. 5 ROAD CORRIDOR

## POLICY 5006:

It is Council policy that:

The following five non-farm use and development criteria, for the area shaded grey and marked as "Area Proposed for Public and Institutional Use" on the accompanying plan dated 06/28/90, shall be used as the basis for evaluating non-farm use appeals to the Provincial Agricultural Land Commission:

1. Limit the **type** of non-farm uses to "Assembly District" uses and certain "School/Public Use District" uses (i.e. public park, public recreation facility, municipal works, health and safety measures, community use).
2. Initially, limit the **area** which may be developed to the corridor between Blundell Road and Steveston Highway.
3. Limit the **amount** of land on each property which may be developed to the front one-half. The remaining half would be left for farm use.
4. Require that satisfactory sanitary sewage disposal be provided as a condition of Development Permit approval.
5. Encourage property owners to develop rear portion of lots for allotment gardens, where they do not intend to farm the land themselves.

(Urban Development Division)





Page 2 of 2

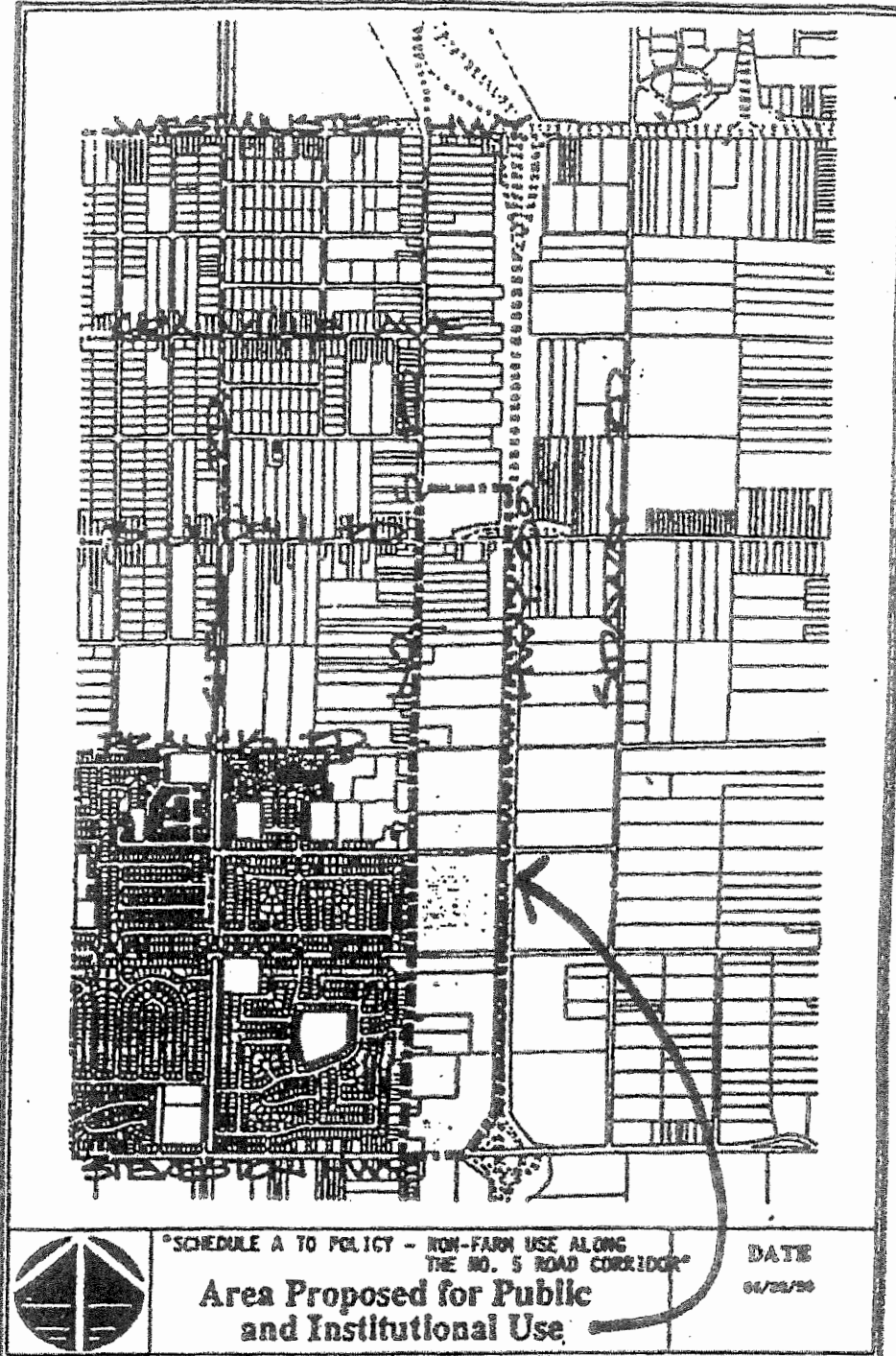
Adopted by Council: Sept. 10/90

POLICY 5006

File Ref: 4105-04

NON-FARM USE ALONG THE NO. 5 ROAD CORRIDOR

60







# City of Richmond

# Policy Manual

Page 1 of 1

Adopted by Council: November 9, 1998

POLICY 5035

File Ref: 4105-00

**NO. 5 ROAD BACKLANDS**

## **POLICY 5035:**

It is Council policy that:

For properties within the No. 5 Road Backlands:

- (a) Assembly District uses should continue to be considered;
- (b) Continue to strive for a partnership approach, with Backland owner prepared farm plans to achieve farming, but allow for a limited infrastructure component (e.g., little or no regional and on-site drainage, irrigation or access roads), where a full infrastructure component is not practical;
- (c) The moratorium should be retained, but lifted on an individual lot basis for owners who:
  - (i) prepare farm plans;
  - (ii) explore farm land consolidation;
  - (iii) commit to do any necessary on-site infrastructure improvements;
  - (iv) co-operate as necessary to remove constraints (e.g required infrastructure) to farming the backlands, in partnership with others; and
  - (v) commit to legal requirements as may be stipulated by Council to achieve acceptable land use (e.g. farming the backlands).

Refer to Policy 5006 for duplicate information.

(Urban Development Division)



## Chronology of Decisions on No. 5 Road Backlands

- 1950 Richmond establishes its first Zoning Bylaw No. 1134
- 1957 Richmond establishes its second Zoning Bylaw No. 1430
- 1973 Province establishes the Agricultural Land Reserve
- 1986 Richmond establishes its first Official Community Plan (OCP)
- 1989 Richmond establishes its third Zoning Bylaw No. 5300
- 1989 Richmond updates the OCP
- 1990 **Backland Policy Established (Policy 5006)**
- The Provincial Agricultural Land Commission (PALC) and Richmond Council agrees to a policy which supports non-farm uses in the Agricultural Land Reserve (ALR), specifically Assembly District (ASY) uses, in the No. 5 Road corridor (area bounded by Blundell Road, Highway 99, Steveston Highway and No. 5 Road).
- This policy:
- supported Assembly District (ASY) uses only within the westerly 110 m (361 ft.) of the properties fronting onto No. 5 Road and
  - required that the backlands be kept for farming.
- 1993 After several Assembly District (ASY) proposals were approved, the PALC and Council became concerned that the farming of the backlands was not occurring.
- PALC proposed that:
- a study be undertaken to identify the barriers to farming and what needed to be done to encourage and facilitate farming.
  - a moratorium be put on new applications until:
    - after the study was completed, and
    - a policy was developed and adopted by Council and the Commission.
- 1996 **Moratorium**
- Council agreed to PALC's proposal for a moratorium and study.
- 1997 A consultant (Zbeetnoff Consulting) undertook and completed the study.
- 1997 Planning Committee received the study report and directed that it be forwarded to the key stakeholders for comment.



**1998 (April) (a) No. 5 Road Backlands Consultation**

Staff submitted a report to Council containing the stakeholder comments and four recommendations.

Council adopted two of the four recommendations, namely:

- That Council proceed to address the No. 5 Road backland agricultural and development issues on a partnership basis with the land owners and to obtain their commitment to do their part of the implementation process.
- That staff be directed to establish a consultation process with the No. 5 Road Public Assembly Lands Improvement Group for the purpose of:
  - ✓ communicating and co-ordinating Council decisions on the future of the backlands and implementation of the Backlands Study findings and conclusions;
  - ✓ discussing possible ways of addressing their issues; and
  - ✓ determining the form of commitments required from the Group in respect of the provision of on-site infrastructure improvements (i.e., drainage, irrigation, road, land assembly, tenure arrangements for lessees, agricultural development plans, etc.).

**(b) Martin Property**

In addition to adopting the above recommendations, Council also passed a resolution directing that a letter be written to the Commission supporting a request from Mr. and Mrs. Del Martin that consideration be given to the lifting of the moratorium on their property at 10320 No. 5 Road, provided that:

- ✓ a farm plan was filed for the backlands, and
- ✓ a commitment to ensure that the land was actually farmed was obtained.

- 1998 (Aug.) In response to Council's directives, staff prepared and sent a questionnaire to all property owners in the No. 5 Road Backlands area, enquiring whether or not they are prepared to:
- participate in a partnership approach to removing the barriers to the farming of the backlands;
  - commit in principle to providing required on-site improvements on their properties;
  - commit in principle to undertaking the other required implementation actions, which were suggested in the Backlands Study report;
  - what the owners felt the next steps should be to achieve a successful solution to the farming of the backlands; and
  - affected property owners indicated that they are not interested in farming the land.
- 1998 (Sept.) Council endorsed a non-farm use application from the Richmond Christian School for the Del Martin property.



This application will be decided by the Land Commission.

1998 (Oct.) The Land Commission asked the City to comment on a proposal by the India Cultural Centre (8600 No. 5 Road) to use their backland for turf farming.

Council passed a Resolution advising the Land Commission that they support the India Cultural Centre's turf farm proposal.

1998 (Nov.) **Revised Backlands Moratorium Policy (Policy 6035)**

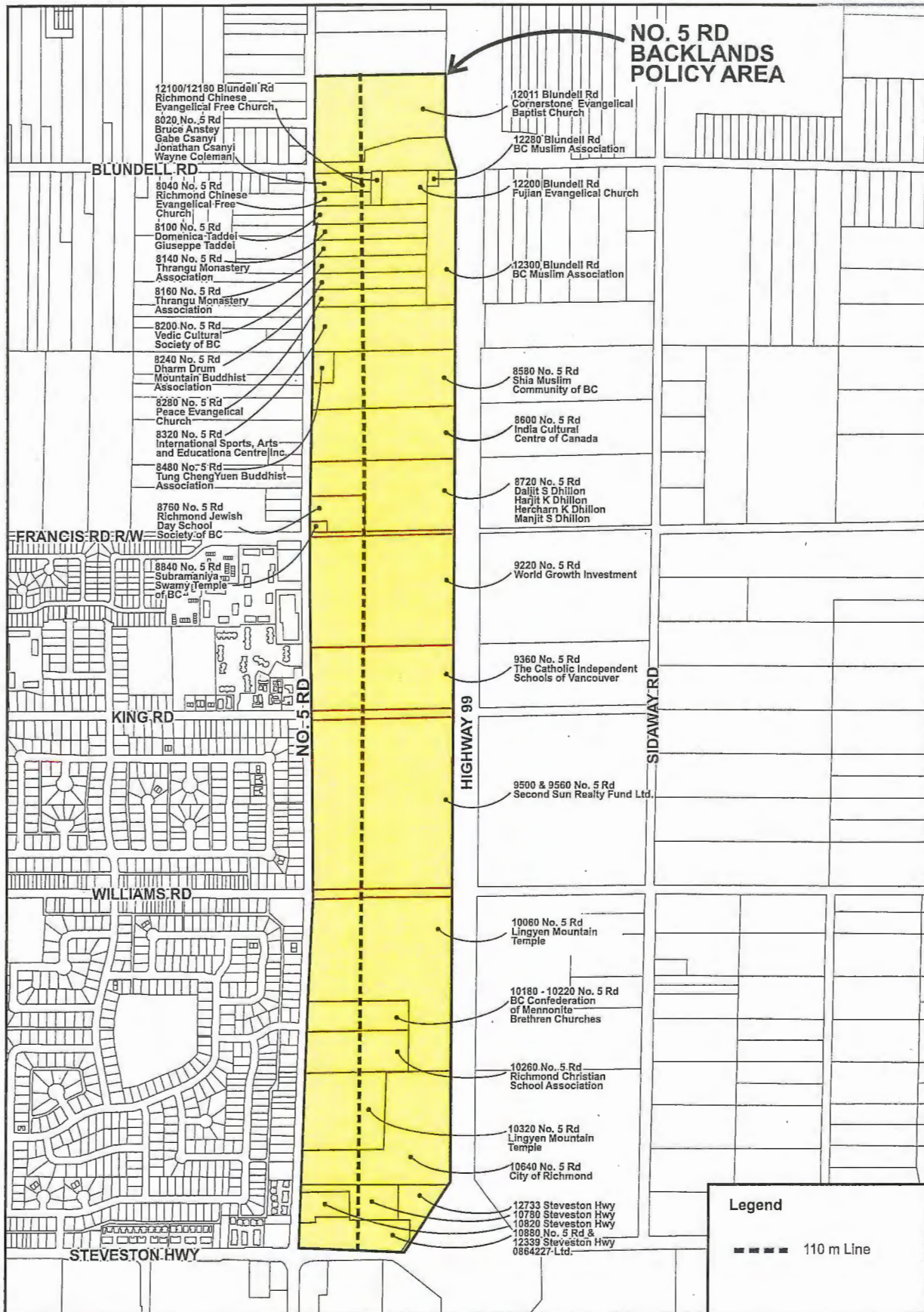
- Council adopts Policy 6035.
- This means that Council and the ALC agree to lift the moratorium on a site by site basis if owners agree to meet certain farming conditions.

1999 (Mar.17) Richmond adopts a new OCP

2000 (Feb) **Current No. 5 Road Backlands Policy (Policy 5037)**

Richmond Council considers a consolidated and clarified Revised Backlands Moratorium policy.





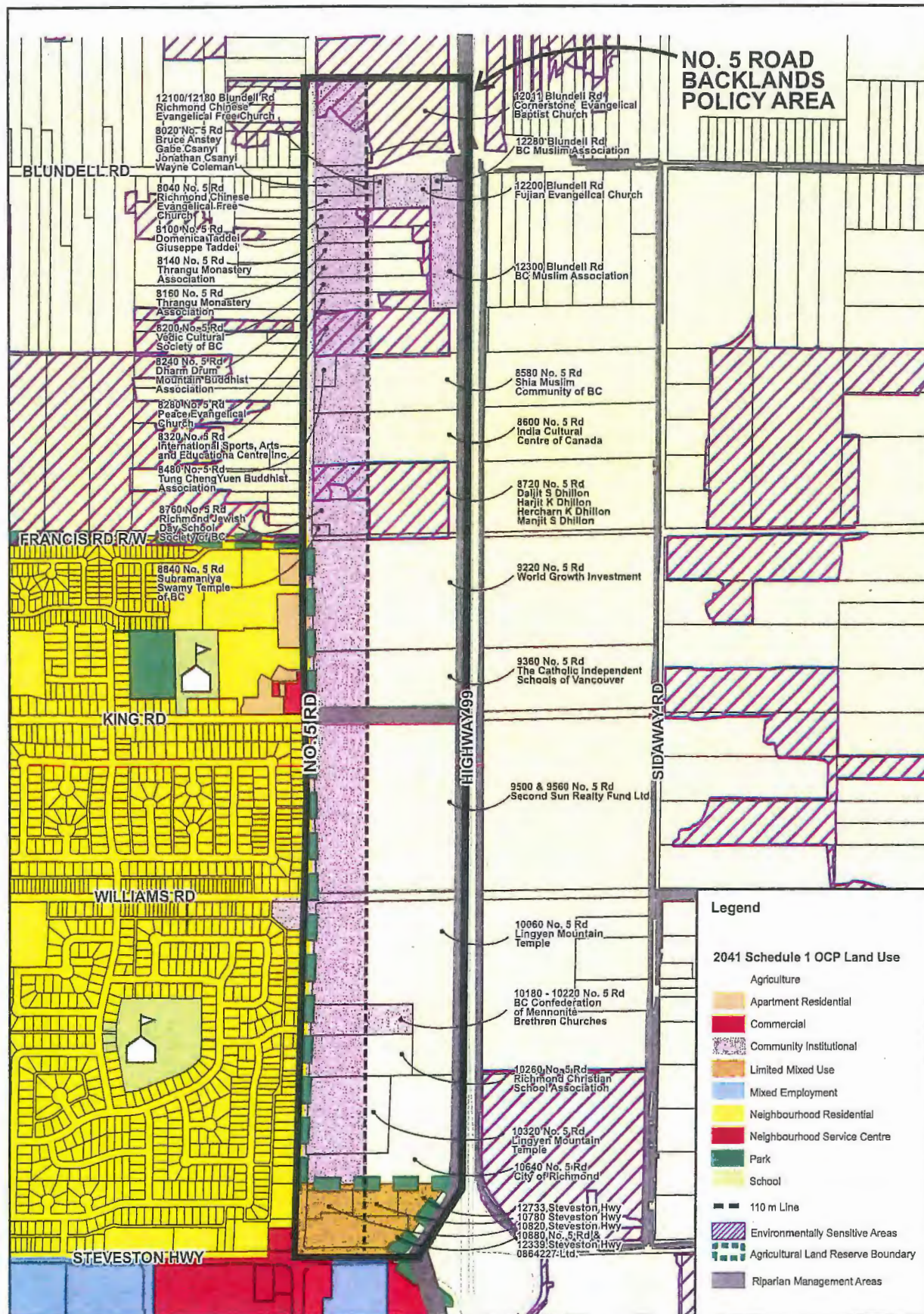
**Map 1**  
Lot Addresses and Owners  
No. 5 Road Backlands  
Policy **PLAN 136**

Original Date: 09/03/14

Amended Date: 10/22/15

Note: Dimensions are in METRES





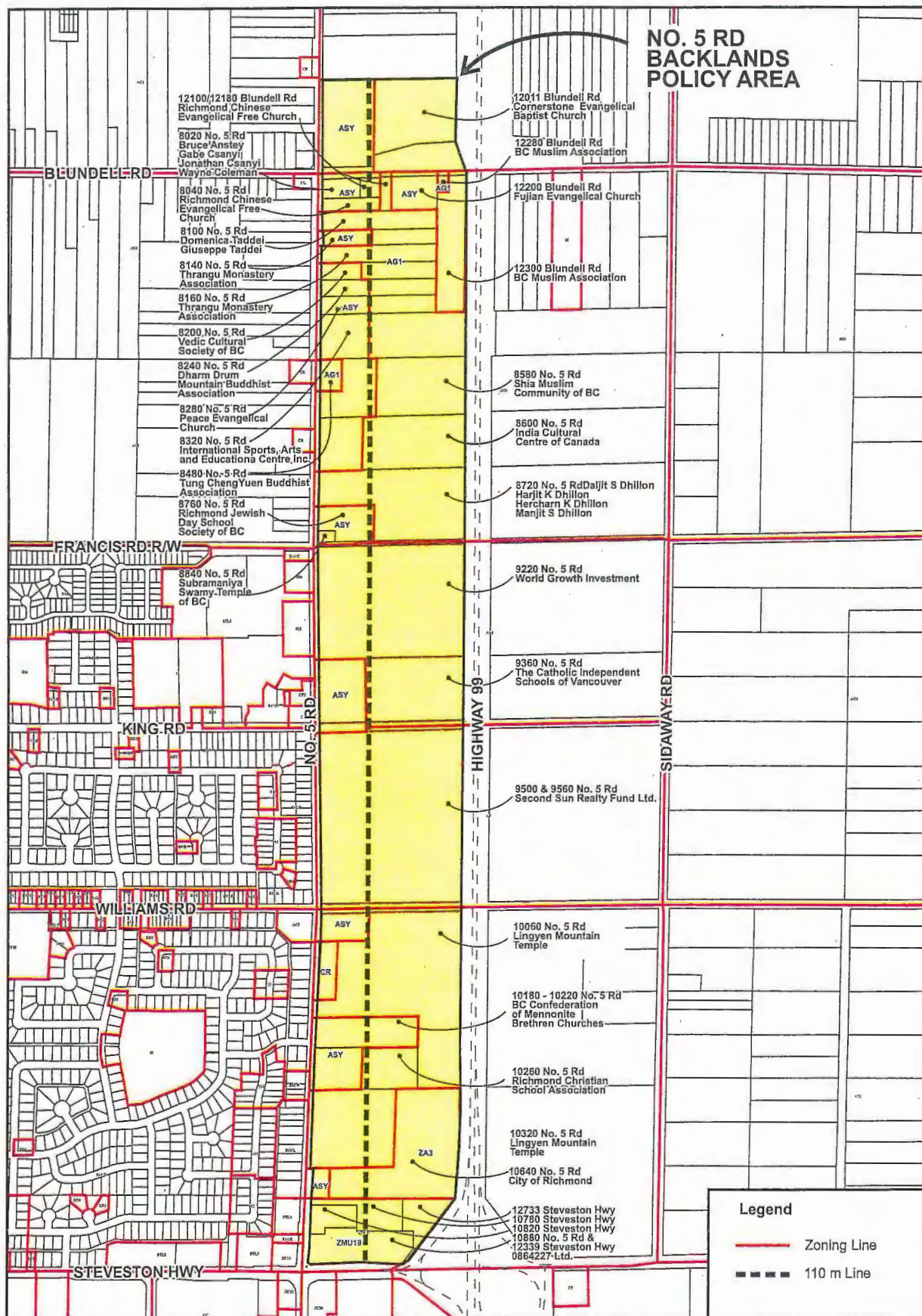
**Map 2**  
 2041 OCP Designations, Environmentally Sensitive Areas (ESAs) and Riparian Management Areas (RMA) No. 5 Road Backlands Policy Area

