

City of Maple Ridge

TO: FROM:	Her Worship Mayor Nicole Read and Members of Council Chief Administrative Officer	MEETING DATE: FILE NO: MEETING:	May 22, 2018 2018-145-RZ Council
SUBJECT:	First Reading Zone Amending Bylaw No. 7461 - 2018 11749 and 11761 Burnett Street		

EXECUTIVE SUMMARY:

An application has been received to rezone the subject properties (Appendix A and B) from RS-1 (One Family Urban Residential) to a new P-7 (Shelter and Supportive Housing) Zone (Appendix C).

The subject properties are designated *Low Rise Apartment* in the Official Community Plan (OCP) and this proposal is not in compliance with this designation. An OCP amendment is required and has been assessed based on a number of OCP and Town Centre Area (TCA) Plan policies. The project generally is in compliance with OCP social planning and housing policies, but the challenge is in satisfying the OCP compatibility policies.

The Development Procedures Bylaw provides for Council to grant first reading to a bylaw, with details to be provided at second reading. To accommodate the proposed use, the Institutional P-7 Zone is required that would allow the Shelter Use and Supportive Housing. The Shelter Use would be permitted in the P-7 zone, but not in any other zones.

If Council decides to grant first reading, the City's development approval process includes a Development Information Meeting (DIM) to be held by the applicant, inviting area residents and providing them an opportunity to ask questions and provide feedback to the applicant about the proposal. Staff is recommending a wider notification for the DIM and Public Hearing, if the necessary readings are granted by Council. As well, an expanded newspaper ad and information mail out package to residents in the notification area is being recommended to Council.

This project would not be subject to the Community Amenity Contribution (CAC) Policy, if a Housing Agreement is entered into with the City. There was a previous application on this site for a 64 unit apartment building (2016-145-RZ) that was withdrawn when the subject site was acquired by BC Housing.

In considering this report, Council has the option of granting first reading, deferral or denying this application.

RECOMMENDATIONS:

In respect of Section 475 of the *Local Government Act,* requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:

- i. The Board of the Regional District in which the area covered by the plan is located, in the case of a Municipal Official Community Plan;
- ii. The Board of any Regional District that is adjacent to the area covered by the plan;
- iii. The Council of any municipality that is adjacent to the area covered by the plan;
- iv. First Nations;
- v. Boards of Education, Greater Boards and Improvements District Boards; and
- vi. The Provincial and Federal Governments and their agencies.

and in that regard it is recommended that additional consultation be required by expanding the notification area for the Development Information Meeting (DIM) and Public Hearing; having a facilitator retained at the cost of the applicant to attend and observe the DIM; more detailed notice information published in the newspaper and sent out within the notification; and implementing a "Good Neighbour Agreement", in respect of this matter and the early posting of the proposed Official Community Plan amendments on the City's website, together with an invitation to the public to comment; and;

That Zone Amending Bylaw No. No. 7461 - 2018 be given first reading; and

That the applicant provide further information as described on Schedules A and E of the Development Procedures Bylaw No. 5879–1999.

DISCUSSION:

a) Background Context:

Applicant:		BC Housing Management Commission		
Legal Description:		Lot 1 Except North 55 Feet, Section 17 Township 12 NWD Plan 8312; and the North 55 Feet of Lot 1 Section 17 Township 12 NWD Plan 8312		
OCP:	Existing: Proposed:	Low-Rise Apartment Institutional		
Zoning:	•	RS-1 (One Family Urban Residential) P-7 (Shelter and Supportive Housing)		
Surrounding U	ses:			
North:	Use: Zone:	Urban Residential with Multi-Residential Zoning application (2017-035-RZ) for a rental apartment building RS-1 (One Family Urban Residential) with RM-2 (Medium Density		
South: East:	Designation Use: Zone: Designation Use: Zone: Designation	Commercial CS-1 (Service Commercial) n: Town Centre Commercial Residential RS-1 (One Family Urban Residential)		