Original Date: 09/04/14

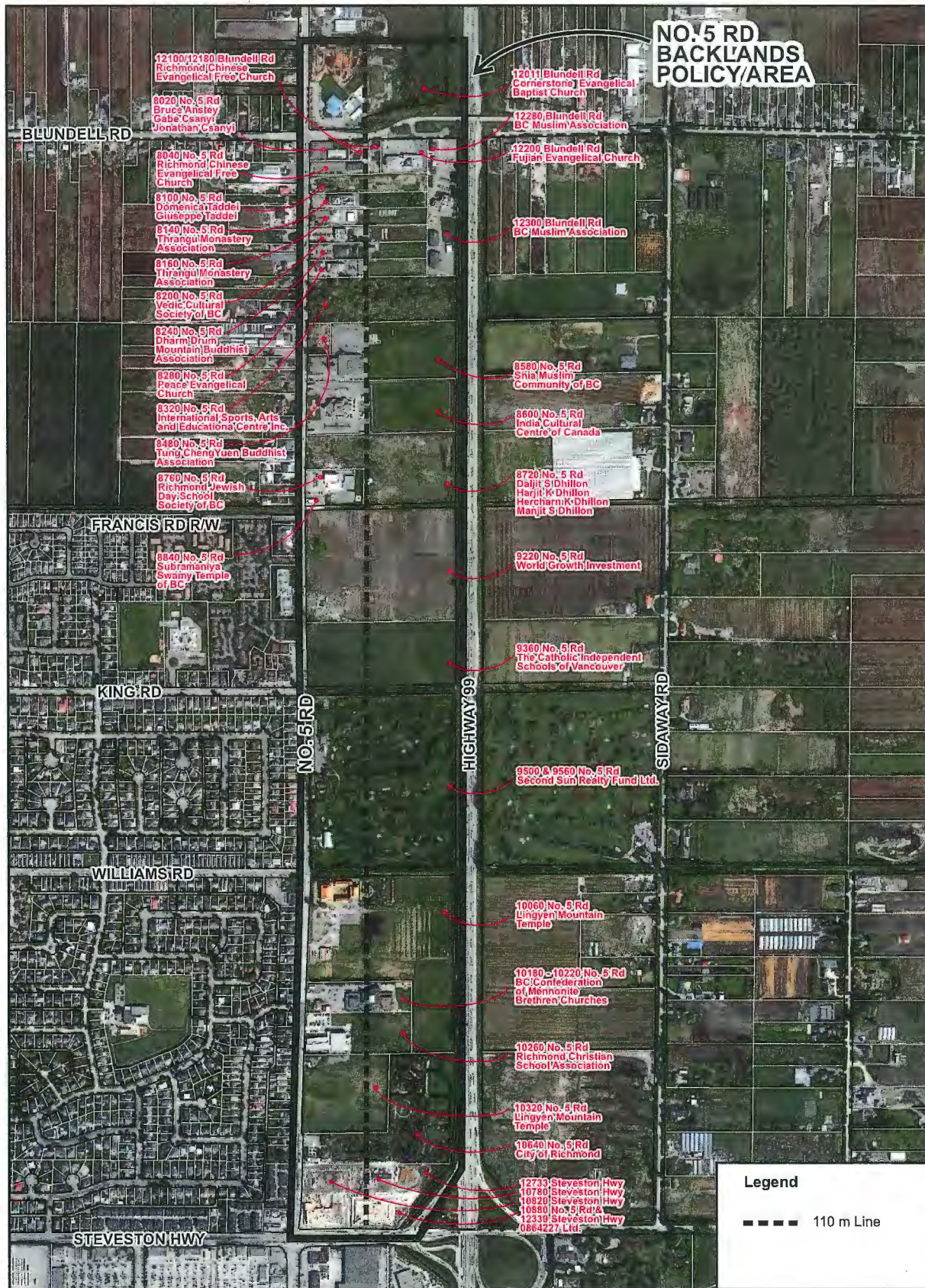
Amended Date: 10/22/15

Note: Dimensions are in METRES









**Map 4**  
 2013 Aerial Photo  
 No. 5 Road Backlands Policy Area

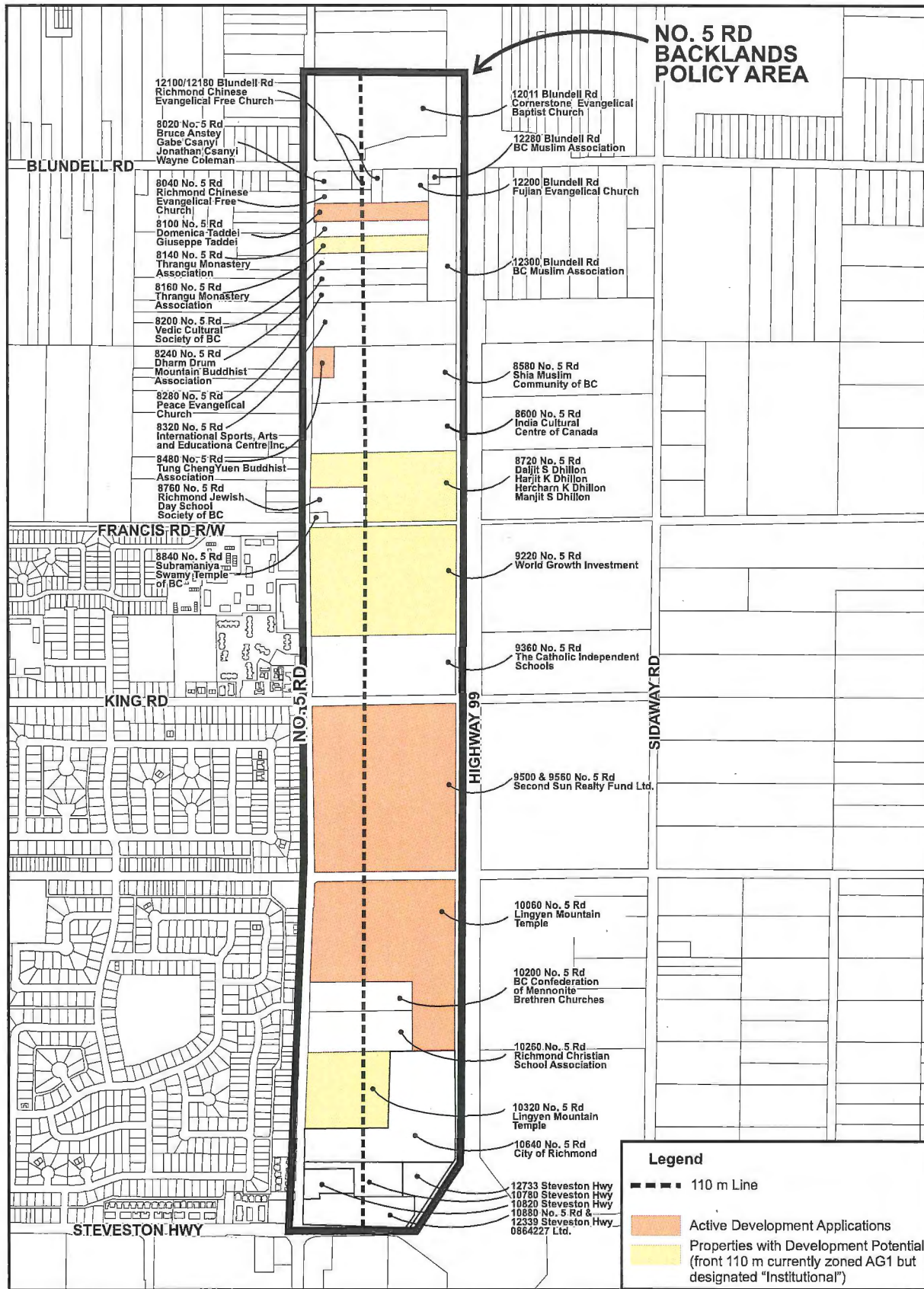
**PLN - 139**

Original Date: 09/03/14

Amended Date: 11/24/15

Note: Dimensions are in METRES





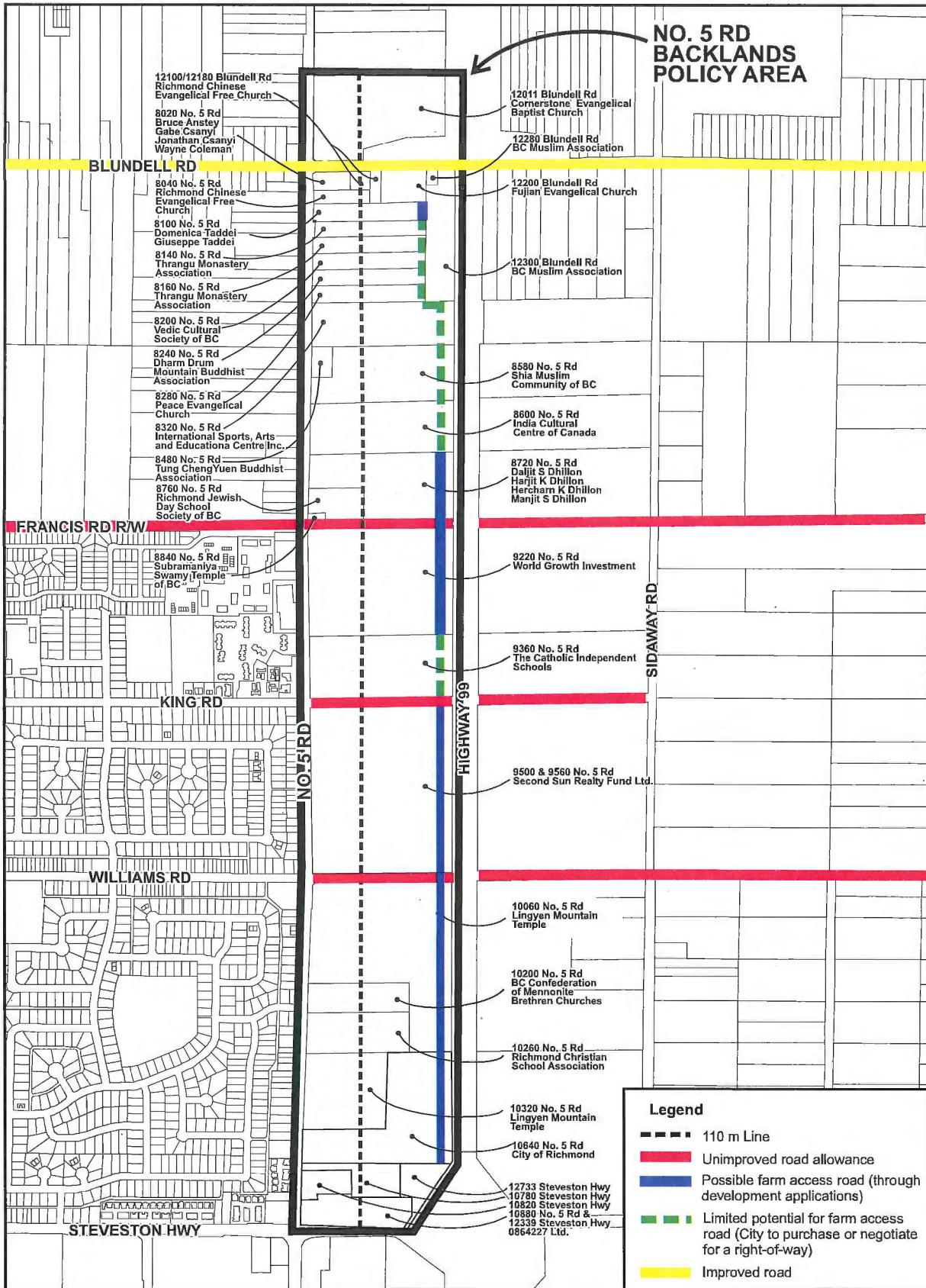
**Map 5**  
**Active Development Applications**  
**Properties with Development Potential**  
**No. 5 Road Backlands Policy Area**  
**PLN - 140**

Original Date: 08/04/15

Amended Date: 11/24/15

Note: Dimensions are in METRES





**Map 6**  
Possible Farm Access Road  
No. 5 Road Backlands  
Policy Area  
**PLN - 141**

Original Date: 08/04/15

Amended Date: 11/30/15

Note: Dimensions are in METRES



## No.5 Backlands Chronology of Institutional Use Development

Date Rezoned	Address	Institution	Comments/Requirements	Is Building Built?	Evidence of Farming?
Pre-1990	12300 Blundell Rd	BC Muslim Association	<ul style="list-style-type: none"> <li>- The existing mosque was built in 1981.</li> <li>- The entire site is zoned ASY.</li> </ul>	Yes	N/A
Sep. 12, 1988	12011 Blundell	Cornerstone Evangelical Baptist Church	<ul style="list-style-type: none"> <li>- West 120 m of lot depth rezoned to ASY.</li> <li>- Remainder was approved for sports fields by ALC.</li> <li>- No requirement specified for farming</li> </ul>	Yes	N/A
Sep 25, 1989	8020 No.5 Rd	Bruce Anstey Gabe Csanyi Jonathan Csanyi Wayne Coleman	<ul style="list-style-type: none"> <li>- Larch Street Gospel meeting room</li> <li>- 46,652 ft2 meeting hall</li> <li>- No ALC approval required because the site is less than 2 acres.</li> <li>- Entire site was rezoned.</li> </ul>	Yes	N/A
Pre-1990	8600 No. 5 Rd.	India Cultural Centre of Canada	<ul style="list-style-type: none"> <li>- West 100 m of lot depth rezoned to ASY.</li> <li>- ALC approved a septic field to be located outside of the ASY zoned area. It occupies 150 feet of the AG1 zoned backlands.</li> <li>- No ALC policies governing non-farm uses along No.5 Road yet</li> </ul>	Yes	Some fruit trees along the eastern edge in the backlands
Sep. 10, 1990	<p>Council adopts Policy 5006 which outlines 5 criteria for assessing non-farm use and development along No. 5 Road. This policy is developed in conjunction with the Agricultural Land Commission. The 5 criteria are:</p> <ol style="list-style-type: none"> <li>1. Limit the type of non-farm uses to "Assembly District" uses and certain "School/Public Use District" uses (i.e. public park, public recreation facility, municipal works, health and safety measures, community use).</li> <li>2. Limit the area which may be developed to the corridor between Blundell Road and Steveston Highway.</li> <li>3. Limit the amount of land on each property which may be developed to the front one-half. The remaining half would be left for farm use.</li> <li>4. Require that satisfactory sanitary sewage disposal be provided as a condition of Development Permit approval.</li> <li>5. Encourage property owners to develop rear portion of lots for allotment gardens, where they do not intend to farm the land themselves.</li> </ol>				
March 25, 1991	8580 No. 5 Rd	Shia Muslim Community of B.C.	<ul style="list-style-type: none"> <li>- West 1.3 ha of land rezoned to ASY (depth of lot that was rezoned is not specified).</li> <li>- ALC approval of non-farm use subject to: <ul style="list-style-type: none"> <li>- Preparation of an Agricultural Development Plan,</li> <li>- Restrictive covenants to ensure that backlands remain as farmland.</li> <li>- No expansion of facilities or services (including parking and sewage disposal) into farmland permitted.</li> </ul> </li> </ul>	Yes	Some fruit trees along the eastern edge in the backlands



Date Rezoned	Address	Institution	Comments/Requirements	Is Building Built?	Evidence of Farming?
June 22, 1992	8200 No.5 Road (previous addresses: 8200 No. 5 Rd. 8220 No. 5 Rd.)	Vedic Cultural Society of B.C.	<ul style="list-style-type: none"> <li>West 91.44 m of lot depth rezoned to ASY.</li> <li>ALC approval of non-farm use subject to:               <ul style="list-style-type: none"> <li>Area for development is confined to the westerly 90 m;</li> <li>Preparation of an Agricultural Development Plan;</li> <li>Restrictive covenants to ensure that backlands remain as farmland;</li> <li>No encroachment into the backlands by buildings, parking or sewage disposal.</li> </ul> </li> </ul>	Yes	Yes
Feb. 8, 1993	8040 No. 5 Rd.	Richmond Evangelical Free Church	<ul style="list-style-type: none"> <li>Entire site was rezoned as it is less than 0.8 ha (2 acres) in size. No ALC approval needed.</li> <li>No requirements for farming were stipulated.</li> </ul>	Yes	N/A
Feb. 22, 1993	10200 No.5 Road (previous addresses: 10160 No. 5 Rd. 10180 No. 5 Rd. 10200 No. 5 Rd. 10220 No. 5 Rd.)	BC Confederation of Mennonite Brethren Churches	<ul style="list-style-type: none"> <li>Entire 809 m2 site (lot depth 40 m) was rezoned to ASY.</li> <li>Consolidation with 10180 No. 5 Road was required as part of rezoning application.</li> <li>Restrictive covenant to limit number of access points was required.</li> </ul>	Yes	N/A
Mar. 8, 1993	9360 No. 5 Rd.	Catholic Independent Schools	<ul style="list-style-type: none"> <li>West 108 m of lot depth rezoned to ASY.</li> <li>ALC approval subject to:               <ul style="list-style-type: none"> <li>Submission of an Agricultural Development Plan.</li> <li>Restrictive covenant to preserve the backlands for agriculture.</li> <li>No encroachment of parking, sewage disposal, etc. into agricultural lands.</li> <li>Development area restricted to west 1.5 ha area.</li> <li>Erect fencing between school site and agricultural lands.</li> </ul> </li> <li>The property has not been developed.</li> </ul>	No	N/A (the property has not been developed)
Apr. 2, 1993	8320 No. 5 Rd.	International Sports, Arts and Educations Centre Inc.	<ul style="list-style-type: none"> <li>West 110 m of lot depth rezoned to ASY.</li> <li>ALC approval in 1992 subject to:               <ul style="list-style-type: none"> <li>Submission of an Agricultural Development Plan.</li> <li>Restrictive covenant to limit uses on backlands to agriculture.</li> <li>No encroachments by septic fields or parking areas into agricultural lands.</li> <li>Lot consolidation.</li> </ul> </li> </ul>	No	N/A (the property has not been developed)



Date Rezoned	Address	Institution	Comments/Requirements	Is Building Built?	Evidence of Farming?
Sep 13, 1993	12100 Blundell Rd	Richmond Chinese Evangelical Free Church	<ul style="list-style-type: none"> <li>Bylaw 6058 to rezone the entire site to ASY</li> <li>No ALC approval needed as the site is less than 2 acres.</li> <li>Restrictive covenant registered to limit access to Blundell Road to one 8m wide driveway located 10m east of the west property line.</li> </ul>	Yes	N/A
Dec. 15, 1993	8240 No. 5 Rd.	Dharm Drum Mountain Buddhist Association	<ul style="list-style-type: none"> <li>West 110 m of lot depth rezoned to ASY.</li> <li>ALC approval of non-farm use subject to: <ul style="list-style-type: none"> <li>Preparation of an Agricultural Development Plan;</li> <li>Restrictive covenants to ensure that backlands remain as farmlands;</li> <li>No expansion of facilities into farmland permitted.</li> </ul> </li> </ul>	Yes	Fruit trees and Greenhouses
Apr. 25, 1995	10060 No.5 Road (Previous addresses: 10060 No. 5 Rd. 10040 No. 5 Rd.)	Lingyen Mountain Temple	<ul style="list-style-type: none"> <li>West 110 m of lot depth rezoned to ASY.</li> <li>ALC approval subject to: <ul style="list-style-type: none"> <li>Restrictive covenant to ensure that the backlands remain agricultural, that there is no expansion of assembly uses onto backlands, and that all services and utilities are located within the ASY zoned areas.</li> <li>Completion of a soil conditioning program and water management plan.</li> </ul> </li> <li>Applicant submitted an Agricultural Site Plan.</li> <li>City staff reports did not tie rezoning approval to implementation of Agricultural Site Plan.</li> </ul>	Yes	Forage And Fruit trees
May 12, 1997	8760 No. 5 Rd.	Richmond Jewish Day School Society of B.C.	<ul style="list-style-type: none"> <li>Entire 0.95 ha (2.35 ac.) site rezoned to ASY.</li> <li>The depth of the lot is 129 m, so it exceeds the 110 m assembly use boundary.</li> <li>ALC approval subject to the planting of a garden or orchard along the eastern property line. The width of this orchard was 20 m to reflect the amount of land that exceeds the 110 m boundary. (Note: There is no orchard planted on the site; area that is supposed to be orchard is now occupied by grass)</li> <li>No covenants were registered to ensure that the eastern 20 m would be used for farmland and the rezoning application did not include a requirement to plant the orchard as a condition of rezoning.</li> <li>City required a restrictive covenant to limit access to the site as north as possible.</li> </ul>	Yes	Yes (20m along the eastern property line was required to be a garden or orchard)



Date Rezoned	Address	Institution	Comments/Requirements	Is Building Built?	Evidence of Farming?
Nov. 9, 1998	Council adopts Policy 5035 which imposes a moratorium on Assembly Use development along No. 5 Road, but specifies that the moratorium may be lifted on an individual basis for owners who: <ol style="list-style-type: none"> <li>1. Prepare farm plans;</li> <li>2. Explore farm land consolidation;</li> <li>3. Commit to do any necessary on-site infrastructure improvements;</li> <li>4. Co-operate as necessary to remove constraints (e.g. required infrastructure) to farming the backlands, in partnership with others; and</li> <li>5. Commit to legal requirements as may be stipulated by Council to achieve acceptable land use (e.g. farming the backlands.)</li> </ol>				
May 10, 1999	10260 No. 5 Rd.	Richmond Christian School	<ul style="list-style-type: none"> <li>- West 110 m of lot depth rezoned to ASY.</li> <li>- Detailed Farm Plan was submitted.</li> <li>- ALC approval subject to:               <ul style="list-style-type: none"> <li>- Restrictive covenant to restrict the backlands for agriculture, and limit buildings on the backlands to farm buildings only.</li> <li>- Deposit of \$5000 financial security to guarantee farming for at least one year.</li> <li>- Installation of a fence and landscape buffer between institutional and agricultural uses.</li> </ul> </li> </ul>	Yes	Farmed intermittently
Feb. 14, 2000	8840 No. 5 Rd.	Subramaniya Swamy Temple of B.C.	<ul style="list-style-type: none"> <li>- Entire 1000 m2 site was rezoned to ASY.</li> <li>- No ALC approval needed because site is less than 0.8 ha.</li> <li>- No farming was required as part of this application.</li> </ul>	Yes	N/A
March 27, 2000	Council adopts Policy 5037 and rescinds Policy No. 5006 and Policy 5035. The new Policy 5037 amends the No. 5 Road Backlands Policy by implementing stricter approvals procedure in order to achieve farming of the backlands. In addition to the conditions and criteria for development specified in Policies 5006 and 5035, Policy 5037 also adds: <ol style="list-style-type: none"> <li>1. That the amount of land on each property that may be developed for non-farm use is limited to the westerly 110 m of properties;</li> <li>2. That active farming of the backlands be undertaken before an application for rezoning be submitted to the City.</li> </ol>				
Dec 10, 2001	12200 Blundell Rd	The Fujian Evangelical Church	<ul style="list-style-type: none"> <li>- Bylaw 7278 adopted to allow expansion of the Fujian Evangelical Church</li> <li>- Entire site is zoned ASY</li> </ul>	Yes	N/A
March 15 2005	8280 No.5 Rd	Peace Evangelical Church	<ul style="list-style-type: none"> <li>- Bylaw 7720 Adopted in 2005 to rezone the west 110m to ASY and the remainder to AG1</li> <li>- The farm plan submitted in 2003 for RZ03-254766 outlines a program to plant approx. 70 fruit trees in the backlands.</li> </ul>	Yes	Yes
Oct 22, 2007	8160 No.5 Rd.	Thrangu Monastery Association	<ul style="list-style-type: none"> <li>- Bylaw 8222 to rezone the westerly 114m to ASY and the remained AG1</li> <li>- A farm plan submitted as part of RZ04-279819</li> <li>- Planting of a variety of fruit orchard trees</li> </ul>	Yes	Yes





City of  
Richmond

## Report to Committee

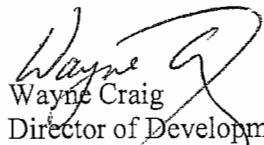
To: Planning Committee  
From: Wayne Craig  
Director of Development

Date: April 29, 2015  
File: AG14-657892

Re: Agricultural Land Reserve Appeal Application by Arul Migu Thurkadevi Hindu  
Society of BC for Non-Farm Use at 8100 No. 5 Road

### Staff Recommendation

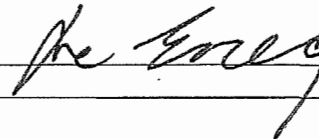
That the application by Arul Migu Thurkadevi Hindu Society of BC for a non-farm use at 8100 No. 5 Road to develop a Hindu temple and off-street parking on the westerly 110m of the site be endorsed and forwarded to the Agricultural Land Commission.

  
Wayne Craig  
Director of Development

WC:mp  
Att.

### REPORT CONCURRENCE

CONCURRENCE OF GENERAL MANAGER





## Staff Report

### Origin

Arul Migu Thurkadevi Hindu Society of BC has applied to the City of Richmond for an Agricultural Land Reserve (ALR) non-farm use application for permission to develop a Hindu temple and required off-street parking on the westerly 110 m of the site at 8100 No. 5 Road. The site is currently occupied by a single family dwelling, which will be demolished. A location map and an aerial photograph are included in Attachment 1.

### Findings of Fact

A Development Application Data Sheet providing details of the development proposal is contained in Attachment 2.

#### ALR Non-Farm Use Application Process

A non-farm use application requires consideration by Richmond City Council prior to being forwarded to the Agricultural Land Commission (ALC) for consideration. If the Council passes a resolution in support, the non-farm use application will be forwarded to the ALC. Should Richmond Council not grant approval of the non-farm use application, the application will not proceed further. Once the application is forwarded to the ALC, it has the sole decision making authority on the proposal. If approved, the application will be returned to the City for future consideration of the application to rezone the westerly 110m of the site from "Agriculture (AG1)" to "Assembly (ASY)".

### Project Description

The subject site is 10,955 m<sup>2</sup> (2.7 acres) in area. Under the proposed land use plan, approximately 40% of the site would be used by institutional use (i.e., the Hindu temple and associated off-street parking) and 60% would be used for agriculture. The site area for institutional uses is located within Council's endorsed 110m limit for institutional uses on the No.5 Road corridor. Details of the proposed agricultural plan are provided in the "Analysis" section of this report.

The proposed temple building will be approximately 1,308.7 m<sup>2</sup> (14,087.1 ft<sup>2</sup>) in floor area. The building will contain a worship hall, a multi-functional hall and ancillary uses on the ground floor, and a 152.6 m<sup>2</sup> (1,643 ft<sup>2</sup>) dormitory containing two sleeping units on the second floor. The proposed dormitory use is permitted under the "Assembly (ASY)" zone.

The multi-functional hall will front onto No. 5 Road and will be used for community support services such as a gathering place for seniors, language, cultural and religious studies and a dining hall after religious services. The main entrance to the worship hall is proposed on the east side of the building, and parking areas are proposed around the building. Preliminary drawings are provided in Attachment 3.

The proposed temple development would comply with the proposed "Assembly (ASY)" zoning regulations, except for the proposed height for the decorative roof elements. The preliminary drawings identify a variance to increase the height of the decorative roof elements from 12 m to



14.8 m. Details of the requested variance will be further reviewed through the forthcoming Development Variance Permit application process. If approved by the ALC, a staff report for the rezoning will be prepared for Council, and the Development Variance Permit application will be reviewed by the Development Permit Panel. Staff will continue to work with the applicant to refine the building design and reduce any potential building height variance should the application proceed.

### **Surrounding Developments**

The subject site is surrounded by properties contained in the ALR.

To the North: The subject site abuts three properties to the north.

- To the northwest is the Richmond Chinese Evangelical Free Church with associate parking area located at 8040 No. 5 Road, which is zoned "Assembly (ASY)".
- The middle portion of the subject site abuts the rear portion of the site located at 12180 Blundell Road, which is zoned "Agriculture (AG1)". The site is also owned by Richmond Chinese Evangelical Free Church and is occupied by a single detached house. Currently, there are no farming activities occurring on the site.
- To the northeast is the Fujian Evangelical Church located at 12200 Blundell Road, which is zoned "Assembly (ASY)".

To the East: The BC Muslim Association at 12300 Blundell Road containing temple-related buildings and off-street parking. The entire site is zoned "Assembly (ASY)".

To the South: A property owned by Thrangu Monastery Association at 8140 No. 5 Road containing a temple building on a split-zoned property with "Assembly (ASY)" on the westerly 110 m and "Agriculture (AG1)" on the remaining portion. Active farming is undertaken on the back portion of the site in the form of an orchard.

To the West: Across No. 5 Road, "Agricultural (AG1)" zoned properties.

### **Related Policies & Studies**

#### 2041 Official Community Plan (OCP)

The westerly 110m of the subject site is designated "Community Institutional" in the 2041 OCP and "Agriculture, Institutional and Public" in the McLennan Sub-Area Plan, and the remaining portion is designated "Agriculture" in both plans. The proposal complies with the existing OCP and Sub-Area Plan land use designation (Attachment 4).

#### No. 5 Road Backlands Policy

The original No. 5 Backlands Policy was approved by Council in 1990 and was revised on March 27, 2000 (Attachment 5). The provision of this Policy allow for land uses permitted in the "Assembly (ASY)" zoning district on the westerly 110m (361 ft.) of properties on No. 5 Road and all proposals for lands subject to the Policy are required to enter into legal agreements as deemed necessary to ensure active farming of the backlands. The proposal is consistent with this Policy.



Flood Plain Designation and Protection Bylaw 8204

The proposal must comply with the City's Flood Plain Designation and Protection Bylaw 8204. Registration of a Flood Plain Covenant on title will be required as part of the rezoning application process.

**Consultation**Agricultural Advisory Committee (AAC)

The AAC reviewed the proposal at its meeting held on January 29, 2015 and passed the following motion (Attachment 6):

*That the non-farm use application for a new Hindu temple at 8100 No. 5 Road be supported subject to the following conditions:*

- 1. Additional organic soil to be retained on the site as per the recommendations included in the agrologist report;*
- 2. The drainage tile to be a minimum of 4" in size and not to have a sock; and*
- 3. An alternative drainage plan to be brought forward for Committee's review and comments if the City does not allow the site to connect to the City's storm sewer system.*

*Carried Unanimously*

Details of the agricultural plan and the revisions to address the AAC's comments are described in detail in the "Analysis" section of this report.

**Analysis**Staff Comments

No significant concerns have been identified through the review of the non-farm use application. As the majority of the subject site is designated as an Environmentally Sensitive Area (ESA) and the proposed parking area would encroach onto the western portion of the ESA, an ESA Development Permit will be required. Under the ESA Development Permit exemption criteria specified in the 2041 OCP, agricultural activities would not be subject to the ESA Development Permit requirements if the applicant provides information to demonstrate that the site will be farmed by legitimate farmers. Further review will be conducted at the Development Permit stage to determine the value of the ESA and appropriate compensation. The Development Permit would be combined with the Development Variance Permit if the applicant wishes to continue to pursue the variance for the increased height.

Agricultural Plan

The applicant has provided an agricultural plan prepared by a professional agrologist (Attachment 7). The plan describes the agricultural capability of the site and provides a detailed farm implementation plan.

The congregation intends to grow a selection of vegetables and fruits on a small portion of the agricultural land and plant approximately 815 blueberry trees, and donate farm products for



charity or use them for community purposes and/or self-consumption. The operation of the farm will be led by an established Richmond farmer who has extensive hands-on experience in biodynamic farming and the members of the congregation with previous farming experience.

In order to increase agricultural capability of the subject site, the plan proposes a subsurface drainage system, and salvage of topsoil from the proposed institutional portion of the site to be spread evenly across the agricultural portion of the land.

The AAC was generally satisfied with the proposed agricultural plan but noted concerns regarding the drainage system designed to discharge the subsurface drainage water into the eastern portion of the ESA and infiltrate naturally into the ground if the City does not allow the site to be connected to the City's storm sewer system on No. 5 Road. The AAC noted that this option may cause drainage issues for neighbouring properties, and requested that the applicant confirm with the City's Engineering staff if connection to the City's storm sewer system on No. 5 Road would be allowed. Also, the AAC requested that the minimum size of the subsurface drainage pipe be 4 inches, which is typical for blueberry farming, and not be covered with a filter sock (typically used to prevent clogging of perforated drainage pipes) as it is not suitable for organic soil.

In order to address the AAC concerns, the applicant has submitted a revised drainage plan and a memo providing the following additional details (Attachment 8).

- The site will be connected to the City's storm sewer system on No. 5 Road. Since the City does not allow groundwater to be discharged into the City's storm sewer due to its high iron content, the drainage design is revised to show that only surface water, not groundwater, will be discharged to the City's storm sewer system on No. 5 Road. The revised plan also shows that field drainage will be by a ditch on the south property line and site grading will direct surface water into the ditch and then into the main storm sewer pipe under the proposed parking area.
- No filter sock will be attached to the subsurface drainage pipe as requested by the AAC.
- Approximately 1,500 m<sup>3</sup> soil will be salvaged from the institutional portion of the site to be spread over the agricultural area.

The memo and the revised plan were circulated to the AAC members by email for review and comment. The AAC was generally satisfied with the revised plan and additional details provided in the memo, but requested the applicant to increase the size of the main storm sewer pipe under the parking area from 150 mm to 250 mm to prevent any potential flooding issues. The applicant further revised the memo to indicate the size of the storm sewer pipe will be 250 mm.

The cost to implement the agricultural plan is estimated to be \$59,925. Staff recommend that a legal agreement and security be requirements of the forthcoming rezoning application process to ensure the farm plan is implemented. The agreement will require confirmation that the agricultural backlands are in full farm production, which must be verified by a report submitted from the consulting agrologist prior to release of the security.



Forthcoming Applications

If the ALR non-farm use application is approved, the following issues will be dealt with at the future application stages:

- Rezoning Application
  - Develop more detailed building plans
  - Review technical and servicing details and finalize all engineering and transportation requirements including a 4-m land dedication along No.5 Road and infrastructure upgrades
  - Confirm compliance with the parking provisions in the Zoning Bylaw
  - Review details of the anticipated special events and parking management plan
  - Secure an appropriate legal agreement and bond to ensure that the agricultural backlands will only be utilized for farm activities and the proposed agricultural plan is implemented
- ESA Development Permit Application
  - Review details of the existing vegetation and determine appropriate mitigation and compensation measures
  - Develop detailed landscape plans
  - Finalize details of the landscape buffer between the proposed non-farm use and farm use and secure a legal agreement to be registered on title that identifies that the on-site agricultural landscape buffer to be implemented
  - Review details of a tree retention plan and determine appropriate replacement planting
- Development Variance Permit Application
  - Review details of the proposed height variance

The ESA Development Permit and Development Variance Permit would be processed concurrently.

**Financial Impact**

None anticipated.



**Conclusion**

The proposal is consistent with the 2041 OCP and No. 5 Backlands Policy. Staff support the ALR non-farm use application at 8100 No. 5 Road and recommend that Council endorse the application to be forwarded to the ALC for consideration.

Minhee Park  
Planner 1

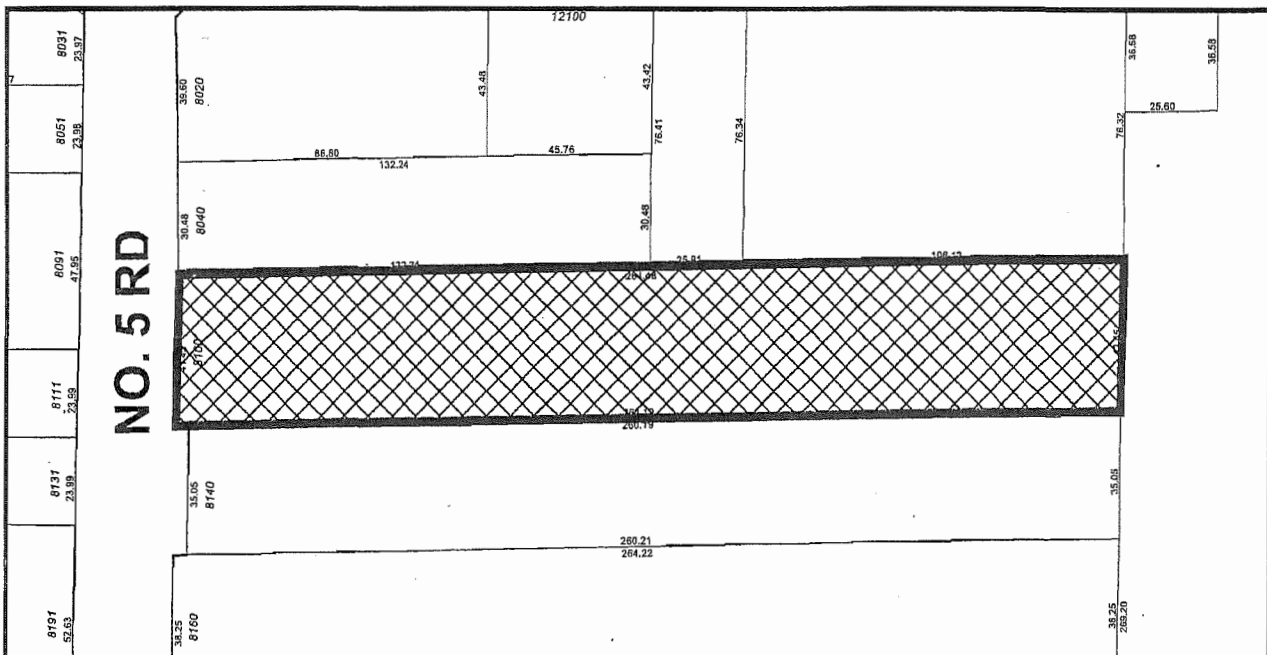
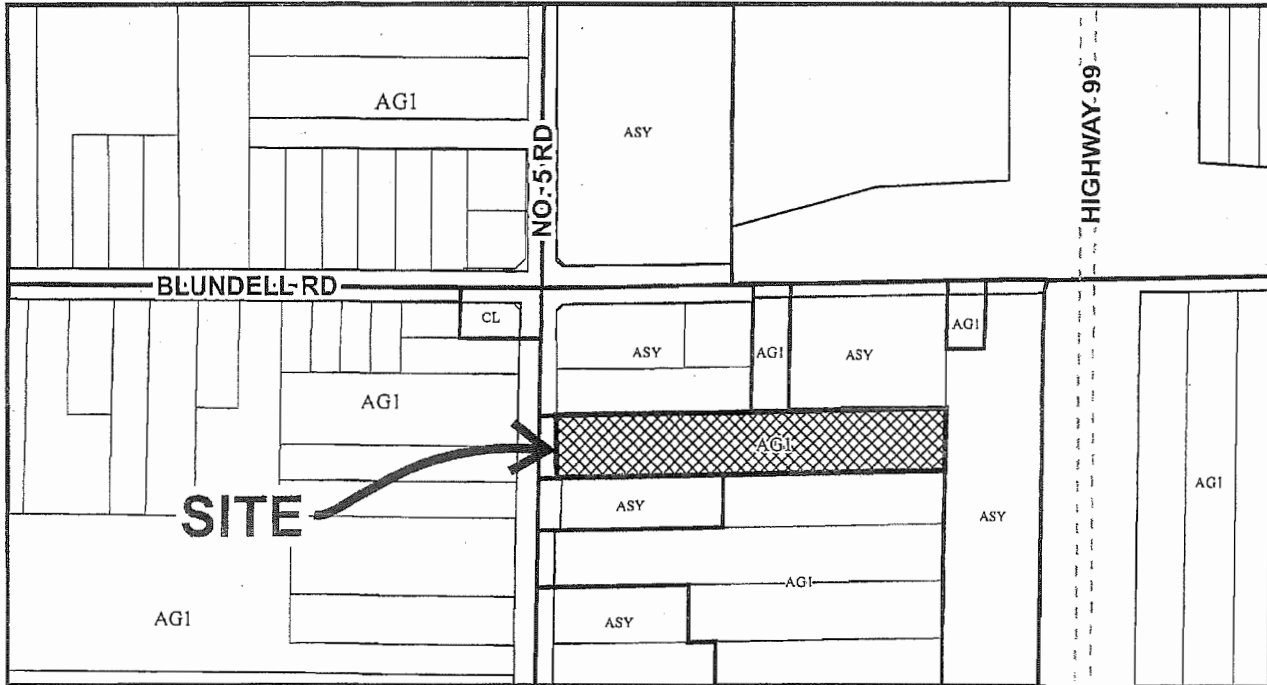
MP:cas

- Attachment 1: Location Map
- Attachment 2: Development Application Data Sheet
- Attachment 3: Preliminary Drawings
- Attachment 4: East Richmond McLennan Sub-Area Plan Land Use Map
- Attachment 5: No. 5 Road Backlands Policy
- Attachment 6: Agricultural Advisory Committee Meeting Minutes (January 29, 2015)
- Attachment 7: Agricultural Plan
- Attachment 8: Memo from the Agrologist and Revised Drainage Plan





City of  
Richmond



AG 14-657892

Original Date: 03/17/14

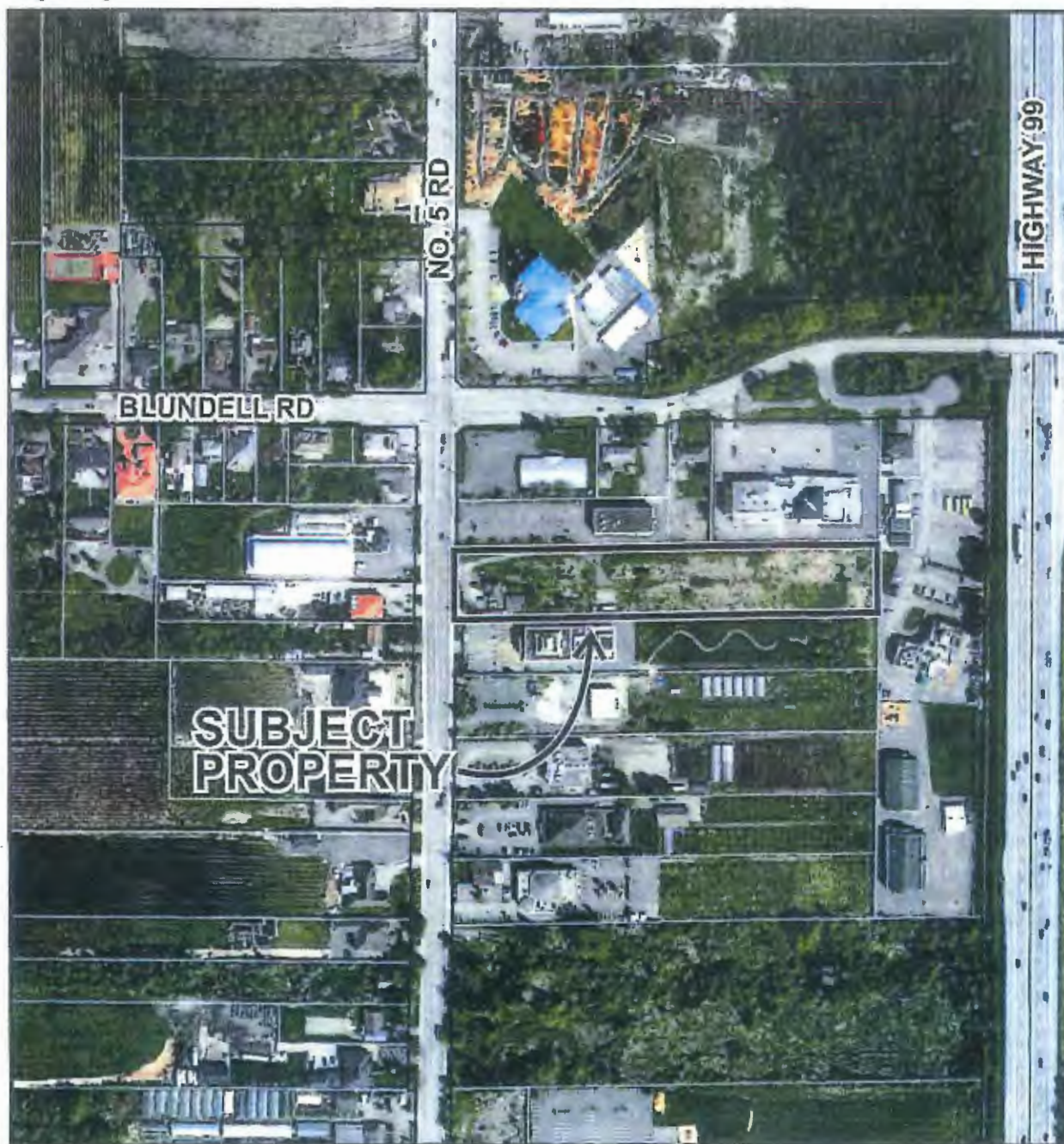
Revision Date: 05/06/15

Note: Dimensions are in METRES





City of  
Richmond



AG 14-657892

Original Date: 03/17/14

Revision Date:

Note: Dimensions are in METRES





**City of  
Richmond**

**Development Application Data Sheet**  
Development Applications Division

**AG 14-657892**

**Attachment 2**

Address: 8100 No.5 Road

Applicant: Arul Migu Thurkadevi Hindu Society of BC

Planning Area(s): East Richmond – McLennan Sub Area

	Existing	Proposed
<b>Owner:</b>	Domenica Taddei & Giuseppe Taddei	Arul Migu Thurkadevi Hindu Society of BC
<b>Site Size (m<sup>2</sup>):</b>	10,955 m <sup>2</sup>	10,790 m <sup>2</sup> (after 4m dedication)
<b>Land Uses:</b>	A single detached house (to be demolished)	Westerly 110m: Institutional Remaining portion: Agriculture
<b>OCP Designation (General):</b>	Westerly 110m: Community Institutional Remaining: Agriculture	No change
<b>McLennan Sub Area Plan Designation:</b>	Westerly 110m: Agriculture, Institutional and Public Remaining: Agriculture	No change
<b>Zoning:</b>	Agriculture (AG1)	Westerly 110m: Assembly (ASY) Remaining: Agriculture (AG1)
<b>Other Designations:</b>	ESA (Old Fields and Shrublands) designation on the entire backlands and a portion of the proposed parking area	ESA DP required





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THE HINDU TEMPLE SOCIETY OF BRITISH COLUMBIA  
1100 WEST 10TH AVE, SUITE 200, VANCOUVER, BC V6H 2G6  
TEL: 604-681-1100  
WWW.HINDUTEMPLESOCIETY.COM

DATE: 01/15/2014  
BY: MCH  
PROJECT: HINDU TEMPLE  
SHEET: 01/15/2014  
SCALE: 1/8" = 1'-0"

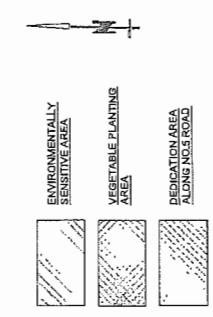
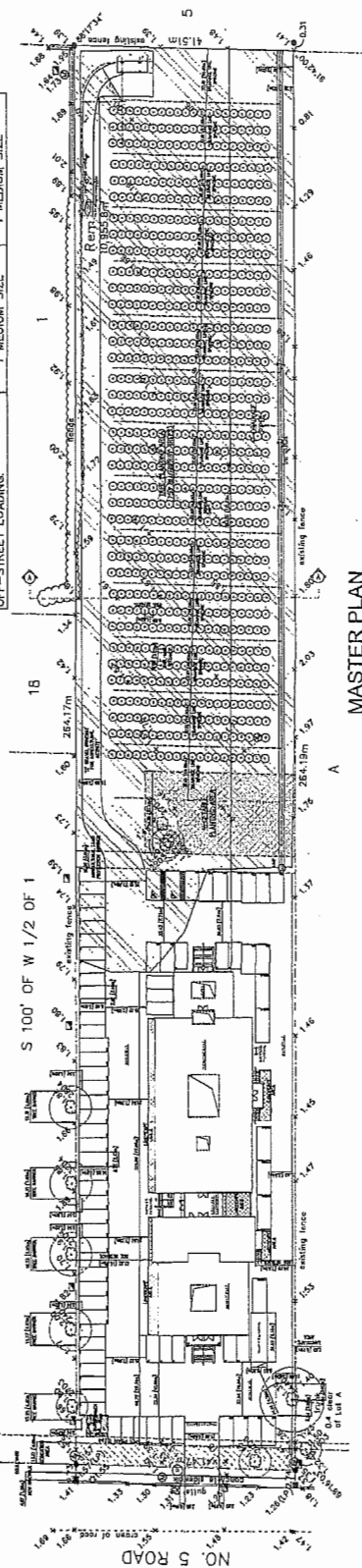
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PROJECT: HINDU TEMPLE  
SHEET: 01/15/2014  
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HINDU TEMPLE  
8100 NO. 5 ROAD  
RICHMOND, B.C.

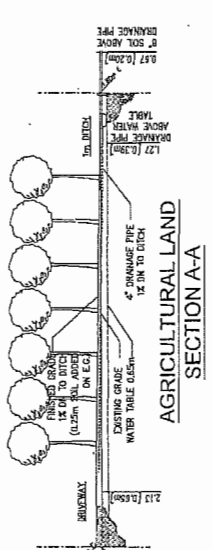
MASTER PLAN  
PROJECT DATA

Project No.	01/15/2014
Client	Hindu Temple
Location	8100 NO. 5 ROAD, RICHMOND, B.C.
Scale	1/8" = 1'-0"
Project Number	01/15/2014
Revision Date	01/15/2014
Sheet No.	D01

EXISTING:	PROPOSED:
SURVEY PLAN OF LOT 2, EXCEPT THE SOUTH 115 FT; BLOCK "A" OF SECTION 19, BLOCK 4 NORTH, RANGE 5 WEST, NEW WESTMINSTER DISTRICT, 1961-4090	
SITE AREA: 117,939.19 SF (10,955.8 SM)	117,939.19 SF (10,955.8 SM)
LAND USES: SINGLE FAMILY HOUSE & AGRICULTURE	ASSEMBLY
OCF DESIGNATION: RESIDENTIAL & AGRICULTURE	ASSEMBLY
ZONING: AGI	ASY
REQUIRED/ALLOWED: (BASED ON ASY)	PROPOSED:
FLOOR AREA RATIO: 50% (0.50)	137.84 SSF (0.117)
LOT COVERAGE: 50% (0.50)	122.83 SSF (0.42%)
SETBACK-FRONT YARD: MIN. 6.0m	20.34m (66.72')
SETBACK-SIDE YARD (NORTH): MIN. 7.5m	14.53m (47.53')
SETBACK-SIDE YARD (SOUTH): MIN. 7.5m	7.53m (24.70')
SETBACK-REAR YARD: MIN. 7.5m	171.77m (563.55')
HEIGHT: (m)	BUILDING: 10.3m (33.87')
	DECORATION TOWER: 14.78m (48.42')
LOT SIZE: N/A	117,939.19 SF (10,955.8 SM)
OFF-STREET PARKING ASSEMBLY:	RELIGIOUS ASY: 61.88 REG: 35 BANQUET HALL: 20.9 CHURCH: 1.75 CHILD CARE: 1.75 KITCHEN: 2.0 TOTAL: 80
OFF-STREET BICYCLE PARKING ASSEMBLY:	CLASS-1: 2.12 CLASS-2: 26.13 TOTAL: 28.25
OFF-STREET PARKING ACCESSIBLE:	2% OF PARKING
OFF-STREET LOADING:	1.4
	1 MEDIUM SIZE
	2
	1 MEDIUM SIZE



MASTER PLAN









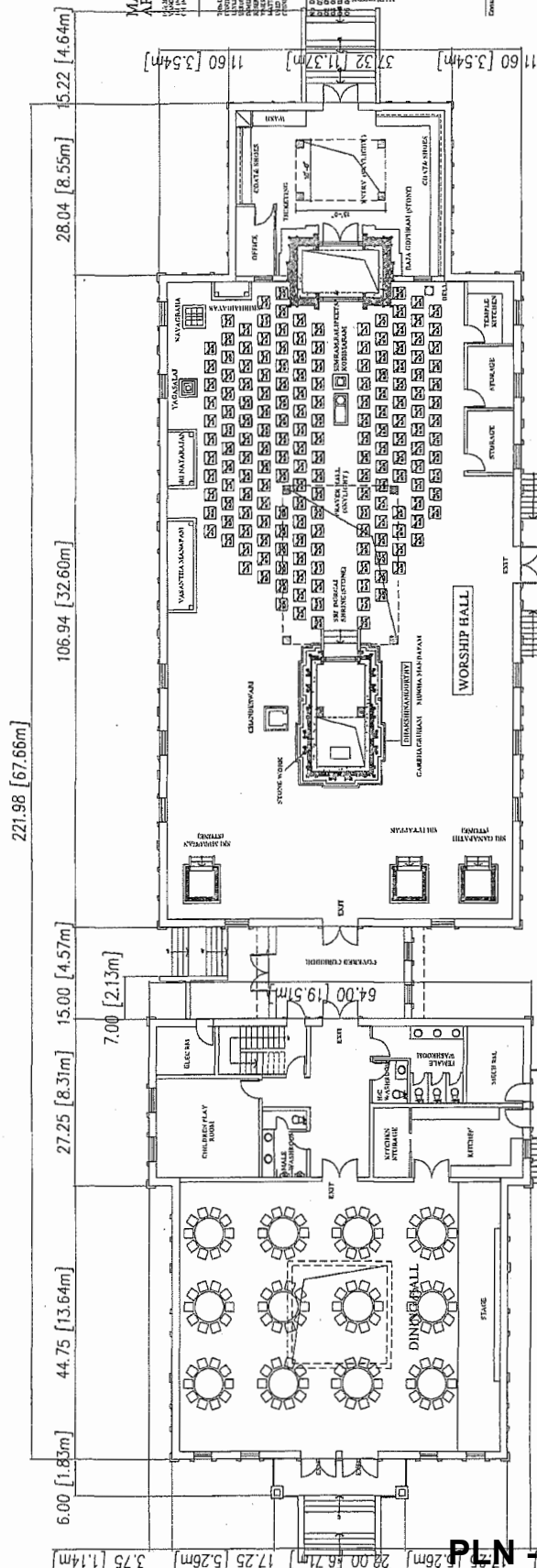
CONTRACTING TO HAVE SEIZED. THE GENERAL THEORY THAT VARIOUS ALL DOMESTICATED ANIMALS WILL OBEY TO A DOMINANT OF MALE. ALL MALES ARE CONSIDERED TO BE ACTIVELY DOMINANT TO THE FEMALE. TO MAINTAIN THIS HIERARCHY, HIGH PLAYS AND CHASES ARE INITIATED BY MALES TO MAINTAIN THE HIERARCHY OF THE GROUP. THIS BEHAVIOR IS NOT NECESSARILY A DIRECT CONSEQUENCE OF SEXUAL ACTIVITY. INSTEAD, IT IS A DIRECT CONSEQUENCE OF THE MALE'S NEED TO MAINTAIN THE HIERARCHY OF THE GROUP.