West:Use:CommercialZone:CS-1 (Service CommercialDesignation:Town Centre Commercial

Existing Use of Properties:	Vacant
Proposed Use of Property:	Multi-family Residential
Site Area:	0.262 HA. (0.65 acres)
Access:	Burnett Street
Servicing requirement:	Urban Standard

b) Site Characteristics:

The subject site is flat with some mature trees and shrubs being removed for construction of the proposed underground parking structure. The lands to the south are automotive-related commercial that front Lougheed Highway, with access both to the Highway and Burnett Street. North is a site consisting of two properties subject to a rezoning to RM-2 (Medium Density Apartment Residential), which includes a Housing Agreement for a rental apartment building (2017-035-RZ). To the west is a commercial site with a number of restaurants. Burnett Street is the eastern boundary of the Town Centre Area. The properties to the east are Urban Residential, some with proposals to permit infill lot subdivisions and duplexes.

c) Project Description:

This proposal is to allow a modular building with shared living space for 30 residents and a maximum of 20 staff (Shelter), 55 private long term residential suites (Accessory Dwelling Units Use) and underground parking (Appendix D).

The proposed building is a newer technology consisting of prefabricated units that are built in a plant and transported to the construction site and assembled to create the proposed building. The structure will have one level of underground parking (18 parking spaces) with the modular building totalling four (4) storey constructed on top of it. Information about this form of construction is attached (Appendix E).

The first level would be devoted to the shelter (separate men's and women's dorms) and separate common lounge areas. There is also space associated with the operation of the shelter by staff such as: offices, reception, laundry room, rooms for interviews and educational programs, medical exam room, dining and kitchen facilities.

The second through fifth levels would contain the dwelling units. Each is effectively a bachelor suite, with a living/sleeping area, kitchenette, bathroom and closet. Common space will consist of a lounge (on the 2nd floor), two laundry rooms (on the 2nd and the 3rd floors), a staff room (on the 2nd floor) and a flex room (on the 4th floor).

BC Housing has provided information about the operation of the proposed facility (Appendix F).

At this time the current application has been assessed to determine its compliance with the OCP and provide a land use assessment only. Detailed review and comments will need to be made once full application packages have been received. A more detailed analysis and a further report will be required prior to Second Reading. Such assessment may impact proposed lot boundaries and yields, OCP designations and Bylaw particulars, and may require application for further development permits.

d) Rezoning Process:

Given the community interest in this proposal, this section is being added to the report about the City rezoning process. The *Local Government Act* (LGA) is a Provincial Statute that governs the authority and the steps City Councils must follow in the rezoning process. A City Development Procedure Bylaw is established in accordance with the LGA, setting specific procedures for public consultation and amending bylaws.

The process starts with the submission of an application to the City. The initial application is required to include: a rezoning application describing the proposal, authorization by the property owner if the applicant is different from the owner (such as a consultant, engineer, architects, etc.), payment of the required fees, a title search and an assessment of soils for any contamination (through the Province).

Council will consider and grant a series of readings as an application progresses through the review process.

The first time an application is considered by Council is when Council receives a first reading report from staff. The first reading report is intended to provide Council with very preliminary information on an application and may include some conceptual plans. Use and density are the main parameters Council reviews at this stage. The report also provides an overview of the application's compliance with the Official Community Plan (OCP) and other Council endorsed plans and policies, bylaws and strategies, such as the Housing Action Plan.

In certain instances, an application may not fully comply with the OCP. For example, an application may comply with certain policies in the OCP, but the use may not comply with land use designation requirements and/or with some aspects of additional OCP policies that may also apply. In most cases, if an application is considered by Council to be generally in compliance with the OCP and other Council policies, the bylaw is given First Reading, and a resolution identifies all matters that must be resolved by an applicant prior to the next steps. These next steps are Second Reading and presentation of the application to Public Hearing.

After Public Hearing, Council considers granting Third Reading with a detailed list of terms and conditions to be fulfilled by applicants. Once Council is satisfied all matters on the list are satisfactorily resolved, Council grants Final Adoption to the bylaw and the property becomes rezoned.