Revisions	Date	By
REWORKING	07/07/14	
REWORKING	07/08/15	
REWORKING	02/10/15	
REWORKING	03/10/15	
REWORKING	04/09/15	

**Project Title**  
HINDU TEMPLE  
3100 NO.5 ROAD  
RICHMOND, B.C.

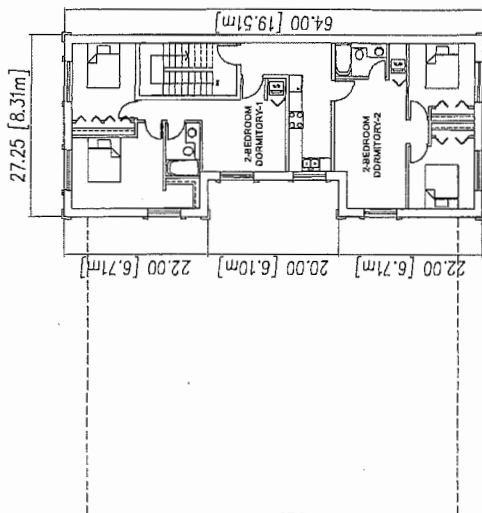
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Model:	1/8" x 1" - 8"	
Product Name/Part		
Revision		Rev. No.
Print Date:		2015/04/18



## GROUND FLOOR PLAN

GROSS AREA: 12151.5 sf  
NUMBER OF SEAT FOR WORSHIP HALL=179  
NUMBER OF SEAT FOR DINING HALL= 120



## SECOND FLOOR PLAN

GROSS AREA: 1643 sf



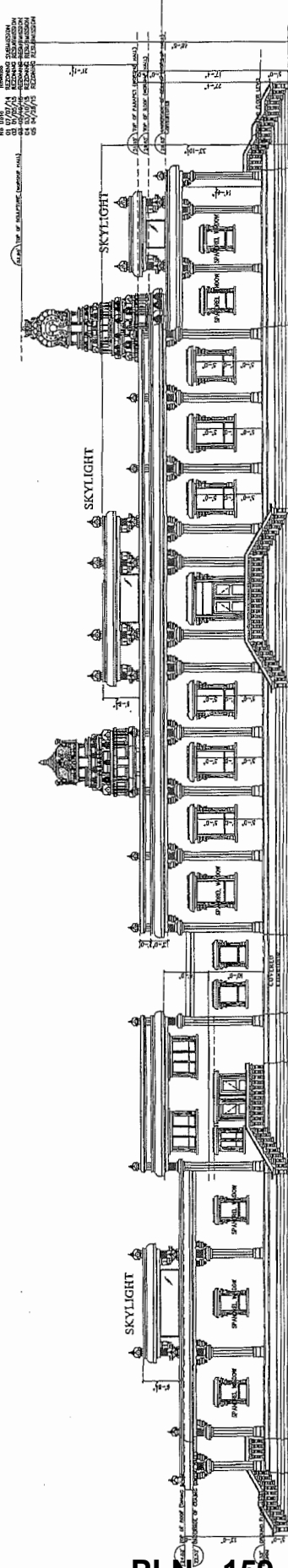


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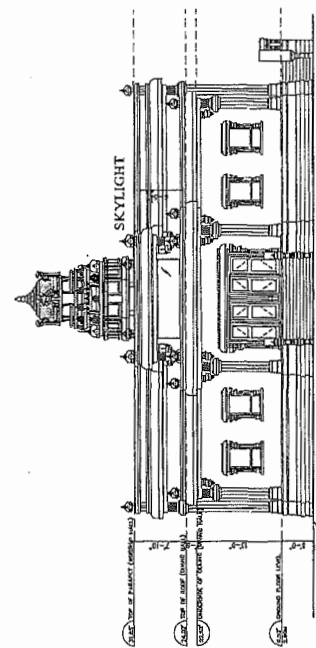
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BY: J.C.  
CHECKED: J.C.  
APPROVED: J.C.  
REVISIONS:  
1. 01/17/14  
2. 01/17/14  
3. 01/17/14



**SOUTH ELEVATION**

HINDU TEMPLE  
8100 NO.5 ROAD  
RICHMOND, B.C.

Sheet No.  
**ELEVATIONS**



**WEST ELEVATION (FRONTING NO.5 ROAD)**

Owner	BC
Architect	BC
Engineer	BC
Interior Designer	BC
Project Number	001
Revision Date	2014/01/17
Sheet No.	D04



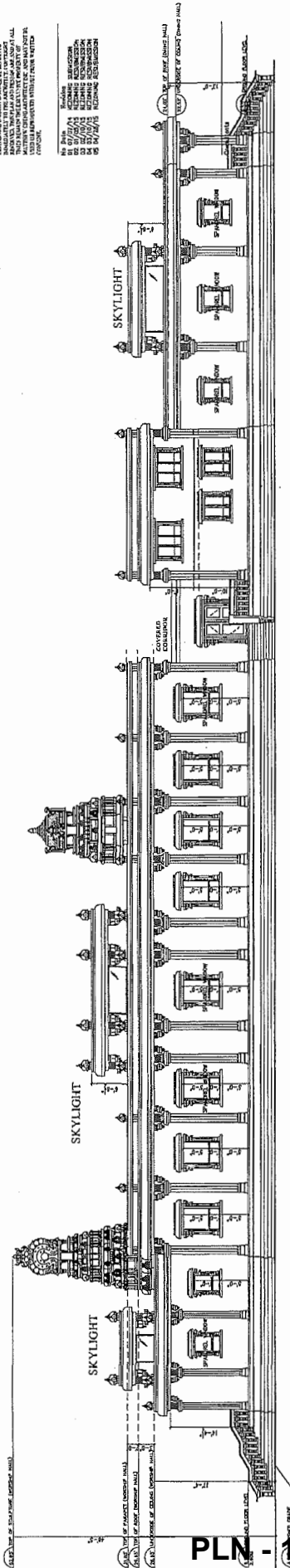


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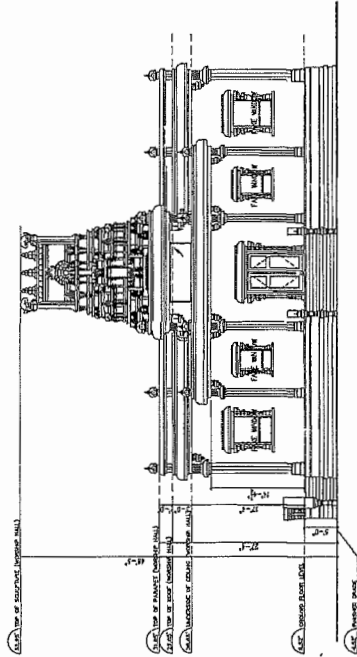
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BY: MCH/AL  
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BY: MCH/AL  
CHECKED: MCH/AL



NORTH ELEVATION

Product Size  
HINDU TEMPLE  
8100 NO.5 ROAD  
RICHMOND, B.C.

Scale: 1/8" = 1'-0"  
ELEVATIONS



EAST ELEVATION

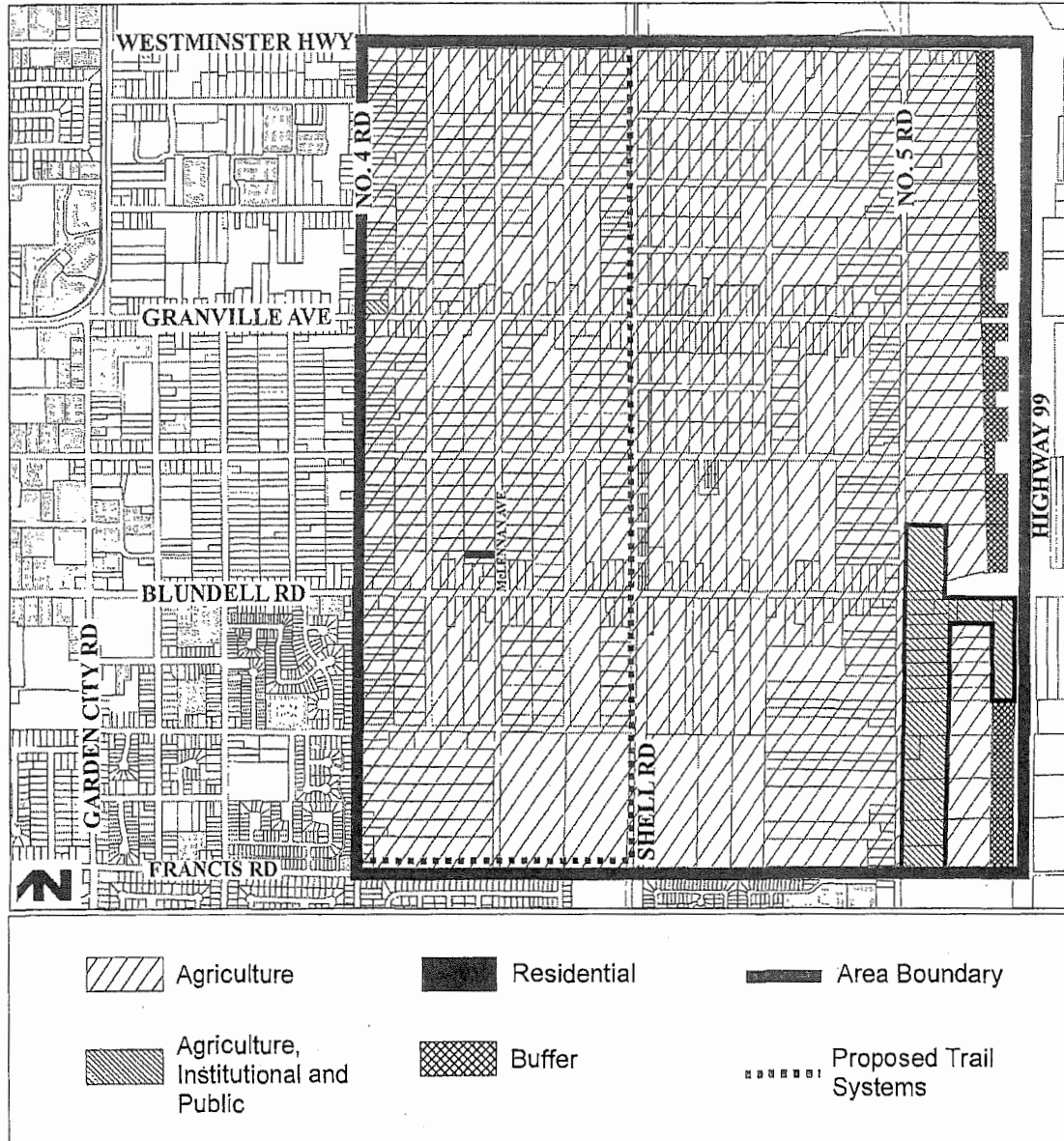
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8100 NO.5 ROAD  
RICHMOND, B.C.

Project Number  
D05



City of Richmond

# Land Use Map

 Bylaw 8791  
 2012/09/10






# City of Richmond

# Policy Manual

Page 1 of 3

Adopted by Council: Mar. 27/00

POLICY 5037

File Ref: 4105-04

NO. 5 ROAD BACKLANDS POLICY

## POLICY 5037:

It is Council policy that:

1. The area outlined in bold lines as "Area Proposed for Public and Institutional Use" on the accompanying plan dated 01/24/00 may be considered for non-farm use.
2. The types of non-farm use which may be considered are:
  - "Assembly District" uses, and
  - Certain "School / Public Use District" uses (i.e., public park, public recreation facility, municipal works, health and safety measures, community use).
3. The amount of land on each property which may be developed for approved non-farm uses is limited to the westerly 110 m (360.892 ft) for properties fronting onto No. 5 Road.  
  
The remaining back land portion of each property shall be retained for farm use only.
4. Satisfactory sanitary sewage disposal is required as a condition of Development Permit approval.
5. Continue to strive for a partnership approach, with back land owner prepared farm plans to achieve farming, but allow for a limited infrastructure component (e.g., little or no regional and on-site drainage, irrigation or access roads), where a full infrastructure component is not practical.
6. The current moratorium on non-farm use approvals (initiated by the Land Commission and adopted by Council in February, 1996) should be retained and may be lifted on an individual lot basis for owners who:
  - a) prepare farm plans;
  - b) explore farm consolidation;
  - c) commit to do any necessary on-site infrastructure improvements;
  - d) co-operate as necessary to remove constraints (e.g., required infrastructure) to farming the back lands, in partnership with others; and
  - e) commit to legal requirements as may be stipulated by Council to achieve acceptable land uses (e.g., farming the back lands).
  - f) undertake active farming of the back lands.
7. The following procedure will apply when considering applications for non-farm use and Assembly District rezoning.





## Approvals Procedure

Proponent applies to City and Commission for non-farm use approval.

Commission reviews proposal and may give approval in principle for non-farm use based on the proponent:

- preparing an acceptable farm plan;
- entering into a restrictive covenant;
- providing a financial guarantee to farm; and
- agreeing to undertake active farming first

Proponent undertakes active farming based on the approved farm plan.

Commission gives final approval for non-farm use.

Proponent applies to City for rezoning of site to Assembly District (ASY).

City approves rezoning application after proponent meets all City requirements.

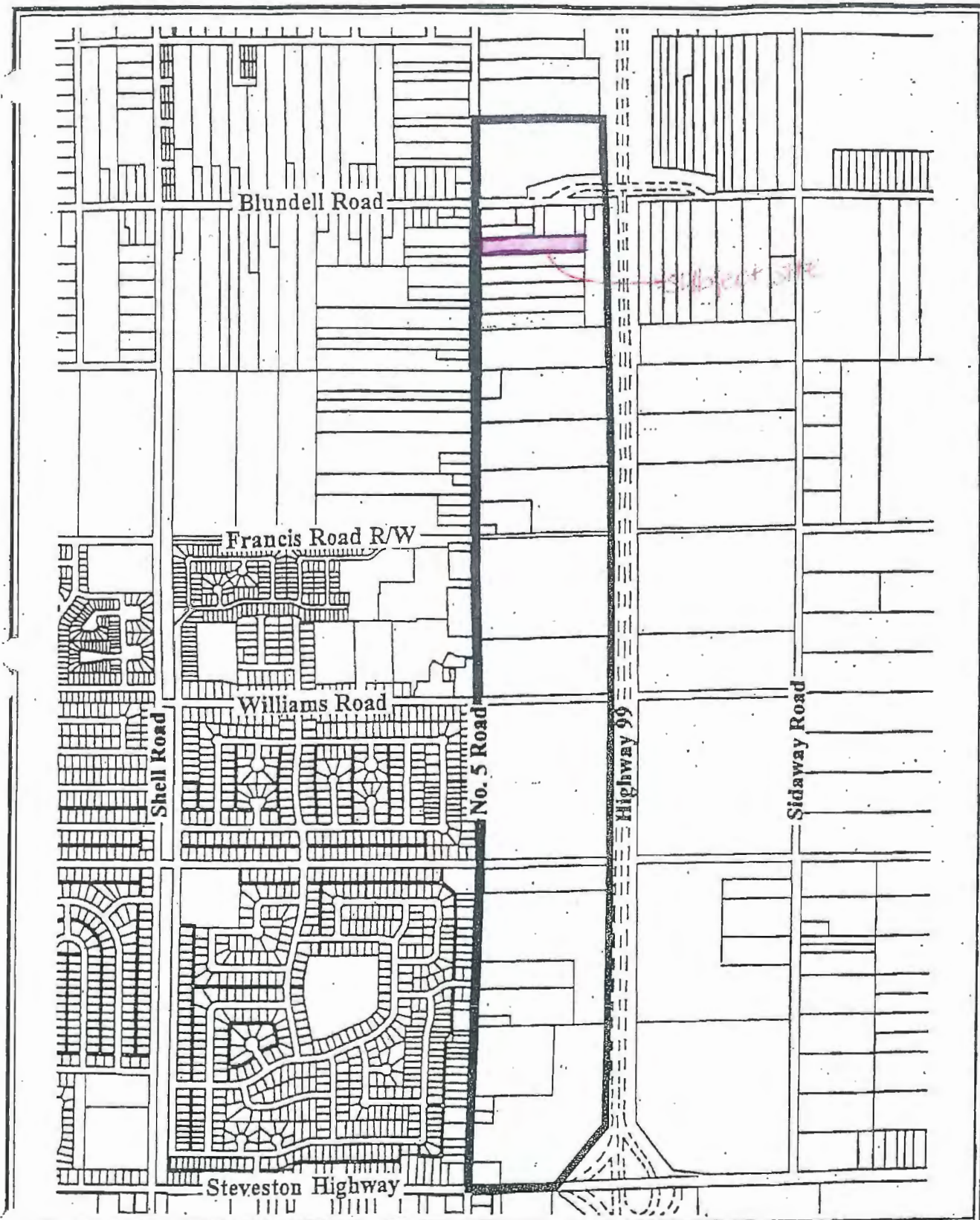
### Amendments to the above policies

If either the City or the Land Commission intends to amend any of the above procedures, the initiating party will advise the other party of this intent and seek comment on the proposed amendments prior to concluding any approvals.

### Co-ordination of review process

The City and the Commission will co-ordinate efforts when reviewing applications for non-farm use, in order to ensure that the interests of each party are addressed. This co-ordinated effort will be done prior to granting any approvals.





Area Proposed for Public  
and Institutional Use  
PLN - 164

Date:  
01/24/00



Excerpt from the Minutes from  
**The Agricultural Advisory Committee Meeting**

Thursday, January 29, 2015 – 7:00 p.m.  
Anderson Room  
Richmond City Hall

**3. Development Proposal - ALR Non-Farm Use**

Staff outlined the non-farm use proposal to develop a new Hindu temple at 8100 No. 5 Road. Staff noted that the proposal is subject to the No. 5 Backlands Policy, which allows institutional uses on the westerly 110m when the remaining portion is strictly used for farming. Staff also indicated the proposal includes a height variance and will be subject to the ESA DP requirement.

Committee had the following questions and comments:

- In response to Committee's query about the maximum building height, Staff explained it is the requirement specified in the proposed "Assembly" zone.
- Committee asked how the properties along No. 5 had been monitored to ensure the property owners continue to farm the backlands and whether the restriction is enforceable. Staff explained as restrictive covenants are registered on titles of the most sites, it is enforceable. Staff also periodically check and receive complaints or information from neighbours.
- Discussion ensued with regard to fill issues in the ALR and Committee noted that any illegal activities should be carefully monitored.
- Committee also noted the importance of a "succession plan" to ensure that the backlands are continued to be farmed by future owners. Community members acknowledged that the agricultural plan is solid and provides a good amount of details. Committee noted that, if the plan is followed through, it will be successful and continuity over time is the key.
- Committee invited the applicants to the table. The project architect, Matthew Cheng, introduced himself and noted that other consultants, including the agrologist, was also in attendance.
- Committee requested further details of the proposed drainage tile and noted a 4" drainage tile is typical for blueberry farming and no sock to be attached as it is not good for organic soil.



- Committee expressed concerns about details of the proposed drainage plan. It was noted that, if the City does not permit the site to be connected to the City's storm sewer system it will likely become an issues for neighbouring sites.
- Committee was glad to see soil will be recaptured and reused on the site rather than brought from outside.
- In response to Committee's question about residential units in assembly buildings, Staff noted that the use is often included in institutional developments as an accessory use.
- Committee also asked if there would be any parking issues. Staff noted that the current proposal shows it meets the parking requirement. In reply to Committee's question about special event parking arrangement, the representative from the Hindu society noted that they had secured an agreement with neighbours; in case of special events, the neighbouring site could be used for additional parking.
- As the farm is proposed be used for non-commercial purposes, it was suggested that the congregation consider opportunities with other non-profit community group.

The following motion was passed:

*That the non-farm use application for a new Hindu temple at 8100 No. 5 Road be supported subject to the following conditions:*

1. *Additional organic soil to be retained on the site as per the recommendations included in the agrologist report;*
2. *The drainage tile to be a minimum of 4" in size and not to have a sock; and*
3. *An alternative drainage plan to be brought forward for Committee's review and comments if the City does not allow the site to connect to the City's storm sewer system.*

*Carried Unanimously*



## Agricultural Plan

**8100 No. 5 Road  
Richmond, BC**



Prepared for:  
**Arul Migu Thurkadevi Hindu Society of BC**  
7468 Edmonds Street  
Burnaby, BC  
V3N 1B2

Prepared by:  
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## **List of Acronyms**

<b>AMT</b>	-	Arul Migu Thurkadevi
<b>ESA</b>	-	Environmentally Sensitive Area
<b>PGL</b>	-	Pottinger Gaherty Environmental Consultants Ltd.
<b>PID</b>	-	Parcel Identification Number



## 1.0 INTRODUCTION

Pottinger Gaherty Environmental Consultants Ltd. has been retained by the Arul Migu Thurkadevi (AMT) Hindu Society to develop an agricultural plan for the property located at 8100 No. 5 Road, Richmond, BC (the Site; Figure 1). Construction of the proposed temple and ancillary parking requires submission of a non-farm use application for the portion of the property fronting No 5 Road to the City of Richmond and Agricultural Land Reserve. The remaining portion of the property will be used for active agricultural purposes. This requires summarizing the capabilities and requirements to develop an agricultural use and farm implementation plan for submission to the City of Richmond and the Agricultural Land Commission.

Our report includes a description of the Site and Site soils, summarizes the Site's capabilities for farming, and provides an agricultural use and farm implementation plan. At this time, blueberry production has been planned for the Site and the farm implementation plan reflects soil requirements for blueberry production.

Specifically, the scope of our work includes a review of the following considerations and requirements:

- Topsoil: Develop a topsoil salvage and management plan;
- Drainage: Design a subsurface drainage plan for the agricultural portion of the property;
- Irrigation: Develop a crop irrigation system for the agricultural area; and
- Crop Alternatives: Suggest possible suitable agricultural uses for the agricultural portion of the property.

## 2.0 SITE DESCRIPTION

The Site is located on the east side of No. 5 Road, south of Blundell Road in Richmond, BC (Figure 1). The surrounding area is characterized by:

- North: institutional;
- West: institutional;
- South: agricultural and institutional; and
- East: agricultural.

### 2.1 Legal Description

The Site is comprised of one parcel. The legal description of the parcel is:

- 2 Sec 19 BLK4N RG5W PL 4090 Except Plan S115. The Parcel Identification Number (PID) is 003-413-110.

### 2.2 Zoning and Current Land Use

The Site is zoned by the City of Richmond as AG1 (traditional sites zoned for agriculture), and lies within the Agricultural Land Reserve. The Site is also designated as an Environmentally Sensitive Area (ESA) within the City of Richmond Official Community Plan. The ESA designation is Old Fields and Shrublands. The Official Community Plan has also identified the property as Agriculture and Community Institutional.



The City of Richmond considers Old Fields and Shrublands to be old fields and shrublands temporarily (>2 years) or permanently abandoned as agricultural or cleared lands that support mixed grass, forb, and shrub vegetation. Grass and shrub vegetation is often intermixed with increasing shrub cover after 10 years without mowing. Old field and shrubland is a man-made habitat type associated with the changing pattern of farming in agricultural landscapes, particularly the abandonment of farms.

## **2.3 Soils**

### **2.3.1 B.C. MOE Mapping**

The 1:25,000 scale published soils mapping in the RAB Bulletin 18: Soils of the Langley-Vancouver Map Area indicate the Site as Triggs-Lumbum soil complex. Triggs-Lumbum soil complex consists of up to 2m of partially- to well-decomposed organic matter overlying fine textured mineral deposits. Richmond soil series consists of 0.4 to 1.6m of well-decomposed organic matter overlying fine-textured deltaic deposits. Triggs-Lumbum soil complex are poorly drained and acidic in nature.

### **2.3.2 Current Onsite Inspection**

The subject property indicated evidence of surficial disturbance. The western portion had areas of gravel fill, including a driveway along the north property line and a footprint of a former structure near the south property line. A raised portion of the north side of the property has been covered in sawdust or hog fuel.

## **2.4 Land Use**

### **2.4.1 Subject Property**

The subject property is +/-1.1 hectare in area, and had a single-family residence, garage, shed and two metal shipping containers located on the western portion of the Site.

The property owners intend to redevelop a portion of the property in the western portion of the property extending 110m from the western property line.

## **2.5 Drainage Conditions**

There was no drainage system on the property. The water table is at or near the surface in winter. There was no standing water on the Site at the time of the Site inspection. There are no ditches adjacent to the property.

## **3.0 PROPOSED LAND IMPROVEMENTS**

### **3.1 Soil Conservation and Management**

#### **3.1.1 Soil Salvage and Use**

Topsoil from the proposed building development area is proposed for salvage and use on the eastern agricultural portion of the property. The surface soil on the proposed assembly use area is poor quality. The underlying organic soils are assumed to be of good quality. Site preparation of the built area will require removal of the organic soils and preload of the underlying silts with sand.

The poor quality fill and gravel should be removed from the entire Site. The underlying organic soil should be excavated to the silt boundary and placed in an even layer over the agricultural portion of the Site.



Stumps located within the area that are intended for agricultural production should be removed to increase the farmable area.

### 3.1.2 Soil Management

In south-coastal BC, blueberries have traditionally been grown on highly organic soils with an organic matter content of 20 to 50%. They can also be grown successfully on mineral soils including silt or sandy loam. They, however, do not perform well in wet soils or heavy, poorly-structured clay soils. The Site's organic soils have a very high water-holding capacity, which will require attentive drainage management to ensure good plant growth and prevent soil decompression due to over-draining.

Maintaining soil cover with temporary cereal crops, permanent grass cover or other ground cover vegetation is very important in maintaining good surface infiltration and soil capacity.

Soil fertility amendments should be implemented based on soil test results, and fertilizers should be applied at the recommended rates for the specific vegetation.

Blueberries do best in acid soil with a pH range of 4.5 to 5.2. A pH outside this range can result in poor growth and low yields. A soil test should be used to determine the nutrient status and soil pH before conducting the first planting, at least six months before planting so that any amendments can be added as the field is prepared. Sampling will be conducted based on direction from an agricultural consultant or soil laboratory (for laboratory listings, refer to the BCAGRI publication, "Resources for Berry Growers").

Prior to planning, soils will be tilled to depth between 6 to 10 inches to prepare a suitable seedbed using either cultivators, harrows or rotovators. Due to the fine textured nature of the soils, tilling will only be conducted when moisture content is ideal.

## 3.2 Drainage

### 3.2.1 Drainage Rationale

Plants cannot tolerate extended periods of flooding especially when they are actively growing. Poorly drained soil can result in poor plant growth, poor yield, root rot, and plant death. A water table maintained at least 60cm (24in) below the soil surface is best for blueberry production. A subsurface drainage system is recommended for this Site to supply water table control.

### 3.2.2 Design Parameters

The proposed subsurface drainage system design was based on Site-specific information, crop requirements and climate data for Richmond, BC.

The guidelines in the BC Agricultural Drainage Manual (1997) were used for general reference, in addition to local experience and Site-specific information, to develop the drainage system installation design.

Lateral drain spacing was set at 10.0m with an average drain depth of 1.1m ranging between 1.0-1.2m to accommodate the required drain slope of 0.1% to the mainline collector.



### 3.2.3 Drain Lateral Lines

Drainage lines will be installed using a trenchless plow or backhoe. Perforated polyethylene corrugated drain pipes (Big O) fitted with a nylon sock will be used for the lateral drains. The drain slope would be 0.1% to the mainline connector.

The City of Richmond does not permit mechanical lift of drainage water into the municipal storm drain system; therefore, a gravity connection between the collector catch basin and the parking lot storm water collection system will be required. If the City of Richmond refuses to allow discharge of drainage from farmed development areas into the municipal storm sewer system on No. 5 Road, the drainage system will be designed to discharge the subsurface drainage water into the eastern portion of the ESA area and infiltrate naturally into the ground.

## 4.0 IRRIGATION

### 4.1 Irrigation Water Sources

In the south coast region of BC, rainfall is generally inadequate in July and August and supplemental irrigation is necessary. Municipal water is available from the City of Richmond municipal water system to supplement irrigation. The small size of the Site and portion intended for agriculture makes use of municipal water the most practical source of irrigation water.

Irrigation should be provided by a 2" service-fitted line with a double check valve meeting the local code for irrigation supply. This should be installed as part of the new water service for the Site during redevelopment. A 2" buried PVC Schedule 40 mainline should be installed. Standpipes with quick-connect valves installed at 30m intervals along the line are recommended to facilitate the connection of surface irrigation equipment.

Drip irrigation is recommended to maximize water efficiency as water is delivered directly to the root zone providing more consistent and even soil moisture. Fertilizers can also be injected into the irrigation water. The drainage system should be drained following harvest to prevent winter frost damage.

## 5.0 CROP ALTERNATIVES

### 5.1 Suitable Crops

Site soils are mapped as a Triggs-Lumbum complex whose dominant soil limitations include very poorly-drained, infertile and acidic soils. A selection of suitable crops can be successfully produced on the property following appropriate management inputs in addition to the proposed soil salvage and improved irrigation. Management inputs required to increase the agricultural capability include a water-management system to improve drainage, and lime and/or fertilizer application to manage the soil pH and naturally low fertile conditions associated with these soils.

Suitable crops identified for these soils by Bertrand et al. (1991)<sup>1</sup> includes: annual legumes, blueberries, cereals, cole crops, corn, perennial forage crops, root crops, and shallow rooted annual vegetables.

<sup>1</sup> Bertrand, R.A., Hughes-Games, G.A. and Nikkel, D.C. 1991. Soil Management Handbook for the Lower Fraser Valley. BC Ministry of Agriculture, Fisheries and Food.



The AMT Hindu Society intends to grow a selection of vegetables and flowers on a portion of the agricultural lands that will be used as part of the Temple services. After assessing potential crop options for the remainder of the agricultural land. Based on an assessment of agricultural suitability including consideration of adjacent land use, parcel size, and activities which would be compatible with the temple use, AMT Hindu Society identified blueberry production as the intended land use. AMT Hindu Society has identified a third party who will be responsible for blueberry production including planting and harvest.

Existing trees outside of the Temple development area will be protected as required by the ESA.

#### 5.1.1 Proposed Agricultural Operator

Arul Migu Thurkadevi (AMT) Hindu Society and PGL have consulted with a number of agricultural operators in the Lower Mainland to identify a suitable operator to manage the proposed blueberry operation. After inspecting the site all of the commercial operators decided not to move forward with the lands as they consider the parcel to be too small and not commercially viable. AMT Hindu Society however is not interested in commercializing the operation and intends to produce farm products for charity and community purposes as well as self-consumption.

To support the intended agricultural operation, AMT Hindu Society intends to utilize members of their organization who are established active farmers and labourers who reside in Richmond and are willing to assist with the farm operation. Additional labour will be provided by community elders and retirees who will do voluntary work under the guidance of the established farmer.

Daily and seasonal operations following planting will be based on the BC Ministry of Agriculture's blueberry management schedule, developed as part of the Berry Production Guide, a general guide to blueberry management based upon plant and pest development. Timing and associated actions are provided in Appendix 2.

#### 5.1.2 Proposed Planting Plan

The property owner has identified blueberry production as the intended agricultural crop for the Site. The plant spacing is based on feedback received from local farmers while additional recommendations are based on the BC Ministry of Agriculture's Berries Production Guide. Recommendations are summarized below.



- In-row spacing between blueberry bushes is 1.5m.
- Distance between rows 3m.
- Fall planting will be conducted if warranted as it allows quicker plant establishment in coastal regions.
- Two-year old nursery-grown plants will be used to establish a planting. Fertilize plants set out in the spring three to four weeks after planting. Two or more applications may be required through the first growing season.
- Plants will be set at the same depth as they were in the pot or nursery.
- Cover crops may include permanent grass covers between the rows, which will suppress weeds, provide support for farm machinery, improve soil structure and water infiltration and reduce soil erosion. Grasses that work best are low-growing perennials that are easy to establish and do not creep. Mixtures should contain no more than 25% perennial ryegrass to minimize mowing. Pure stands of sheep fescue or hard fescue establish slowly but withstand traffic well and require less mowing.
- If grass is selected for a cover crop, seeding is recommended to occur in spring or early fall (September). Seed mixtures at 30 to 55kg/ha (12 to 22kg/acre) and fescues at 30 to 45kg/ha (12 to 18 kg/acre).

Based on the planting plan, AMT Hindu Society intends to plant approximately 815 blueberry bushes.

Access to the agricultural lands will be provided through establishment of a gravel farm access road along the north property boundary.

Vegetated buffers including a variety of edible and ornamental plants will be established between the ALR lands and the adjacent property and the proposed temple. A planting plan is provided in AMT Hindu Society's submission.



## 6.0 AGRICULTURAL IMPROVEMENT COST ESTIMATE

<b>Topsoil Salvage</b>	
Strip and load topsoil from development area 3250m <sup>3</sup> @ \$5.00	\$16,250
Place and grade on agricultural area, 1,500m <sup>3</sup> @ \$2.00	\$3,000
<b>Subtotal Topsoil Salvage</b>	<b>\$19,250</b>
<b>Drainage System</b>	
Supply and install lateral drains 450m @ \$7.00	\$3,150
Supply and install buried mainline 110m @ \$30.00	\$3,300
Connections to built area storm system (if approved)	\$3,000
<b>Subtotal Drainage System</b>	<b>\$9,450</b>
<b>Irrigation System</b>	
Municipal services connection	\$4,000
Irrigation piping	\$3,000
Irrigation equipment	\$4,000
<b>Subtotal Irrigation System</b>	<b>\$11,000</b>
<b>Planting</b>	
Blueberry bush purchase 815 bushes @ \$15	\$12,225
Labour for planting 400 hrs @ \$15/hr	\$6,000
Soil preparation (machinery and amendments)	\$2,000
<b>Subtotal Planting</b>	<b>\$20,225</b>
<b>Total Estimated Cost</b>	<b>\$59,925</b>

## 7.0 SUMMARY AND CONCLUSIONS

The Site's agricultural capability is primarily limited by poorly-drained, naturally infertile and acidic soil. Poor-quality fill on the western portion of the Site intended for development of the Temple also limits the Site's agricultural production potential. The proposed agricultural management inputs, including soil amendments and improved drainage, will dramatically improve the agricultural capability and increase the range of crops that can be produced on the Site.

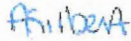
PGL proposes segregation of topsoil during construction of the Temple. Soil suitable for segregation will be spread across the eastern portion of the Site to improve the soil's agricultural capability and ensure the conservation of topsoil.



Respectfully submitted,

POTTINGER GAHERTY ENVIRONMENTAL CONSULTANTS LTD.

Per:



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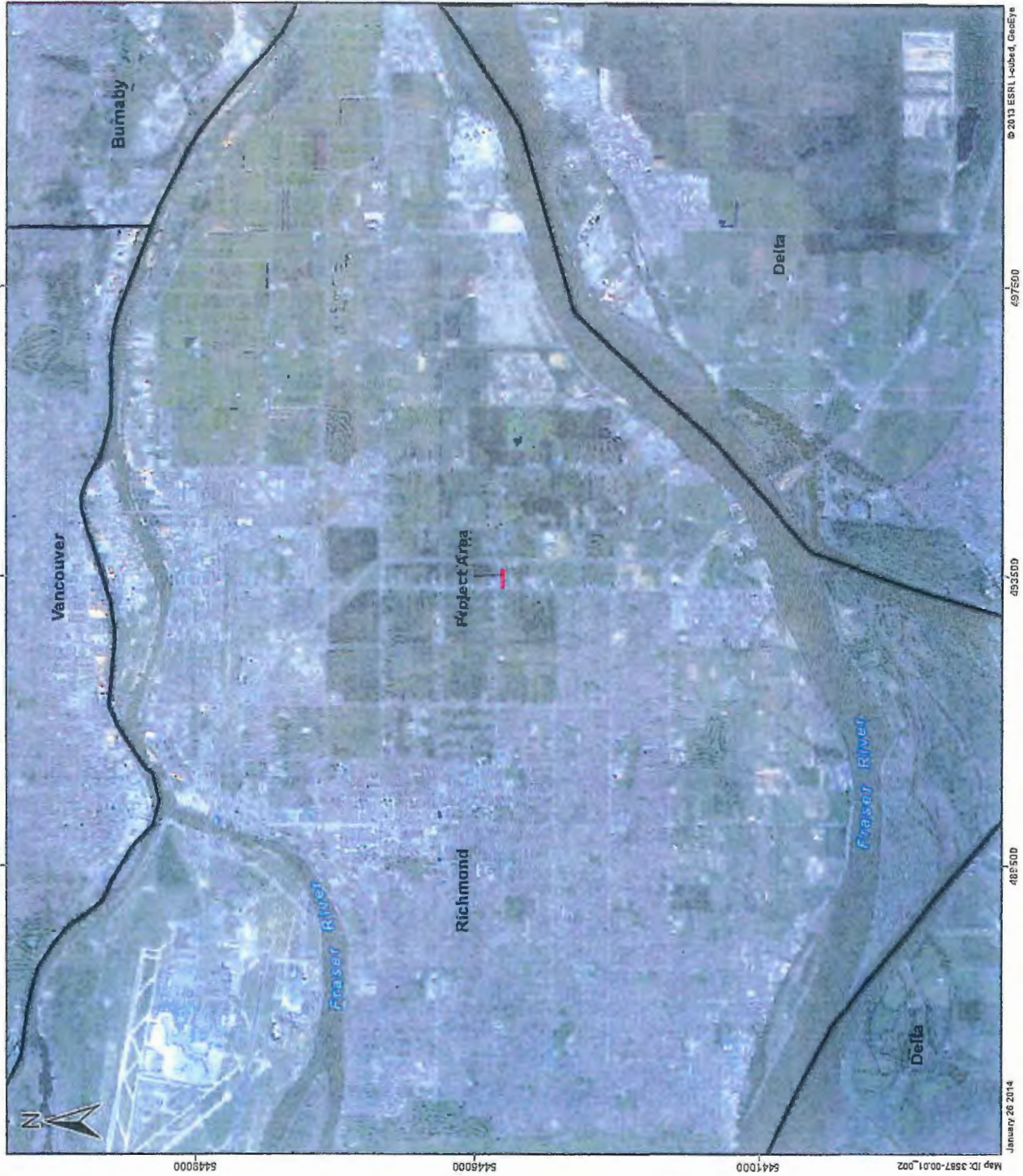
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**Figures**







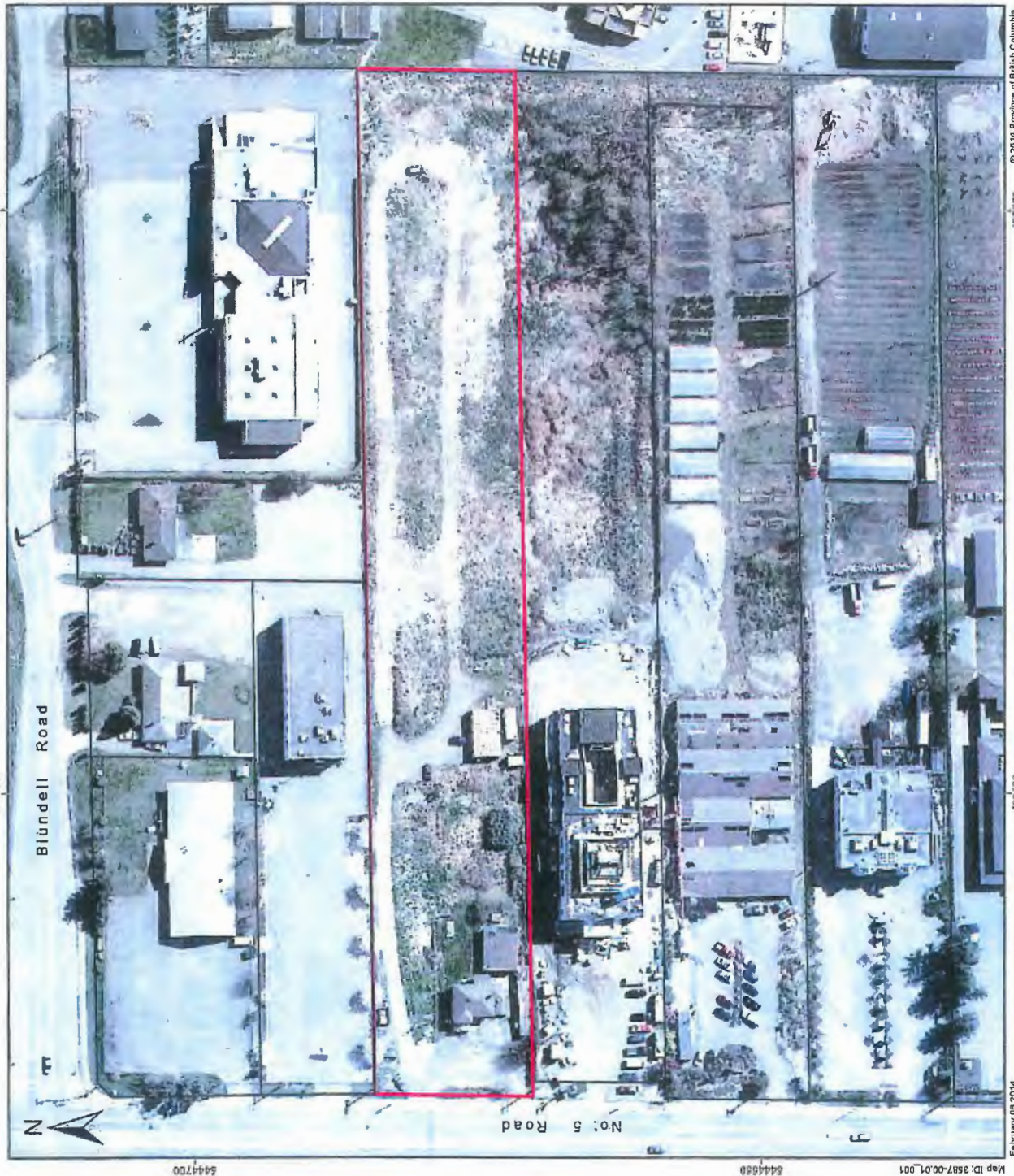
## Site Location

Project Location



1:75,000  
0 1,000 2,000  
Metres  
Coordinate System: NAD 1983 UTM Zone 10N





## Site Plan

- 8100 No 5 Rd
- Property Line

0 1:1,400 25 50  
Metres

Coordinate System: NAD 1983 UTM Zone 10N



Figure 2

© 2014 Province of British Columbia.  
© 2014 Google. (imagery date: 03/2009)

February 02 2014



Collector Basin  
Drainage Line  
Development Area  
8100 No 5 Rd  
Property Line

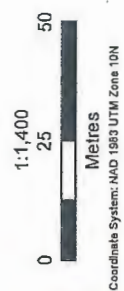


Figure 3



**Appendix 1**  
**Site Photographs**





February 2014



**Photograph 1:**

Looking west from the eastern  
end of the Site

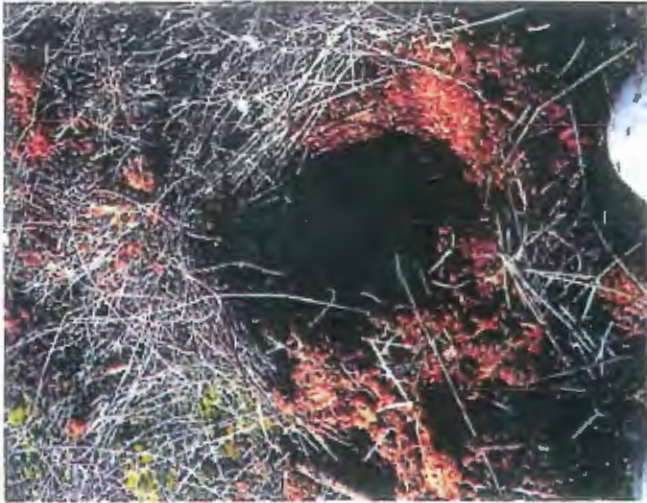


**Photograph 2:**

Eastern portion of the Site.  
Land use to the south and  
north is consistent with the  
proposed development.

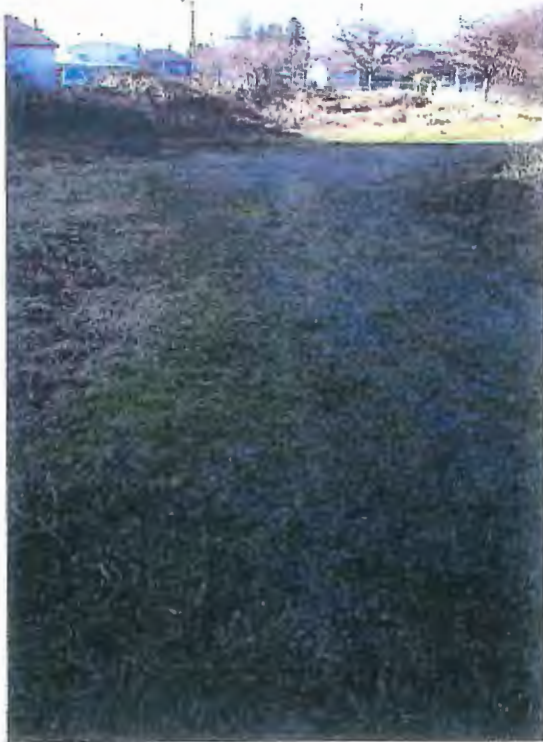


February 2014



Photograph 3:

Organic soils in the eastern  
portion of the property



Photograph 4:

Coarse fill in the proposed  
development area which will  
be segregated from organic  
soils





**Photograph 5:**

**Coarse fill that will require segregation**



**Photograph 6:**



**Topsoil which will be salvaged and applied to the agricultural portion of the Site**




**Appendix 2:**

**Blueberry Management Schedule  
(After BC Ministry of Agriculture, Berry Production Guide, 2012)**





Timing	Type of Action	Action
<b>JANUARY / FEBRUARY</b> Plants dormant 	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Prune beginning after leaf drop. Be sure to remove diseased and dead wood.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Apply copper oxychloride or Bordeaux mixture for bacterial blight. For mummy berry control, watch for development stage when leaf buds show 5 mm of green tissue. Also check for open mummyberry cups. Prepare to spray fungicide, as required. (February/March)</li> </ul>
	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>Check for scale and apply dormant oil and/or lime sulfur spray by mid-February (before bud break), if required. Also helps to control leafroller, spanworm, wintermoth eggs and larvae.</li> </ul>
	<b>Weed Control</b>	<ul style="list-style-type: none"> <li>Apply pre-emergent herbicides before weed growth starts.</li> </ul>
	<b>Other</b>	<ul style="list-style-type: none"> <li>Ensure sprayers are tuned-up and calibrated.</li> </ul>
<b>MARCH</b> Buds start to swell 	<b>Plant Care</b>	<ul style="list-style-type: none"> <li><b>New plantings.</b> Begin land preparation for spring plantings.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Continue to check growth of leaf buds and mummy berry cups. Apply fungicide to protect developing buds from mummy berry as necessary at critical growth stage. Apply Ridomil for root rot control, if required.</li> <li>Apply copper oxychloride for bacterial blight, as necessary.</li> </ul>
	<b>Soil Care</b>	<ul style="list-style-type: none"> <li>Seed grasses for permanent cover between rows when soil can be worked. Apply sawdust mulch to beds, if needed.</li> </ul>
	<b>Weed Control</b>	<ul style="list-style-type: none"> <li>Apply pre-emergent herbicides before weed growth starts if not applied earlier.</li> </ul>
	<b>Food Safety</b>	<ul style="list-style-type: none"> <li>Ensure a food safety plan is in place including a record keeping system.</li> </ul>





<b>LATE MARCH TO LATE APRIL</b> Leaf and flower bud break 	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>• Make first fertilizer application (mid April).</li> <li>• <i>New plantings</i>. Set out new plants as conditions permit (up to mid May).</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>• Continue to apply fungicide for primary mummyberry control, as required.</li> <li>• Apply copper oxychloride for bacterial blight, if necessary. If not done earlier, apply Ridomil for root rot control, if required.</li> </ul>
	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>• Apply recommended prebloom insecticides to control aphids and minimize spread of blueberry scorch virus. Start weekly checks of swelling blossom buds for hatching spanworm, winter moth (late March), and caterpillars blown to fields from outside areas. Apply controls as needed. Start weekly checks for leafrollers, looking at blossom clusters and rolled leaves.</li> </ul>
	<b>Weed Control</b>	<ul style="list-style-type: none"> <li>• Control weeds by cultivation and/or herbicides. Apply herbicides for quackgrass and other perennial weed control.</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>• Watch for snails and slugs - control as required.</li> </ul>
	<b>Soil Care</b>	<ul style="list-style-type: none"> <li>• Seed grasses for permanent cover between rows if not done earlier. Apply sawdust mulch, if needed and not done earlier.</li> </ul>
<b>LATE APRIL/MAY</b> Blossoming	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>• Place bee hives in field when 10% of blossoms are open. Protect hives from bears where necessary. Remove hives from fields when blossoming is over.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>• Monitor all fields for symptoms of blueberry scorch and blueberry shock. Watch for mummy berry infections on flowers and shoots and apply fungicides if needed. Apply fungicides for Botrytis blight and/or Anthracnose (fruit rots) if wet weather is anticipated.</li> </ul>
	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>• Continue to watch for leafrollers and control as needed. Monitor for aphids. Control aphids after bloom is finished and bees have been removed from the field. Apply sprays only if predator numbers are low and aphids are increasing.</li> </ul>



	Weed Control	<ul style="list-style-type: none"> <li>Cultivate for weed control in row middles or mow cover crop, as appropriate. Apply directed treatments of non-residual herbicides, if needed, observing days to harvest interval.</li> </ul>
	Soil Care	<ul style="list-style-type: none"> <li>Watch for poorly drained areas in fields. Plan fall drainage improvements.</li> </ul>
	Food Safety	<ul style="list-style-type: none"> <li>Test irrigation and spray water for E. coli and fecal coliforms. Order toilets, hand washing units and other sanitary supplies.</li> </ul>
<b>JUNE</b> Fruit development 	Plant Care	<ul style="list-style-type: none"> <li>Make second fertilizer applications up to mid-June. Irrigate as necessary.</li> </ul>
	Disease Control	<ul style="list-style-type: none"> <li>Apply fungicides for Botrytis (fruit rot) and Anthracnose (ripe rot) if weather is wet during the fruit development period. Monitor for root rot symptoms and mark affected areas. Apply Aliette if necessary.</li> </ul>
	Insect Control	<ul style="list-style-type: none"> <li>Continue to watch for leafrollers and spanworms to late June, control as needed. Continue to monitor for aphids especially in scorch infected fields. Control as required. Prune out and destroy branches with tent caterpillars before end of June when caterpillars leave the nest.</li> </ul>
	Weed Control	<ul style="list-style-type: none"> <li>Cultivate for weed control in row middles or mow cover crop, as appropriate. Apply directed treatments of non-residual herbicides, if needed. Observe pre-harvest intervals.</li> </ul>
	Other Pests	<ul style="list-style-type: none"> <li>Prepare bird predation management plan. Install bird control devices or erect bird netting.</li> </ul>
	Soil Care	<ul style="list-style-type: none"> <li><b>New plantings.</b> Start to prepare land for new fall plantings.</li> </ul>
	Food Safety	<ul style="list-style-type: none"> <li>Place portable toilets and hand washing units. Ensure workers are trained in good hygiene and harvesting practices.</li> </ul>



<b>JULY</b> Fruit development and ripening 	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Monitor soil moisture and irrigate as necessary.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Sample berries from each field and store at room temperature to assess fruit rot levels. Monitor for root rot symptoms and mark affected areas. Apply Aliette if necessary.</li> </ul>
	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>Continue to monitor insect pests, control only if needed. • Monitor for spotted wing Drosophila (SWD) and apply protective sprays after fruit ripens.</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>Install bird control devices, or erect bird netting if not done earlier.</li> </ul>
<b>JULY - SEPTEMBER</b> Harvesting 	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Harvest and market fruit. Collect plant tissue samples (mid July to mid August) for nutrient analysis. Irrigate as needed.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Continue to apply fungicides for Botrytis, Anthracnose, and other fruit rot diseases, if weather is wet. Observe days to harvest interval. Prune out branches killed by Godronia canker (red flagging) or bacterial blight and destroy.</li> </ul>
	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>Continue to apply protective sprays to control spotted wing Drosophila. Apply insecticides to control aphids and young scale if required. Observe pre-harvest intervals. Prune out and destroy branches with tent caterpillars (from mid July). Watch for scale "crawlers" from late July to August and control if needed.</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>Control birds following approved guidelines.</li> </ul>
<b>SEPTEMBER</b> Post harvest growth	<b>Soil Care</b>	<ul style="list-style-type: none"> <li>Continue to mow cover crop as needed.</li> <li><b>New plantings.</b> Install drainage, if needed. Monitor soil pH and adjust as necessary. Incorporate sawdust or compost in planting beds as required.</li> </ul>
	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Irrigate as necessary.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Apply copper spray for bacterial blight before fall rains start. Prune out diseased wood.</li> </ul>



	<b>Insect Control</b>	<ul style="list-style-type: none"> <li>Prune out and destroy caterpillar tents before mid September when caterpillars drop to the ground for the winter.</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>Remove bird control devices and netting after harvest.</li> </ul>
	<b>Soil Care</b>	<ul style="list-style-type: none"> <li>Take soil samples for analysis, if needed. Check pH of soil. Apply calcium and magnesium in form of dolomite or sulphur if required. Subsoil between rows when soil is dry, if necessary. Seed grasses for permanent cover between rows.</li> <li><b>New plantings.</b> Install drainage, if required and not done earlier.</li> </ul>
<b>OCTOBER</b> Post harvest growth	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Continue to prune out and remove diseased wood.</li> <li><b>New plantings.</b> Set out new plants. Best time to plant container stock in coastal areas.</li> </ul>
	<b>Disease Control</b>	<ul style="list-style-type: none"> <li>Apply copper spray or Bordeaux Mixture for bacterial blight (total 2 sprays in fall).</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>Check for field mice activity and apply bait, if required.</li> </ul>
	<b>Soil Care</b>	<ul style="list-style-type: none"> <li>Check pH of soil and apply lime or sulfur, if required. Subsoil between rows when soil is dry, if necessary. Install or improve drainage, as required. Mow cover crop, if required.</li> </ul>
	<b>Weed Control</b>	<ul style="list-style-type: none"> <li>Monitor weeds. Apply herbicides for grass control, according to label directions.</li> </ul>
	<b>Other</b>	<ul style="list-style-type: none"> <li>Flush irrigation systems and sprayers to protect against winter damage.</li> </ul>
<b>NOVEMBER / DECEMBER</b> Plants dormant	<b>Plant Care</b>	<ul style="list-style-type: none"> <li>Apply sawdust mulch, if necessary. Order bees for the coming season.</li> </ul>
	<b>Weed Control</b>	<ul style="list-style-type: none"> <li>Apply Roundup for grass control if not done earlier.</li> </ul>
	<b>Other Pests</b>	<ul style="list-style-type: none"> <li>Watch for field mice activity and apply bait if needed.</li> </ul>





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Vancouver, BC Canada V6E 4E6  
www.pggroup.com

## Memo

PGL File #: 3587-02.01

DATE: March 30, 2015

TO: Arul Migu Thurkadevi Hindu Society

FROM: Stewart Brown

### Re: Agricultural Plan - 8100 No. 5 Road, Richmond, BC

Please find following an addendum to Pottinger Gaherty Environmental Consultants December 2014 Agricultural Plan. Changes have been incorporated in the Arul Migu Thurkadevi Hindu Society's application. Changes are based on feedback provide by the City of Richmond and the City of Richmond Agricultural Advisory Committee and include additional detail on the Soil Salvage and Use and Drainage plan.