When Council considers granting a reading to a Bylaw, Council has the authority to defeat, defer or approve the bylaw that is before them.

e) Planning Analysis:

Official Community Plan:

Current and Potential Site Designation:

The development site is located within the East Precinct of the Town Centre Area Plan and is currently designated *Low Rise Apartment*. This designation permits the RM-2 (Medium Density Apartment) Zone; however, as described below, this zone does not accommodate the shelter component on the first level nor is it in compliance with the OCP Land Use Designation. However, there are a number of OCP policies that should be considered to determine whether an OCP amendment to the *Institutional* designation is supportable.

Land Use Analysis:

A number of policies in the Official Community Plan and in the Town Centre Area Plan apply and are analyzed as follows:

• Neighborhood Context and Compatibility Policies:

OCP Policy 3 - 3 The stability of a neighbourhood's physical character is one of the keys to a successful community. Maple Ridge will protect residential neighbourhood character by: b) discouraging incompatible uses.

TCA Policy 3-42 The integration of institutional uses with other uses in the community is encouraged and will be supported based on the following criteria:

- a. compatibility with adjacent uses, the neighbourhood context and natural features;
- b. compatibility with the character and quality of the surrounding area;
- c. located near public transit;
- d. have direct access to a major corridor as identified on Figure 4 in the Maple Ridge Official Community Plan.

OCP Policy 6 - 34 Maple Ridge will encourage the development of Neighbourhood Commercial Centres within walking distance of neighbourhoods to service the daily convenience shopping and service needs of residents in the local neighbourhood.

OCP Policy 4 - 31 Small scale or locally serving institutional facilities that can be located throughout the community include: schools, community halls, parks and recreation facilities, museums, firehalls, and places of worship. These uses will be permitted in rural and urban areas subject to parking requirements, access, compliance with zoning bylaws, and compatibility with adjacent land uses.

OCP Policy 4 - 33 Large Scale Institutional Facilities such as public hospitals, congregate care facilities, and private hospitals should:

- a) be within the Urban Area Boundary;
- b) be conveniently located near public transit;
- c) have direct access to a collector, arterial, TransLink major road or Provincial Highway as identified in the Maple Ridge Transportation plan;
- d) where considered necessary, require the completion of a transportation impact study; and
- e) respect the neighbourhood context and natural features.

Assessing the above policies, the following is noted:

- The project is compatible in terms of being located in the Town Centre Area; however it is located at the edge of Town Centre Area and abuts an existing single family residential neighborhood to the east across Burnett Street.
- While the five (5) storey built form and apartment use (Accessory Dwellings) of the proposal is appropriate on the west side of Burnett Street, the institutional nature of the application and interface with the single family residential area to the east of Burnett Street presents challenges in satisfying the compatibility criteria.

- To the north, is an emerging multiple residential area, using conventional construction techniques, but with similar height and building massing. To the west and the south, the subject site abuts commercial designation, which is a compatible interface.
- Assessing Shelter Use from a commercial land use context, the OCP allows neighbourhood commercial centres, which are of a small scale, with stores and services for day-to-day needs surrounding residents may access on foot. A Shelter Use is proposed to serve the wider community and possibly the region, making a use that is not compatible with the OCP policy for neighbourhood commercial centre land uses.
- A shelter Use may also be viewed as having the characteristics of commercial accommodations like hotels and motels. This may be consistent with the land use to the west and south, but would not meet the compatibility requirements for the single family residential area to the east. Nor are hotels / motels considered to be locally serving land uses.
- For large scale institutional uses, access may be by way of collector, arterial, TransLink major road or Provincial Highway; however the policy for institutional uses in the Town Centre Area, has the tighter restriction of access being to major corridors. The closest major corridors are Lougheed Highway to the south and Dewdney Trunk Road to the north, but Burnett Street provides access to these two arterials.
- The compatibility of institutional uses is also to be assessed by its scale and the area it serves. The OCP envisions some small scale or locally serving institutional facilities. Where uses such as a local park, fire hall or elementary school each serve a single or a small group of neighborhoods, a Shelter Use may serve a wider area of the community, thereby challenges the intent of the compatibility policies in the OCP.
- The subject site is in the vicinity of shopping, support services and transit.