#### Soil Salvage and Use

As indicated in our December 2014 Agricultural Plan, topsoil from the proposed building development area is proposed for salvage and use on the eastern agricultural portion of the property. The surface soil on the proposed assembly use area is poor quality. The underlying organic soils are assumed to be of good quality.

PGL has estimated that up to 1,500m<sup>3</sup> of suitable soil will be salvaged form the development area which will be spread uniformly across the agricultural portion of the property to a depth of approximately 0.25m to maintain the existing level grade. If more than 1,500m<sup>3</sup> of soil is salvaged it will be spread evenly across the agricultural area.

#### Drainage

The site drainage plan has been revised since the December 2014 Agricultural Plan to permit discharge of soil water to the municipal storm sewer. Lateral drainage lines (100mm) will now run in a north-south orientation and discharge into a drainage ditch that will run along the south property line before discharging into a sump and into a buried 250mm solid line that will connect to the existing municipal storm sewer. The drainage ditch will also intercept any surface flow originating from the adjacent property to the south.

The previous drainage plan included fitting perforated polyethylene corrugated drain pipes (Big O) with a nylon sock. At the request of the Agricultural Advisory Committee, the nylon sock will no longer be included in our design.

To ensure that the drainage lines do not actively dewater the site, pipes will be positioned above the sites water table and provide approximately 0.20 of freeboard.



## Drainage Plan

**Inspection Chamber**



**Lateral Line**



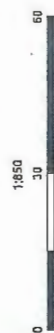
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Length - 100mm  
Grade 0.1/100

Development Area

8100 No 5 Rd

Property Line



Coordinate System: NAD 1983 UTM Zone 10N



**Pottinger Gaherty**  
Environmental Consultants Ltd.

### Figure 1



Background source here

1000

100

**PLN - 194**





## City of Richmond

### Memorandum Planning and Development Division Transportation

**To:** Mayor and Councillors  
**From:** Victor Wei, P. Eng.  
 Director, Transportation  
**Re:** George Massey Tunnel Replacement – Update

**Date:** November 13, 2015  
**File:** 01-0150-20-THIG1/2015-  
 Vol 01

On November 9, 2015, City staff and Ministry of Transportation & Infrastructure staff with the George Massey Tunnel Replacement (GMTR) project team met as part of the on-going technical liaison meetings held every two weeks. The GMTR team provided the following updates on the project.

#### 1. Release of Project Definition Report

No new information on the Project Definition Report (PDR) was shared by the GMTR project team at the meeting. Again, the project team advised that its anticipated release date would be by the end of 2015 but there is no commitment regarding a specific release date. They have verbally committed to showing the document to City staff and providing a short time period for feedback prior to its public release. No commitment was made regarding the length of time to be provided for City staff review but it is anticipated to be between several days and two weeks.

If and when the PDR is shared with staff, with or without a hard copy, a memorandum will be distributed immediately to update Council on any significant information followed by a staff report with a detailed assessment of the extent to which the PDR supports the Project Objectives endorsed by Council in June 2014.

#### 2. Typical Proposed Cross-Section of Widened Highway 99

Upon repeated past requests by staff, the GMTR team shared a sketch (Attachment 1) illustrating the typical proposed Highway 99 cross-section for the southbound direction just north of the Steveston Highway Interchange. The team confirmed that the bridge was still being contemplated as a ten-lane bridge with five lanes in each direction, and the sixth lane shown on the sketch (labelled as "OFF RAMP STEVESTON I/C") would merge into five lanes just before the bridge span.

As the sketch does not provide any context, staff have requested more detailed information to be added to the sketch including existing and proposed property lines to better illustrate property impacts, and an overlay of the existing Highway 99 cross-section to show the extent of proposed widening. The GMTR team advised that a revised sketch would be provided to staff but did not commit to the timing.



### 3. Public Consultation re BC Hydro Transmission Line Relocation

As noted in the staff memorandum dated November 2, 2015 to Council regarding the initiation of the public consultation process by BC Hydro, staff attended a small group meeting and part of a public open house held in Richmond on November 5, 2015 to gather feedback on the three alternatives for relocating the existing transmission line out of the tunnel (i.e., overhead, underground or attached to the new bridge).

To date, the small group meetings in Richmond and Delta have typically registered three to five participants with several of the attendees representing companies seeking business opportunities related to the project. Approximately eight to ten people attended the open house in Richmond. BC Hydro staff advise that attendees have been interested in further details of the GMTR project (e.g., number of lanes on the bridge) and, based on informal discussions, have indicated a preference for an overhead transmission line crossing the Fraser River. Staff will verify this finding by requesting BC Hydro to share with the City any written feedback from the public regarding the three alternatives.

As also noted in the above noted memorandum of November 2, 2015, a local newspaper notice advising of the consultation opportunities in Richmond did not appear until November 4, 2015 as the first notice (published October 30, 2015) included only the dates, locations and times of the small group meetings and open houses in Delta. To compensate for the short notice to Richmond residents, BC Hydro has extended the public consultation period and added a further small group meeting in Richmond on November 16, 2015.

### 4. October 30, 2015 Presentation at Project Office in Ironwood Mall

The memorandum dated November 6, 2015 regarding the GMTR team's update on the project at its project office within the Ironwood Mall on October 30, 2015 included, as an attachment, a copy of the presentation slides. Staff have since clarified that there were also display boards present. Staff were originally provided with an electronic copy of the same display boards in May 2015 for information and informal comment (Attachment 2). Staff were specifically requested by the project team in their e-mail transmittal to refrain from distributing the material as indicated by the watermark. The attached slides contain considerable technical details of the work being carried by the project team at the time; a summary of the key content was conveyed to Council in past reports and memoranda.

### 5. Mid Island Dike

At previous meetings, staff have advised the GMTR team of the City's long-term flood protection plan that would utilize Highway 99 as a mid island flood barrier or dike. While the City recognizes that raising the Highway 99 road surface to the desired height of 4.7 m geodetic may not be possible in all locations given fixed elevations of existing infrastructure, the City has requested that the GMTR team identify project features that would also serve a diking purpose where possible (e.g., higher centre median barrier) and present them to the City for review and discussion.



## 6. Highway 99 at Oak Street Bridge

As noted in a previous staff report, preliminary findings of field data collected by MoTI regarding northbound morning peak period traffic volumes through the George Massey Tunnel suggest that 60 per cent of the vehicles are destined for Richmond and of the 40 per cent continuing on to Vancouver, 30 per cent use the Oak Street Bridge.

Given that a new 10-lane bridge may induce higher traffic volumes on Highway 99 into Vancouver and MoTI analysis has indicated that the Oak Street-70<sup>th</sup> Avenue intersection may be a bottleneck in terms of traffic congestion, staff have reiterated a request that MoTI and City staff from both Richmond and Vancouver meet to proactively identify potential measures (e.g., signal timing changes) that could be implemented to mitigate any impacts.

## 7. Backlands and ESA Policies of the City

Staff have kept the GMTR team apprised of the current review of the City's Backlands Policy particularly with respect to the potential establishment of a farm access road and how any required Highway 99 widening may impact adjacent properties and the location of the road.

As the GMTR team noted that some private properties adjacent to the Highway 99 right-of-way that may be impacted by the widening of the highway are designated by the City as Environmentally Sensitive Areas (ESAs), staff have provided an overview and clarification of the City's ESA policies. Staff stated that it is the City's expectation that the GMTR project would respect and address any requirements City's Backlands and ESA policies, including any requirements associated with Riparian Management Areas, which are designated on both sides of Highway 99.

## 8. Environmental Assessment (EA) Review Process

Following the release of the PDR, a Project Description will be prepared based on the PDR that will be submitted to the Environmental Assessment Office (EAO) and initiate the EA review process. The GMTR team has provided staff with the draft Application Information Requirements (DAIR) for review and comment. The DAIR is essentially the table of contents for the project application to the EAO that identifies the scope of issues to be addressed as part of the application. Staff will be providing comments on the DAIR to the GMTR team to ensure that it is comprehensive and reflects Richmond-specific issues.

## 9. Invitation to Tour of George Massey Tunnel

The GMTR team has extended an invitation to Council and City staff to participate in a tour of the tunnel. The group would meet at the project office in Ironwood Mall and then proceed to the control building. The tour itself would involve descending into the wind tunnels adjacent to the travel lanes and walking the length of the tunnel and back (approximately two kilometres). Appropriate clothing should be worn and protective equipment (hard hat, boots and safety vest) will be required. The tour would take approximately three hours.

The GMTR team are flexible in scheduling a date and time depending on interest. If you are interested, please let me know by November 20, 2015 so I may inform the project team accordingly.



November 13, 2015

- 4 -

Please contact me at 604-276-4131 if you have any questions.



for: Victor Wei, P. Eng.  
Director, Transportation

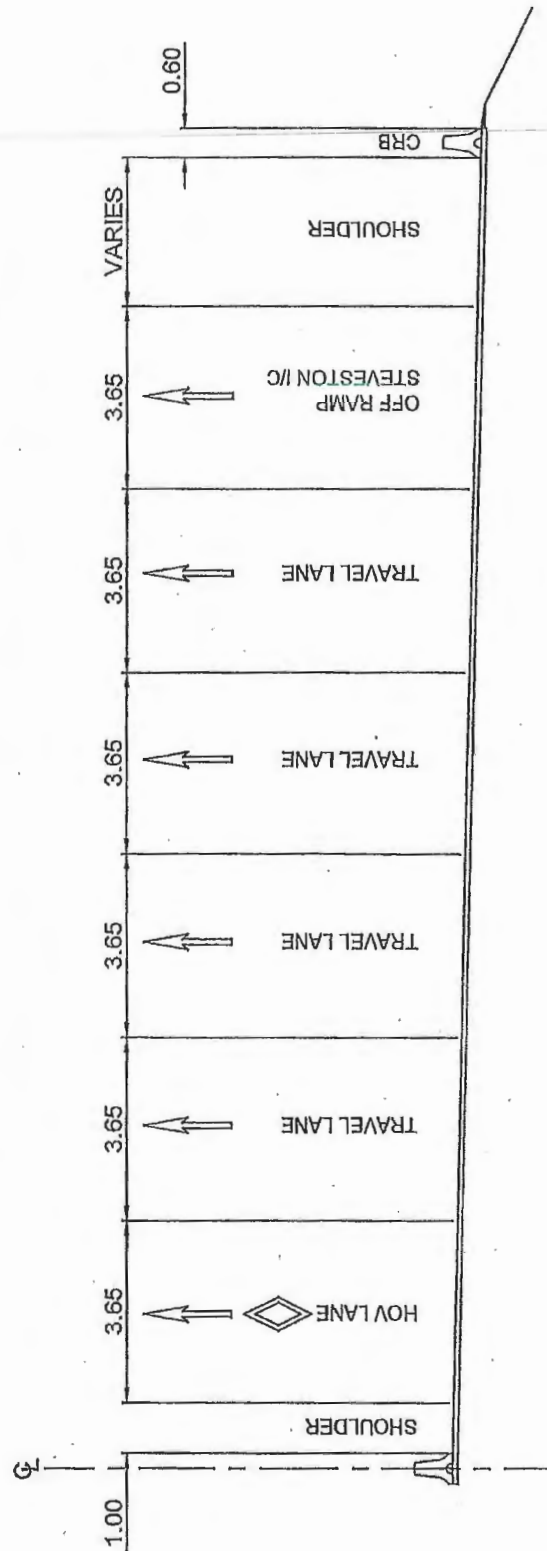
VW:jc

Att. 2

pc: SMT



# DRAFT FOR DISCUSSION



TYPICAL CROSS SECTION / HIGHWAY 99 SB - NORTH OF STEVESTON INTERCHANGE



George Massey Tunnel  
construction (1958)



Sections of the Tunnel prior to  
placement under the river (1957)



# Tunnel Decommissioning

The Tunnel is made up of six segments that were sunk into place in a dredged trench, joined and covered with sand and rock. In a reversal of this process, all or parts of the Tunnel could be removed as follows:

1. Remove sand
2. Remove rock protection layer along submerged Tunnel sections
3. Remove concrete mattress, sand and gravel
4. Lift and float out Tunnel sections









# Key Areas of Study - Delta



George Massey Tunnel Replacement Project

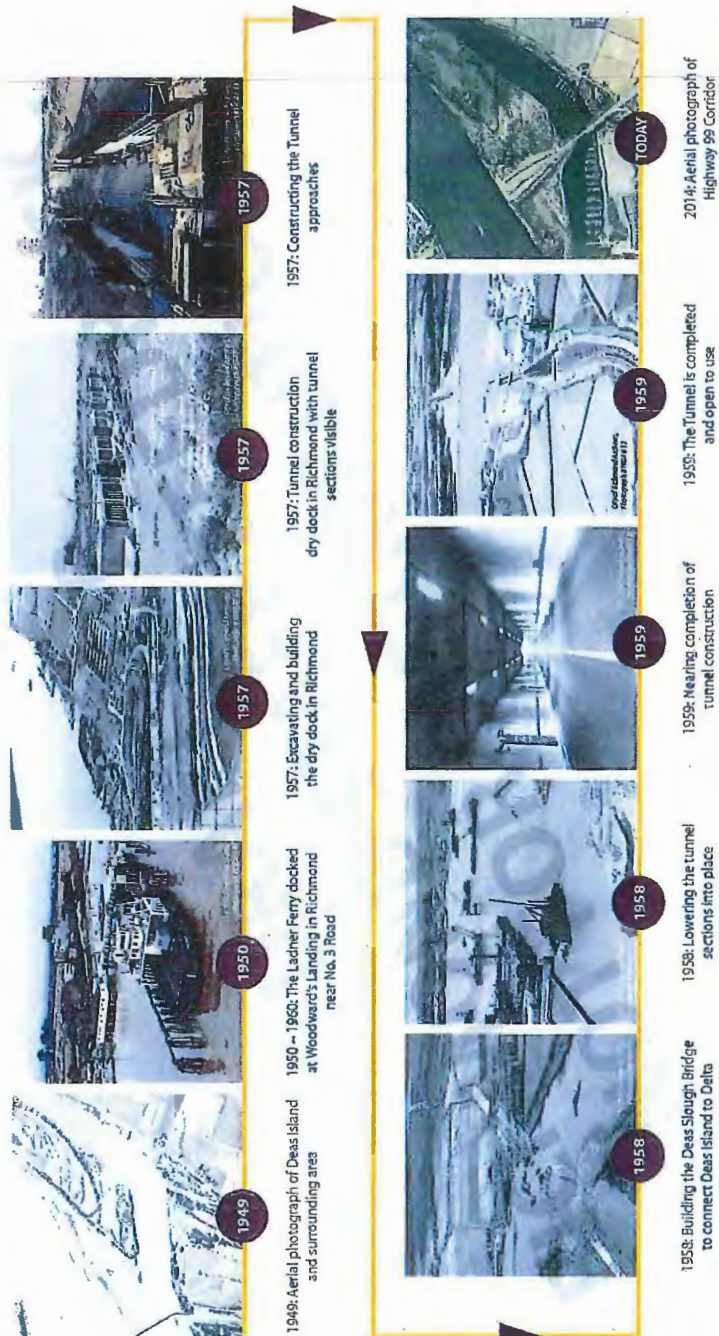
CANADA STARTS HERE

BC JOBS PLAN

Ministry of Transportation and Infrastructure



# Tunnel Construction





# New Bridge Conceptual Design





# Options Analysis

## Why a new bridge was chosen over other options




- Safety and emergency response considerations
- Public consultation in fall 2012 and spring 2013 indicated:
  - Preference for a new bridge instead of a new tunnel
  - Desire for improvements within the existing right-of-way
- Technical analysis confirmed a new bridge would have fewer effects on farm land and the environment than a new tunnel
- Less expensive than a new tunnel
- Provides the best cycling and pedestrian opportunities

### Why 10 lanes?

- Improved safety due to improvements in merging and reduced weaving
- Reduce congestion and accommodate traffic growth for the foreseeable future
- Additional lane for trucks and other slower-moving traffic

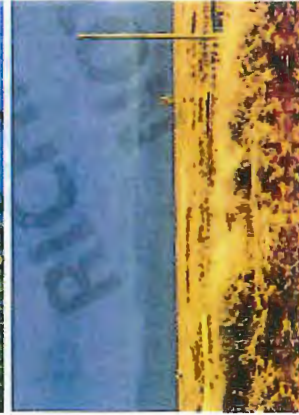




Areas of Study - Wildlife and Habitat	
Studies	Work to date
 	<p><b>Fish and Fish Habitat</b></p> <p>Compiled and reviewed information and field data on water flow, channel characteristics, and presence of barriers to fish passage in streams, ditches, Green Slough, Deas Slough and the Fraser River. Completed field sampling to classify fish habitat and to assess Project effects on salmon, trout, char, green and white sturgeon and eulachon in areas where data was unavailable.</p>
	<p><b>Marine Mammals</b></p> <p>Compiled and reviewed information on habitat and the presence of Harbour seals, California sea lions and Steller sea lions. Modelled underwater noise levels to assess potential disturbance during construction.</p>
	<p><b>Vegetation</b></p> <p>Classified vegetation types to identify wildlife habitat and surveyed for rare plants and ecosystems through field studies and desktop analysis.</p>
	<p><b>Wildlife</b></p> <p>Used vegetation mapping and field studies to assess wildlife habitat and presence of raptors and herons, barn owls, swallows, small mammals and at-risk amphibians.</p>
	<p><b>River Hydraulics</b></p> <p>Compiled and reviewed data on Fraser River hydraulics to understand current river behaviour including flow, tides, sedimentation and currents and to predict how the river will function during and after Tunnel decommissioning.</p>



# Areas of Study - Land and Water Use



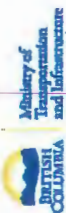
Studies	Work to date
Land Use	Compiled and reviewed information on land use designations, ownership, bylaws, zoning and parks in surrounding areas, as well as existing and future community plans and activities.
Marine Use	Compiled and reviewed information on commercial, Aboriginal and recreational marine use, navigation and fishing in the Fraser River, and confirmed river use with stakeholders.
Agriculture	Collected information on agricultural areas and capabilities; land use and crops; characteristic soil types; farming practices, operations, infrastructure and access; and irrigation and drainage use and function. Additional field data was collected where data gaps were identified.
Groundwater	Compiled and reviewed data on levels, quality and movement patterns of groundwater to assess potential changes during and after construction.
Surface Water	Compiled and reviewed data on surface water quality (e.g., temperature, dissolved oxygen, and pH), stormwater and runoff patterns to assess potential changes during and after construction. Additional field data was collected where data gaps were identified.



# Areas of Study - People and Places

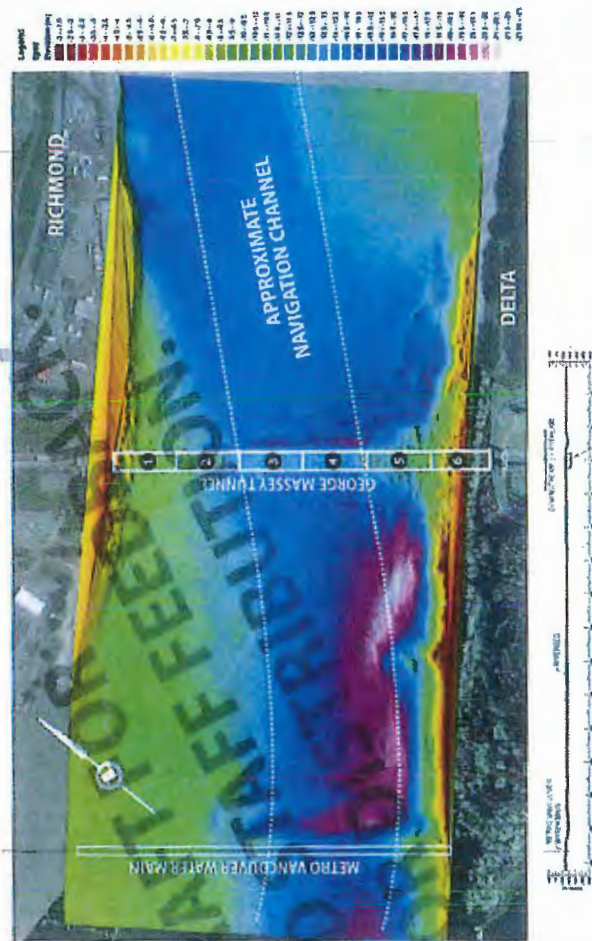
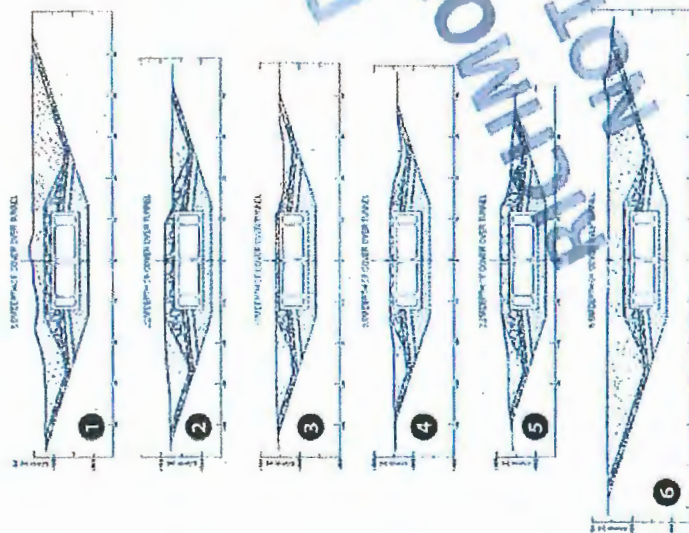


Studies	Work to date
Heritage	Compiled and reviewed information on known archaeological and heritage sites, conducted field surveys to determine if any previously identified sites are located within the Project area, and compiled information on current and traditional uses.
Air Quality	Collected data on climate and general air quality, meteorological data, and ambient existing pollutant levels and, as part of a human health assessment, modelled the effects of emissions from traffic that will be produced once the Project is completed.
Noise	Measured noise levels in the Project corridor and, as part of a human health assessment, modelled noise that will be produced once the Project is completed.
Visual	Took photographs at various viewpoints within the Project corridor. Used these photographs as a base for computer modelling of visibility of the new bridge at these locations.
Contaminated Sites	Reviewed current and historical land use to identify potential contaminated sites. Additional field investigations were undertaken to classify sites where data gaps were identified.





# River Bathymetry



SCALE 1:250



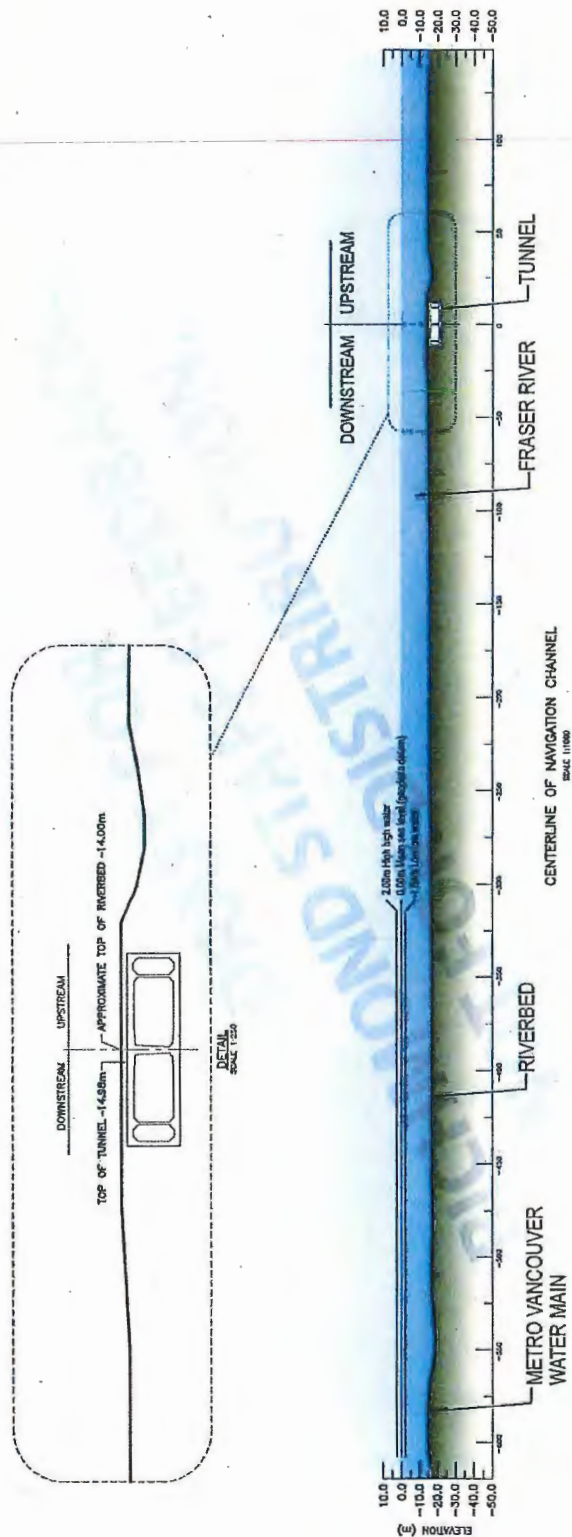


# Planning and Consultation Process



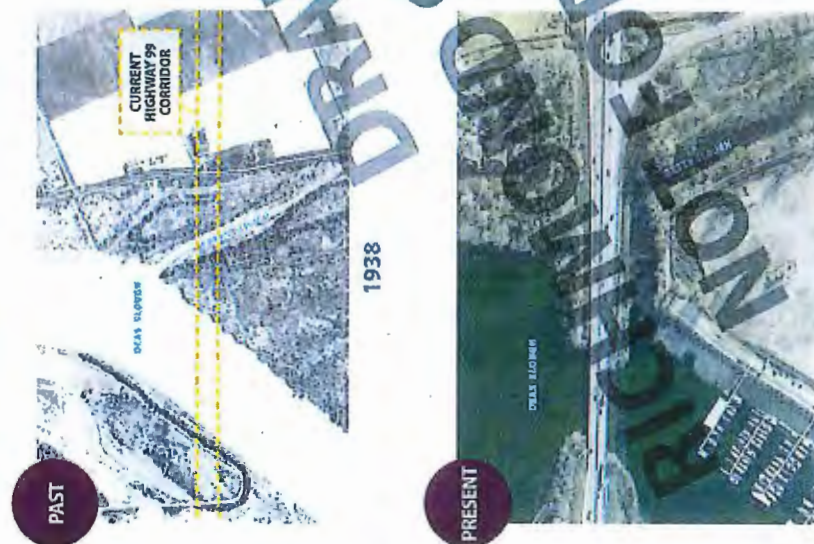


# Riverbed Profile





# South Approach Enhancement Opportunity



The Project will allow us to enhance the area under the new bridge, restore Green Slough to its original channel and improve the surrounding habitat.





City of  
Richmond

Malcolm D. Brodie  
Mayor

6911 No. 3 Road  
Richmond, BC V6Y 2C1  
Telephone: 604-276-4123  
Fax No: 604-276-4332

[www.richmond.ca](http://www.richmond.ca)

October 15, 2015

The Honourable Todd Stone  
Minister of Transportation and Infrastructure  
PO Box 9055 Stn Prov Govt  
Victoria, BC V8W 9E2

Frank Leonard  
Chair, Provincial Agricultural Land Commission  
133-4940 Canada Way  
Burnaby, BC V5G 4K6

Dear Minister Stone and Chair Leonard:

**Re: George Massey Tunnel Replacement Project and Widening of Highway 99**

At its October 13, 2015 meeting, Richmond City Council considered an update report on the George Massey Tunnel Replacement (GMTR) project regarding potential property acquisition by the Ministry of Transportation & Infrastructure (MoTI) on the west side of Highway 99 beyond the existing highway right-of-way between Blundell Road and Steveston Highway in Richmond as the number of vehicle lanes along this highway corridor may need to be increased as part of the GMTR project.

While adjacent properties on either side of Highway 99 in this corridor are within the Agricultural Land Reserve and zoned for agriculture, City staff have been informed by GMTR staff that based on input from the Agriculture Land Commission (ALC), the preference for any widening of the Highway 99 corridor is to occur on the west side as these lands are considered by the ALC as relatively less actively farmed.

Please note that the City's No. 5 Road Backlands Policy (Attachment 1), which was approved by Council in 1990 and revised in 2000, requires land uses permitted in the "Assembly (ASY)" zoning district on the westerly 110 m of properties fronting No. 5 Road and all proposals for lands subject to the Policy to enter into legal agreements as deemed necessary to require farm activities on the backlands (i.e., remainder of the property). As Council is desirous of enhancing farming on these properties, the City is concerned about the potential negative impacts to these backlands resulting from the widening of Highway 99.

Moreover, a non-farm use application for expansion of the Richmond Jamea Mosque at 12300 Blundell Road (located at the southwest quadrant of Blundell Road and Highway 99) was endorsed by Council on November 24, 2014 and forwarded to the ALC for approval. The ALC subsequently approved the application on June 23, 2015. This approval by ALC appears contradictory and should the GMTR project proceed to acquire additional right-of-way from this site, the existing and proposed on-site parking and circulation would be negatively impacted.

As the City is currently reviewing and considering an update of the No. 5 Road Backlands Policy, the City has the following requests:



- May we have further details from MoTI on the potential land takings from these properties as soon as possible in order to better understand the potential impacts to the No. 5 Road backlands as well as its general policy?
- Can the ALC clarify its rationale for preferring any widening of Highway 99 to occur on the west side and reconcile this position with its recent approval of the non-farm use application for an expansion of the Richmond Jamea Mosque at 12300 Blundell Road?
- Can MoTI and the ALC ensure that the City will be fully engaged in any detailed discussions regarding the use of ALR lands in Richmond for the GMTR project?

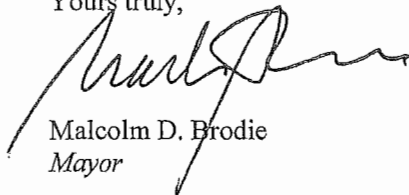
Further, as Council remain extremely concerned about the lack of details on the upcoming planned bridge and highway improvements, I wish to reiterate the written requests made to Minister Stone in my letter dated July 8, 2015 regarding the GMTR initiative:

- May we have a draft copy of the Project Definition Report as soon as possible? There needs to be sufficient time for Richmond City Council to review and comment on the Report before it is finalized later this year.
- May we have your advice regarding the Ministry's plan on the funding strategy for the construction and operation of the new bridge?
- May we have the latest position on the future of the existing tunnel.

The full involvement of and the timely sharing of the above information with the City of Richmond would help ensure that the GMTR project addresses any issues or concerns raised by our community.

I look forward to your reply.

Yours truly,



Malcolm D. Brodie  
Mayor

Att. 1

pc: John Yap, MLA – Richmond-Steveston  
Teresa Wat, MLA – Richmond Centre  
Linda Reid, MLA – Richmond East  
Members of Council  
SMT  
Victor Wei – Director, Transportation



**POLICY 5037:**

It is Council policy that:

1. The area outlined in bold lines as "Area Proposed for Public and Institutional Use" on the accompanying plan dated 01/24/00 may be considered for non-farm use.
2. The types of non-farm use which may be considered are:
  - "Assembly District" uses, and
  - Certain "School / Public Use District" uses (i.e., public park, public recreation facility, municipal works, health and safety measures, community use).
3. The amount of land on each property which may be developed for approved non-farm uses is limited to the westerly 110 m (360.892 ft) for properties fronting onto No. 5 Road.

The remaining back land portion of each property shall be retained for farm use only.

4. Satisfactory sanitary sewage disposal is required as a condition of Development Permit approval.
5. Continue to strive for a partnership approach, with back land owner prepared farm plans to achieve farming, but allow for a limited infrastructure component (e.g., little or no regional and on-site drainage, irrigation or access roads), where a full infrastructure component is not practical.
6. The current moratorium on non-farm use approvals (initiated by the Land Commission and adopted by Council in February, 1996) should be retained and may be lifted on an individual lot basis for owners who:
  - a) prepare farm plans;
  - b) explore farm consolidation;
  - c) commit to do any necessary on-site infrastructure improvements;
  - d) co-operate as necessary to remove constraints (e.g., required infrastructure) to farming the back lands, in partnership with others; and
  - e) commit to legal requirements as may be stipulated by Council to achieve acceptable land uses (e.g., farming the back lands).
  - f) undertake active farming of the back lands.
7. The following procedure will apply when considering applications for non-farm use and Assembly District rezoning.





## Approvals Procedure

Proponent applies to City and Commission for non-farm use approval.

Commission reviews proposal and may give approval in principle for non-farm use based on the proponent:

- preparing an acceptable farm plan;
- entering into a restrictive covenant;
- providing a financial guarantee to farm; and
- agreeing to undertake active farming first

Proponent undertakes active farming based on the approved farm plan.

Commission gives final approval for non-farm use.

Proponent applies to City for rezoning of site to Assembly District (ASY).

City approves rezoning application after proponent meets all City requirements.

## Amendments to the above policies

If either the City or the Land Commission intends to amend any of the above procedures, the initiating party will advise the other party of this intent and seek comment on the proposed amendments prior to concluding any approvals.

## Co-ordination of review process

The City and the Commission will co-ordinate efforts when reviewing applications for non-farm use, in order to ensure that the interests of each party are addressed. This co-ordinated effort will be done prior to granting any approvals.





# City of Richmond

# Policy Manual

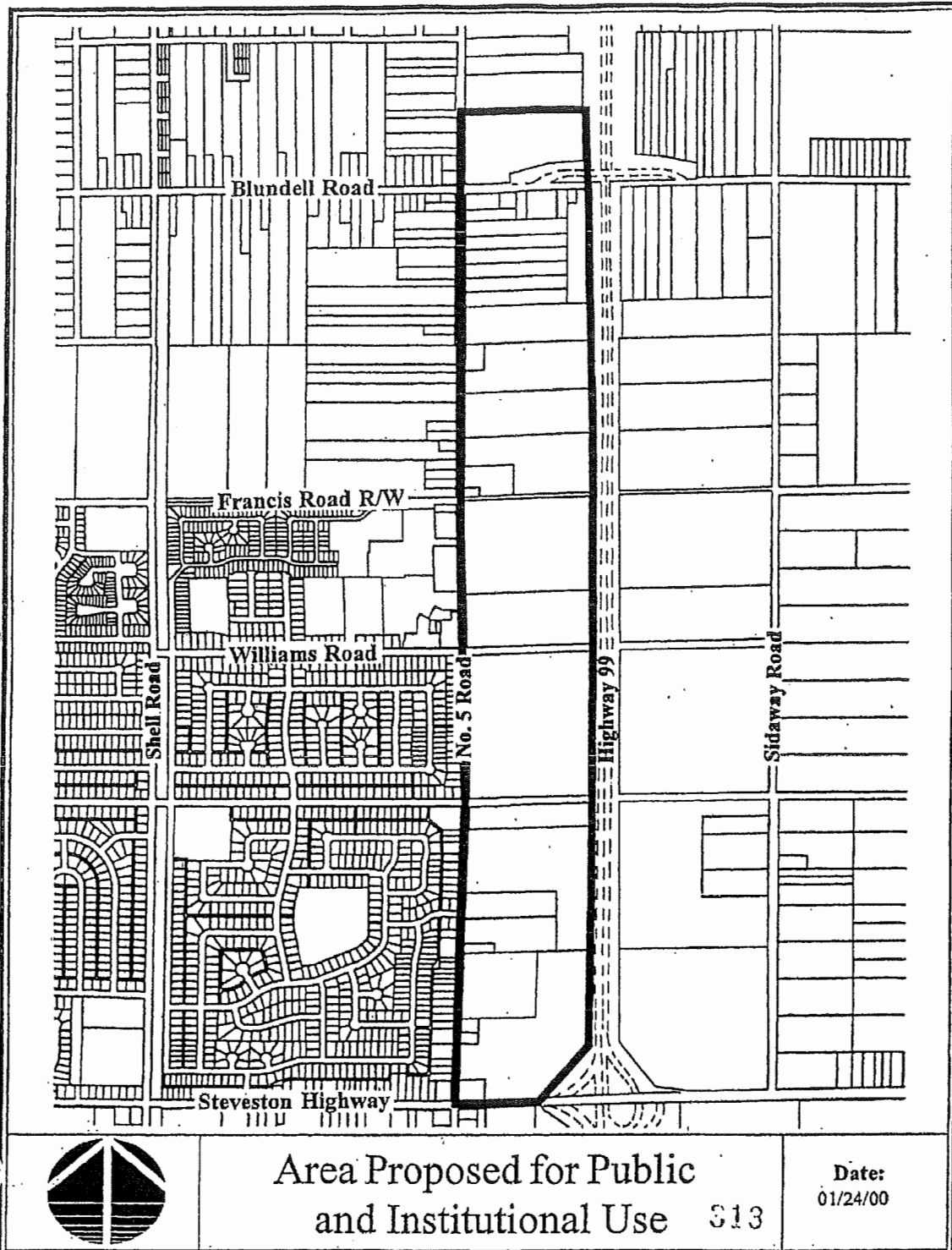
Page 3 of 3

Adopted by Council: Mar. 27/00

POLICY 5037

File Ref: 4105-04

NO. 5 ROAD BACKLANDS POLICY







**Richmond Official Community Plan Bylaw 9000  
Amendment Bylaw 9506  
(No. 5 Road Backlands Policy)**

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

1. Richmond Official Community Plan Bylaw 9000 is amended by adding the following text to Section 7.0 Agriculture and Food:

**7.3. No. 5 Road Backlands Policy**

**OVERVIEW:**

Since 1990, the City and the Agricultural Land Commission (ALC) have agreed that, within the Agricultural Land Reserve (ALR), there shall be a unique area called “No. 5 Road Backlands Policy Area” as shown on the attached No. 5 Road Backlands Policy Area Map.

The purpose of the Policy is to allow Community Institutional uses on the westerly 110m (“Frontlands”) of the properties located on the east side of No. 5 Road between Blundell Road and Steveston Highway (the area outlined in bold lines on the No. 5 Road Backlands Policy Area Map), if the remaining portions (“Backlands”) are actively farmed.

**OBJECTIVE:**

Community Institutional uses may be permitted in the Frontlands if the Backlands are actively farmed.

**POLICIES:**

- a) The types of uses which may be considered in the Frontlands are those consistent with the Community Institutional land use definition contained in the 2041 Official Community Plan (the “OCP”) to be considered and approved by the City and the Agricultural Land Commission through the necessary land use approval process.
- b) In the Frontlands, clearly ancillary uses (e.g., dormitory) to the principal Community Institutional uses are allowed, but principal residential uses (e.g., congregate housing, community care facility, multi-family housing) are not allowed.
- c) Property owners who do not intend to farm the Backlands themselves are encouraged to, either lease them to a farmer, dedicate their Backlands to the City or enter into legal agreements with the City to allow the City or the City’s designate to access and farm the Backlands.



- d) The City will continue to strive for a partnership approach with property owners to achieve farming of the Backlands (e.g., based on the approved farm plans).
- e) In the Backlands, a limited infrastructure component (e.g., little or no regional and on-site drainage, irrigation or farm access roads) could be allowed, where a full infrastructure component is not practical.
- f) In the Frontlands, satisfactory sanitary sewage disposal is required as a condition of non-farm use or rezoning approval.
- g) Applicants shall submit the necessary reports to the City to achieve farming with all costs to implement works associated with an approved farm plan to be paid by the applicant.

#### **Development Application Procedure and Requirements**

- a) All proposals for Community Institutional development are subject to City and ALC approval through the necessary development application process to be reviewed on a case-by-case basis and in accordance with the OCP.
- b) Consideration of Community Institutional development in the Frontlands is generally subject to:
  - i. Submission and approval of an ALR Non-Farm Use application that is required to be endorsed by the City prior to being considered by the ALC. If the City endorses the ALR Non-Farm Use application, it will be forwarded to the ALC for consideration.
  - ii. Pending the outcome of the ALR Non-Farm Use application, a rezoning application will also be required and subject to the required statutory process.
  - iii. Other Development Applications (i.e., Environmentally Sensitive Area Development Permit, Development Variance Permit) may also be required based on the proposal or site context.
- c) In certain cases, a rezoning application will not be required following approval of an ALR Non-Farm Use application. Under these circumstances, any specific requirements to be secured through the ALR non-farm use application are to be confirmed through the necessary resolution of Council upon consideration of the application.
- d) In considering development proposals (i.e., ALR Non-Farm Use applications or rezoning application) in the No. 5 Road Backlands Policy area, the City requires the applicants to:
  - i. Prepare farm plans with access;
  - ii. Explore farm consolidation;
  - iii. Commit to do any necessary on-site infrastructure improvements;
  - iv. Co-operate as necessary to remove constraints (e.g., required infrastructure) to farming the Backlands, in partnership with others;



- v. Commit to legal requirements as may be stipulated by Council to achieve acceptable land uses (e.g., farming the Backlands);
- vi. Provide financial security to ensure the approved farm plan is implemented;
- vii. Undertake active farming of the Backlands;
- viii. Register a statutory right-of-way on title for a future farm access road along the eastern edge of the property along the Backlands, to the satisfaction of the Director of Development; and
- ix. Comply with such other considerations or requirements by Council.

### Reporting requirements

- a) All property owners who are required to farm the Backlands must, in a form acceptable to the City, report to the City on a yearly basis regarding the current status of the farm by providing clear evidence (e.g., detailed description of the farming activities conducted in the Backlands, photos, farm tax records) that the Backlands are actively being farmed in accordance with the approved farm plans, to Council and the ALC's satisfaction.

### Amendments to the above policies

- a) Amendments to these policies in the 2041 OCP is subject to the required statutory process, which will include consultation between the City, ALC and other stakeholders as deemed necessary.

### Co-ordination of review process

- a) The City and the ALC will co-ordinate efforts when reviewing applications for ALR non-farm use and subsequent rezoning applications, in order to ensure that the interests of each party are addressed. This co-ordinated effort will be done prior to granting any approvals.
2. This Bylaw may be cited as **"Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 9506"**.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

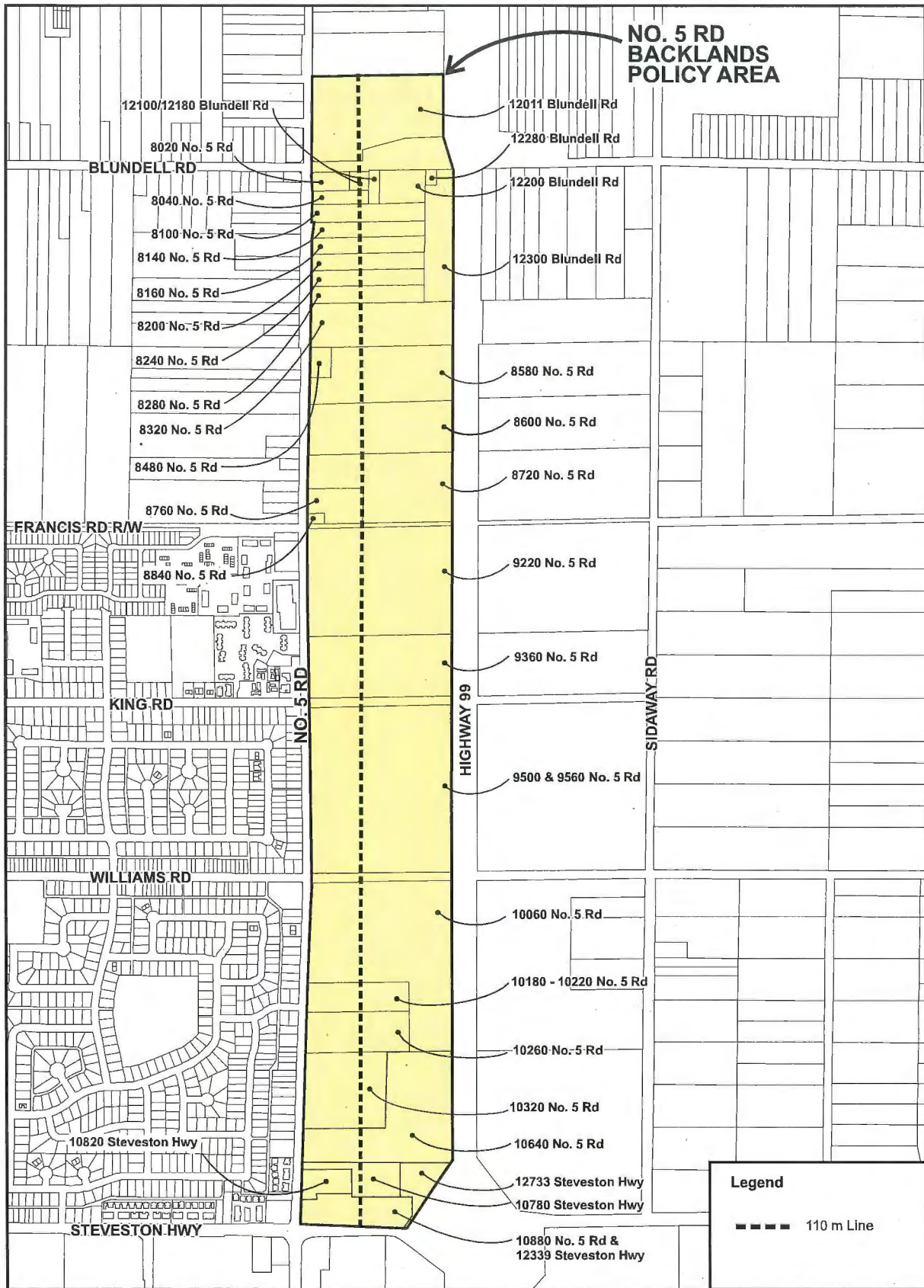
ADOPTED

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER







## No.5 Road Backlands Policy Area

**PLN - 221**

Original Date: 09/03/14

Amended Date: 10/22/15

Note: Dimensions are in METRES





# City of Richmond

## Report to Committee Planning and Development Division

**To:** Planning Committee  
**From:** Wayne Craig  
Director, Development

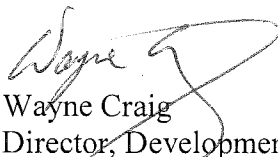
**Date:** November 30, 2015

**File:** RZ 15-690379

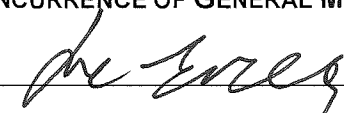
**Re:** Application by Kenneth Kevin McWilliam for Rezoning at 10631 Williams Road  
from Single Detached (RS1/E) to Compact Single Detached (RC2)

### Staff Recommendation

That Richmond Zoning Bylaw 8500, Amendment Bylaw 9508, for the rezoning of 10631 Williams Road from "Single Detached (RS1/E)" to "Compact Single Detached (RC2)", be introduced and given first reading.

  
Wayne Craig  
Director, Development

WC:cl  
Att.

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



## **Staff Report**

### **Origin**

Kenneth Kevin McWilliam has applied to the City of Richmond for permission to rezone the property at 10631 Williams Road from the “Single Detached (RS1/E)” zone to the “Compact Single Detached (RC2)” zone, to permit the property to be subdivided to create two (2) lots, with vehicle access to/from the existing rear lane (Attachment 1). A site survey showing the proposed subdivision plan is included in Attachment 2.

### **Findings of Fact**

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 3)

### **Surrounding Development**

Development immediately surrounding the subject site is as follows:

To the North, directly across the rear lane, is a dwelling on a lot zoned “Single Detached (RS1/E)” fronting Aragon Road.

To the South, directly across Williams Road, are two (2) dwellings on lots zoned “Compact Single Detached (RC1)”.

To the East and West, are dwellings on lots zoned “Single Detached (RS1/E)”.

### **Related Policies & Studies**

#### **Official Community Plan**

The Official Community Plan (OCP) land use designation for the subject site is “Neighbourhood Residential”. This redevelopment proposal is consistent with this designation.

#### **Arterial Road Policy**

The Arterial Road Policy identifies the subject site for redevelopment to compact lots or coach houses, with rear lane access. This redevelopment proposal is consistent with the Arterial Road Policy designation.

#### **Floodplain Management Implementation Strategy**

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



**Public Consultation**

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 placement of the rezoning sign on the property.

Should the Planning Committee endorse this application and should Council grant 1<sup>st</sup> reading to the rezoning bylaw, a Notice of Public Hearing will be sent to all residents and property owners of land within 50 m of the subject site with instructions on how to participate in the public process.

**Analysis****Proposed Site Access**

Vehicular access to Williams Road (a minor arterial road) is not permitted in accordance with Residential Lot (Vehicular) Access Regulation Bylaw No. 7222.

Vehicular access to the proposed lots will be from the existing rear lane to the north of the subject site that runs parallel to Williams Road. At the applicant's cost, the City is to remove the existing driveway crossing to Williams Road and install a concrete sidewalk and boulevard to match the existing condition to the east and west.

Prior to issuance of a Building Permit, the applicant is required to submit a Construction Parking and Traffic Management Plan to the City's Transportation department for review.

**Tree Retention and Replacement**

A Certified Arborist's Report was submitted by the applicant, which identifies tree species and location, assesses tree structure and condition, and provides recommendations on tree retention and removal relative to the proposed development. The Report assesses three (3) bylaw-sized trees on-site and six (6) trees off-site.

The City's Tree Preservation Coordinator and Parks Department Arborist have reviewed the Arborist's Report, conducted visual tree assessment, and concur with the Arborist's recommendations to:

- Protect and retain the Hazelnut tree (Tree # 60) that is in good condition and that is located along the rear property line, which was not included on the site survey.
- Protect and retain the two (2) bylaw-sized trees on the adjacent property to the east at 10651 Williams Road (Trees E and F), as these trees are not anticipated to be impacted by the proposed development at the subject site.
- Protect and retain the four (4) flowering Cherry trees (Trees A, B, C, D) in the boulevard along Williams Road on City-owned property.