Considered from another perspective, apart from the Shelter Use, the upper floors contain accessory self-contained apartment units (Supportive Housing). This component is compatible with the form and character multiple residential uses developed or being developed on the west side of Burnett Street. The Shelter Use component with its support uses is compatible with the Town Centre Area and the abutting *Commercial* designation to the west and south.

• Housing Diversity and Social Well-being Policies:

OCP Policy 3 - 28 Maple Ridge will encourage partnerships with government and nongovernment agencies to support the creation of affordable, rental and special needs housing in the community.

OCP Policy 3 - 32 Maple Ridge supports the provision of affordable, rental and special needs housing throughout the District. Where appropriate, the provision of affordable, rental, and special needs housing will be a component of area plans.

OCP Policy 4 - 24 Maple Ridge will encourage that opportunities and services be available to enable persons with disabilities to function independently, and will work with the Municipal Advisory Committee on Accessibility Issues to encourage the full participation of all citizens, in all aspects of community life.

OCP Policy 4 - 25 Maple Ridge supports the Regional Homelessness Plan and its guiding principles, and will participate on Regional committees that coordinate the response to homelessness, drug abuse and other issues noting that senior government are the primary providers of social services.

TCA Plan Policy 3-7 To ensure a wide range of housing needs are accommodated within the Town Centre area, Maple Ridge will work with other areas of government and housing agencies to encourage and support development that provides:

- a. for those with special housing needs due to income, age, or disability, as an appropriate share of the Town Centre's housing stock;
- b. special needs housing incorporated within the Town Centre community and located close to public transit, shopping and services, and parks and recreation

The proposal helps to achieve many aspects of the above policies respecting partnership with government and non-government agencies (e.g. BC Housing with the Salvation Army), provision of special needs housing in the community, enabling persons with disabilities to function independently and responding to homelessness.

• Design Related Policies:

TCA Plan Policy 3-8 Where there are potential opportunities for designing flexibility into new development, these will be encouraged to help the community adapt as building uses evolve over time. Flexible design includes, but is not limited to, enabling the creation of additional rooms in housing units for growing families, the retrofit of a housing unit for people with disabilities, the change in use of a housing unit to a commercial unit, or viceversa.

TCA Plan Policy 3-22 All Low-Rise Apartment developments should be a minimum of three (3) storeys and a maximum of five (5) storeys in height.

TCA Plan Policy 3-15 Concealed parking structures are encouraged in all commercial, mixeduse, multi-family uses, and institutional uses in the Town Centre.

The modular construction being proposed is flexible and innovative as envisioned by TCA Plan Policy 3-8. The proposal complies with the policy for development being a minimum of three (3) storeys and a maximum of five (5) storeys in height. All parking is proposed to be concealed. Being at a boundary between the Town Centre Area and an established neighborhood across Burnett Street, the detailed design would need to take into carefully consideration of the character and quality of the surroundings, as well as, shadowing of adjacent lands.

• Safety and Security Policy:

OCP Policy 4 - 28 Maple Ridge supports Crime Prevention Through Environmental Design (CPTED) principles and will encourage existing and new developments to incorporate CPTED principles and promote safety audits. Projects may be required to submit an independent CPTED study for review early in the development review process.

TCA Plan Policy 3-16 Principles of CPTED (Crime Prevention through Environmental Design) should be applied, particularly to the internal spaces and finishing of all parking garage structures.

Normally, Crime Prevention Through Environmental Design (CPTED) principles apply to buildings, underground parking and open space on a development site. Given the feedback on earlier public information meetings held by BC Housing, careful consideration of addressing safety and security concerns and applying CPTED principles will need attention in developing detailed