However, the City's Tree Preservation Coordinator has identified that:

- The Dogwood tree (Tree # 58) is not a good candidate for retention and should be removed due to bacterial blight.
- The Beech tree (Tree # 59) that is located in the side yard is in fair condition but cannot be retained due to its proximity to the dwelling on the proposed east lot and the proposed raise in lot grade to meet the required Flood Construction Level.

#### *Tree Protection*

A total of one (1) tree on-site and six trees off-site are to be retained and protected. The proposed Tree Retention Plan is shown in Attachment 4.

To ensure protection of the trees (Trees # 60, A, B, C, D, E, F), the applicant must complete the following items prior to final adoption of the rezoning bylaw:

- Submit a contract with a Certified Arborist for supervision of all works conducted within close proximity to tree protection zones. The contract must include the scope of work, including the number of monitoring inspections at specified stages of construction, any special measures required for tree retention, and a provision for the Arborist to submit a post-construction impact assessment report to the City for review.
- Submit a survival security in the amount of \$1,000 for Tree # 60. The security will not be released until an acceptable impact assessment report is submitted by the Arborist and a landscaping inspection has been passed by City staff.

Prior to demolition of the existing dwelling on the subject site, the applicant is required to install tree protection fencing around the trees to be retained. Tree protection fencing must be installed to City standard in accordance with the City's Tree Protection Information Bulletin TREE-03 prior to any works being conducted on-site, and must remain in place until construction and landscaping on-site is completed.

#### *Tree Replacement*

A total of two (2) bylaw-sized trees on-site are proposed to be removed and replaced (i.e., Trees # 58 and 59). Consistent with the OCP tree replacement ratio of 2:1, the applicant has agreed to plant and maintain a total of four (4) replacement trees on the proposed lots (minimum 8 cm deciduous caliper or 4 m high confiner).

To ensure that the required replacement trees are planted and maintained and that the front yards of the proposed lots are enhanced, the applicant is required to submit a Landscape Plan prepared by a Registered Landscape Architect, along with a Landscaping Security in the amount of 100% of a cost estimate for the proposed works provided by the Landscape Architect. The Landscape Plan must respond to the guidelines of the Arterial Road Policy. The Landscape Plan, Cost Estimate, and Landscaping Security are required to be submitted prior to final adoption of the rezoning bylaw. A portion of the security (e.g. 70%) will be released after construction and landscaping at the subject site is completed and a landscaping inspection by City staff has been



passed. The City will retain the balance of the security for a one-year maintenance period to ensure that the landscaping survives.

### **Affordable Housing Strategy**

The Affordable Housing Strategy for single-family rezoning applications received prior to September 14, 2015, requires a secondary suite or coach house on 50% of new lots, or a cash-in-lieu contribution of \$1.00/ft<sup>2</sup> of total buildable area towards the City's Affordable housing Reserve Fund.

The applicant proposes to provide a legal secondary suite on one (1) of the two (2) lots proposed at the subject site. To ensure that the secondary suite is built to the satisfaction of the City in accordance with the City's Affordable Housing Strategy, the applicant is required to enter into a legal agreement registered on title stating that no final Building Permit inspection will be granted until the secondary suite is constructed to the satisfaction of the City in accordance with the BC Building Code and the City's Zoning Bylaw. Registration of this legal agreement is required prior to final adoption of the rezoning bylaw. This agreement will be discharged from title (at the initiation of the applicant) on the lot where the secondary suite is not required by the Affordable Housing Strategy after the requirements are satisfied.

### **Site Servicing and Frontage Improvements**

There are no servicing concerns with rezoning.

At future subdivision and building permit stage, the applicant must:

- Pay Development Cost Charges (City and GVS & DD), School Site Acquisition Charge, Address Assignment Fees, and the costs associated with completion of the required servicing works and off-site improvements as described in Attachment 5.
- Pay \$16,858.05 prior to subdivision approval in accordance with Works and Services Cost Recovery Bylaw No. 8752 for lane drainage works that have already been installed by the City.

### **Financial Impact**

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

### **Conclusion**

The purpose of this rezoning application is to rezone the property at 10631 Williams Road from the "Single Detached (RS1/E)" zone to the "Compact Single Detached (RC2)" zone, to permit the property to be subdivided to create two (2) lots.

This rezoning application complies with the land use designations and applicable policies contained within the OCP for the subject site.



The list of rezoning considerations is included in Attachment 5, which has been agreed to by the applicant (signed concurrence on file).

On this basis, it is recommended that Zoning Bylaw 8500, Amendment Bylaw 9508 be introduced and given first reading.

A handwritten signature in black ink, appearing to read 'Cynthia Lussier', with a stylized, flowing script.

Cynthia Lussier  
Planner 1

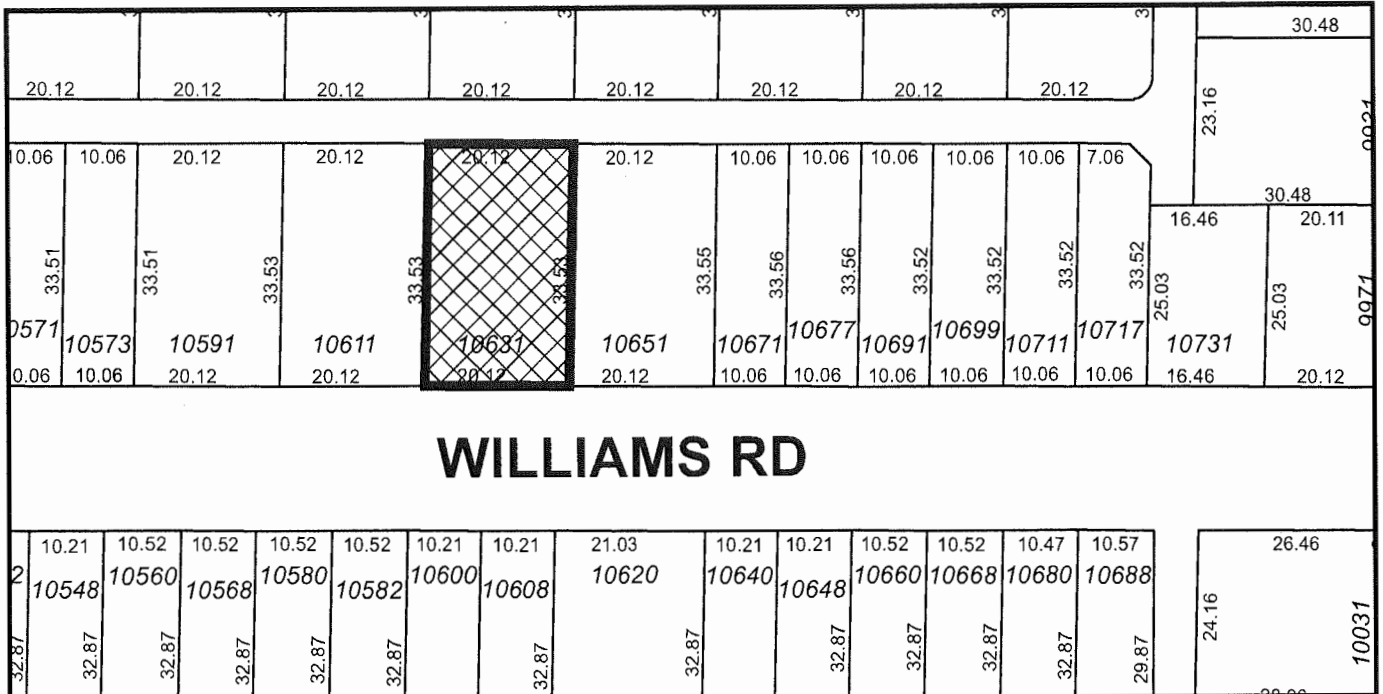
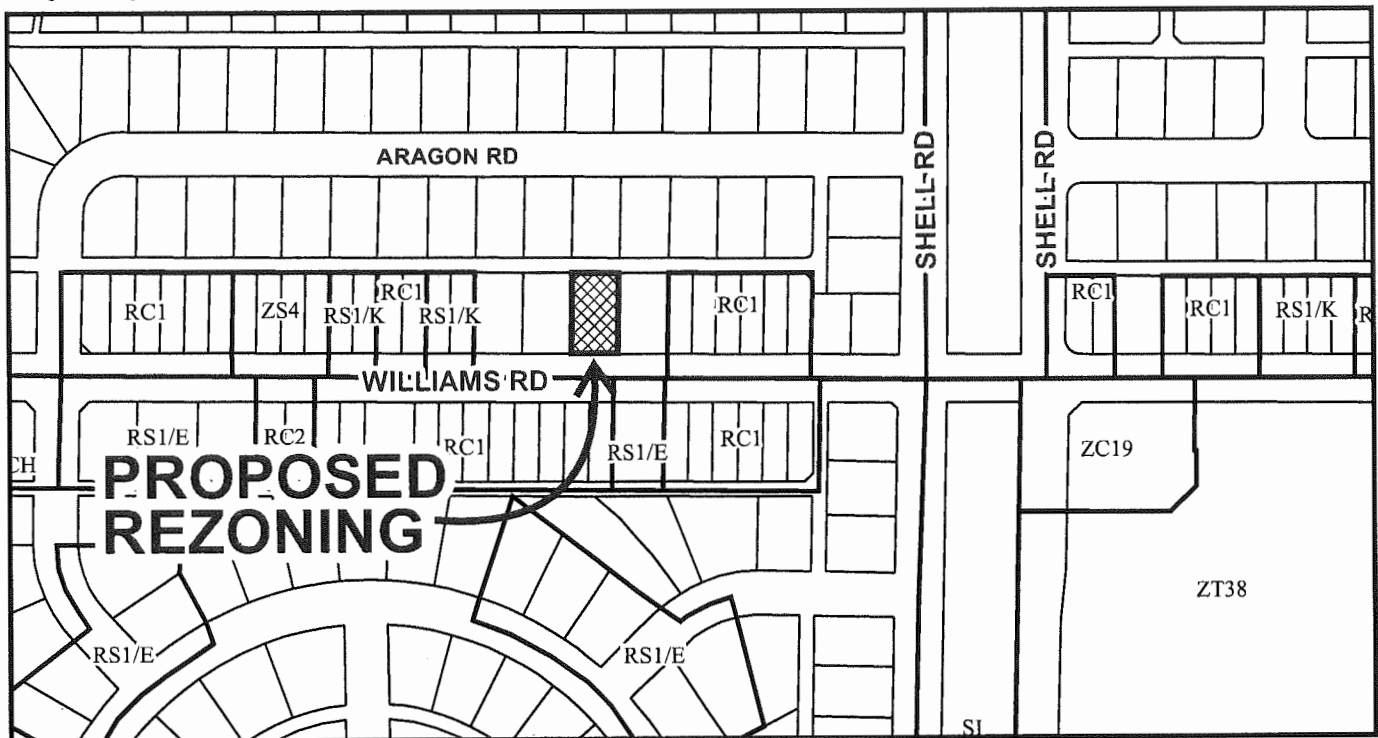
CL:rg

- Attachment 1: Location Map/Aerial Photo
- Attachment 2: Site survey and proposed subdivision plan
- Attachment 3: Development Application Data Sheet
- Attachment 4: Proposed Tree Retention Plan
- Attachment 5: Rezoning Considerations





# City of Richmond



## RZ 15-690379

Original Date: 01/28/15

Revision Date:

Note: Dimensions are in METRES





City of  
Richmond



RZ 15-690379

Original Date: 01/28/15

Revision Date

Note: Dimensions are in METRES

PLN - 229



## ATTACHMENT 2

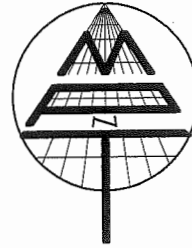
PARCEL IDENTIFIER (PID): 003-491-323

#10631 WILLIAMS ROAD  
RICHMOND, B.C.

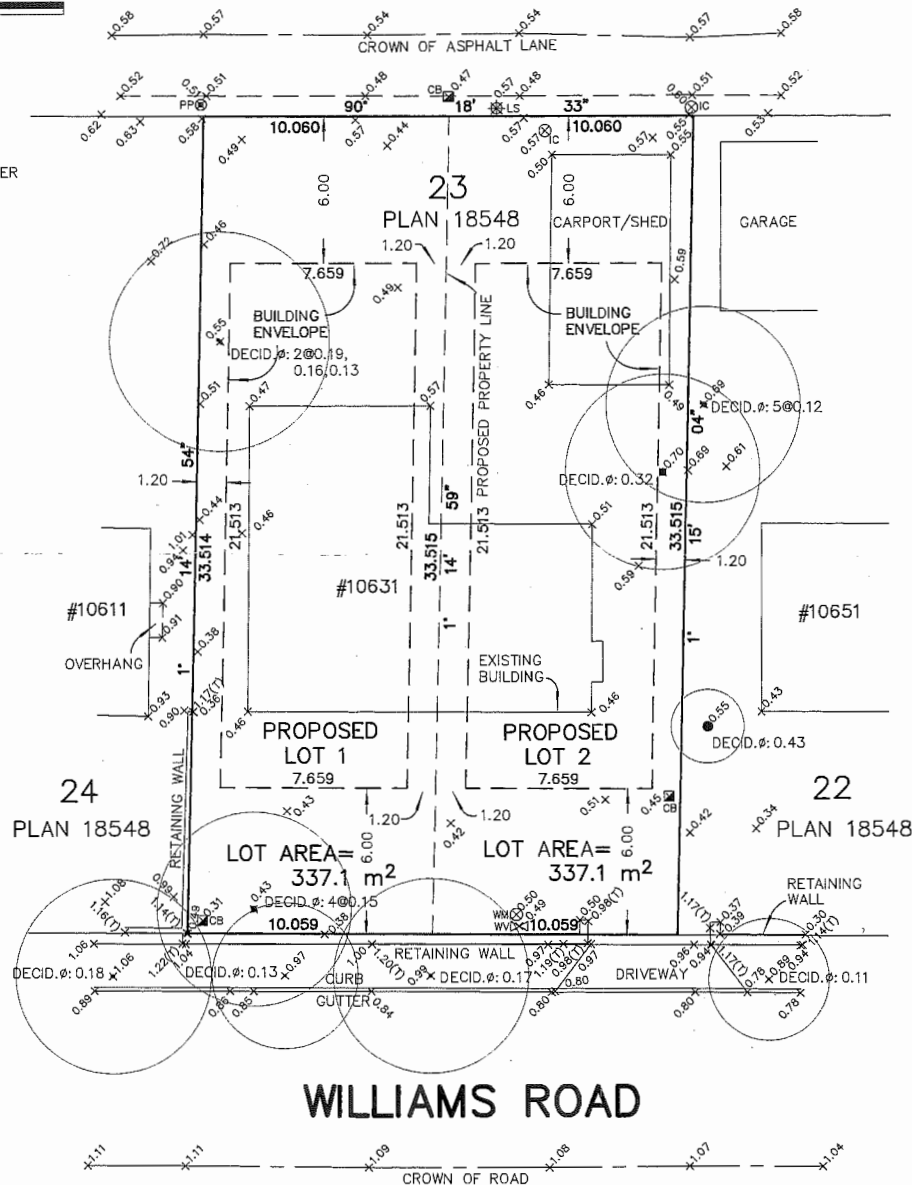
SCALE 1:200



LANE



- |      |                              |
|------|------------------------------|
| X    | INDICATES SPOT ELEVATION     |
| ■ CB | INDICATES CATCH BASIN        |
| ■ LS | INDICATES LAMP STANDARD      |
| ■ PP | INDICATES POWER POLE         |
| ○ IC | INDICATES INSPECTION CHAMBER |
| ○ WM | INDICATES WATER METER        |
| ⊗ WV | INDICATES WATER VALVE        |
| (T)  | INDICATES TOP OF WALL        |



NOTES:

B.C.L.S.

**PLN - 230** DATE OF SURVEY: APRIL 25, 2012





**RZ 15-690379**

**Attachment 3**

Address: 10631 Williams Road

Applicant: Kenneth Kevin McWilliam

Planning Area(s): Shellmont

	Existing	Proposed
Owner:	Kenneth Kevin McWilliam Debra Lorraine Hoddinott	To be determined
Site Size (m <sup>2</sup> ):	674.2 m <sup>2</sup> (7,257 ft <sup>2</sup> )	Two (2) lots, each 337.1 m <sup>2</sup> (3,628 ft <sup>2</sup> )
Land Uses:	One (1) single detached dwelling	Two (2) residential lots
OCP Designation:	Neighbourhood Residential	No change
Zoning:	Single Detached (RS1/E)	Compact Single Detached (RC2)
Other Designations:	The Arterial Road Policy designates the subject site for redevelopment to compact lots or coach houses, with access from the existing operational rear lane	No change

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 60	Max. 60	none permitted
Lot Coverage – Buildings:	Max. 40%	Max. 40%	none
Lot Coverage – Buildings, structures, and non-porous surfaces:	Max. 70%	Max. 70%	none
Lot Coverage – Landscaping with live plant material:	Min. 20 %	Min. 20 %	none
Lot Size (min. dimensions):	270 m <sup>2</sup>	337.1 m <sup>2</sup>	none
Setback – Front & Rear Yards (m):	Min. 6 m	Min. 6 m	none
Setback – Side Yards (m):	Min. 1.2 m	Min. 1.2 m	none
Height (m):	2 ½ storeys	2 ½ storeys	none

Other: Tree replacement compensation required for loss of bylaw-sized trees.



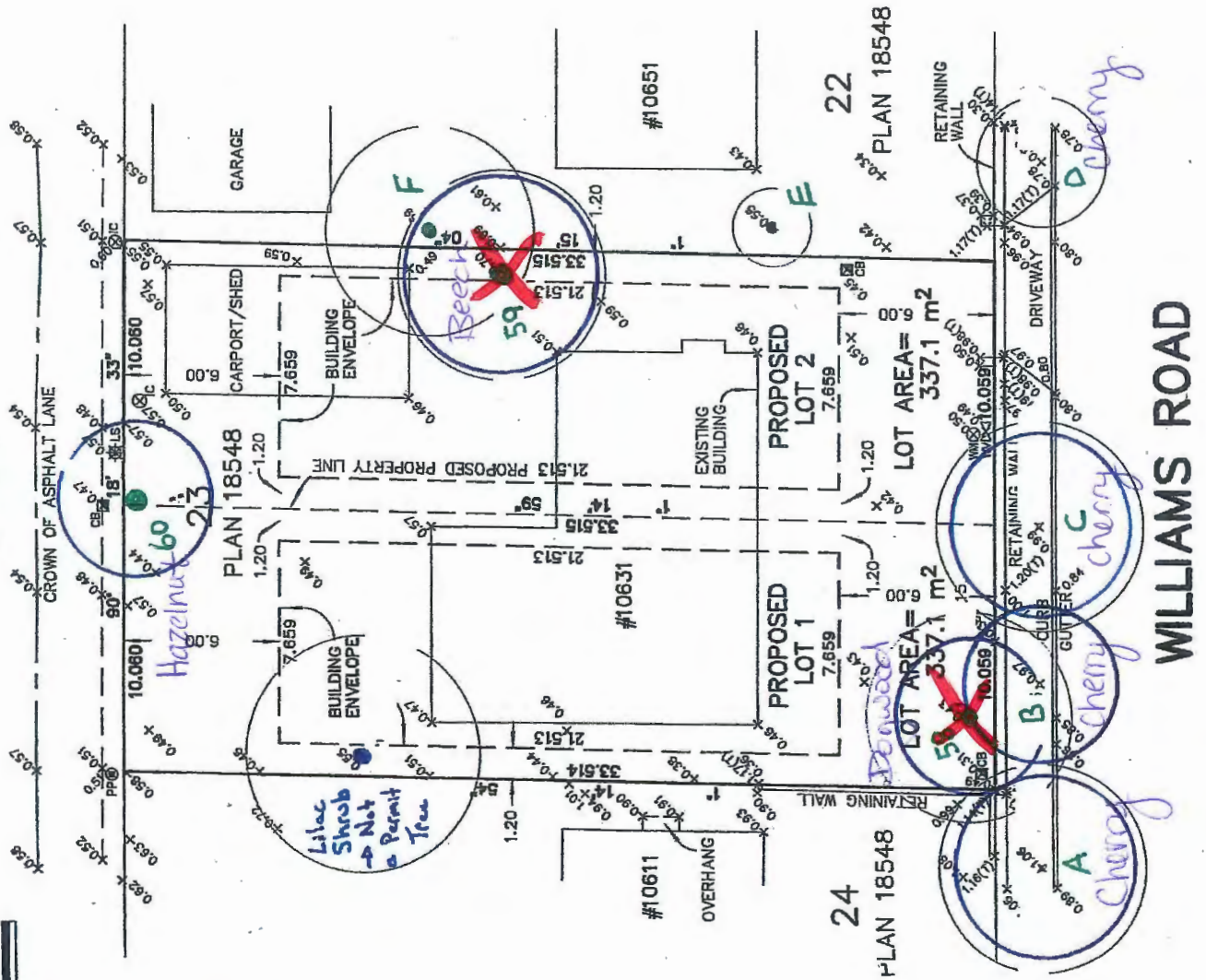
# Tree Management Plan - 10631 Williams Rd - June 5, 2015

D.A.

## SCALE



## LANE



Retain Tree 100

Remove Tree 101

Annotated Nov. 30 2015  
CK





**Address:** 10631 Williams Road

**File No.:** RZ 15-690379

**Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 9508, the developer is required to complete the following:**

1. Submission of a Landscape Plan, prepared by a Registered Landscape Architect, to the satisfaction of the Director of Development, and deposit of a Landscaping Security based on 100% of the cost estimate provided by the Landscape Architect (including installation costs, fencing, hard and soft landscaping, and 10% contingency). The Landscape Plan should:
  - comply with the guidelines of the OCP's Arterial Road Policy and should not include hedges along the front property line;
  - include a mix of coniferous and deciduous trees;
  - include the dimensions of tree protection fencing as illustrated on the Tree Retention Plan attached to this report; and,
  - include the four (4) required replacement trees (minimum 8 cm deciduous caliper or 4 m high conifer).
2. Submission of a Contract entered into between the applicant and a Certified Arborist for supervision of any on-site works conducted within close proximity of the tree protection zones of the trees to be retained (Trees # 60, A, B, C, D, E, F). The Contract should include the scope of work, including: the proposed number of site monitoring inspections at specified stages of construction, any special measures required for tree protection, and a provision for the Arborist to submit a post-construction assessment report to the City for review.
3. Submission of a Tree Survival Security to the City in the amount of \$1,000 for Tree # 60.
4. Registration of a flood indemnity covenant on title.
5. Registration of a legal agreement on Title to ensure that no final Building Permit inspection is granted until a secondary suite is constructed on one (1) of the two (2) future lots, to the satisfaction of the City in accordance with the BC Building Code and the City's Zoning Bylaw.

**At Demolition Permit stage, the following requirements must be completed:**

- Installation of tree protection fencing around the trees to be retained (Trees # 60, A, B, C, D, E, F). Tree protection fencing must be installed to City standard in accordance with the City's Tree Protection Information Bulletin TREE-03 prior to any works being conducted on-site, and must remain in place until construction and landscaping on-site is completed.

**Subdivision\* and Building Permit\* stage, the following requirements must be completed:**

- Payment of Development Cost Charges (City and GVS & DD), School Site Acquisition Charge, Address Assignment Fees, and costs associated with completion of the following servicing works and off-site improvements:

*Water Works:*

- Using the OCP Model, there is 552.1 L/s of water available at a 20 psi residual at the Williams Road frontage. Based on your proposed development, your site requires a minimum fire flow of 95.0 L/s.
- At Building Permit\* stage, the applicant is required to submit Fire Underwriter Survey (FUS) or International Organization for Standardization (ISO) fire flow calculations to confirm the 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.
- At the applicant's cost, the City is to:
  - Cut and cap the existing water service protection at the watermain along the Williams Road frontage.



- Install two (2) new 25 mm water service connections complete with meters and meter boxes along the Williams Road frontage.

*Storm Sewer Works:*

- The applicant is required to pay \$16,858.05 in accordance with Works and Services Cost Recovery Bylaw No. 8752 for lane drainage works installed by the City, prior to subdivision approval.
- At the applicant's cost, the City is to:
  - Cap the existing storm service connection at the southwest corner of the subject site.
  - Cut and cap the existing storm lead and remove the inspection chamber and trench drain at the northeast corner of the subject site.
  - Install a new storm inspection chamber with two (2) new service connections at the common property line of the two lots along the Williams Road frontage.

*Sanitary Sewer Works:*

- At the applicant's cost, the City is to:
  - Assess the existing sanitary service connection at the northeast corner of the subject site and upgrade as required.
  - Install a new sanitary service connection for the proposed west lot complete with an inspection chamber along the lane frontage.

*Off-Site Improvements:*

- At the applicant's cost, the City is to remove the existing driveway crossing to Williams Road and install a concrete sidewalk and boulevard to match the existing condition to the east and west.

*General Items:*

- The applicant is required to coordinate with private utility service providers:
  - To underground proposed Hydro service lines (if applicable).
  - When relocating/modifying any of the existing power poles and/or guy wires within the property frontages.
  - To determine if above ground structures are required and coordinate their locations (e.g. Vista, PMT, LPT, Shaw cabinets, Telus kiosks, etc).
- Additional legal agreements, as determined via the subject development's 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.
- Submission of a Construction Parking and Traffic Management Plan to the Transportation Department. The 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.
- 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.

**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 original on file)

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Signed

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Date





**Richmond Zoning Bylaw 8500  
Amendment Bylaw 9508 (RZ 15-690379)  
10631 Williams 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 **"COMPACT SINGLE DETACHED (RC2)"**.

P.I.D. 003-491-323

Lot 23 Block 19 Sections 26 and 35 Block 4 North Range 6 West New Westminster District  
Plan 18548

2. This Bylaw may be cited as **"Richmond Zoning Bylaw 8500, Amendment Bylaw 9508"**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

_____
_____
_____
_____
_____
_____

CITY OF RICHMOND
APPROVED by <b>BK</b>
APPROVED by Director or Solicitor <b>il</b>

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER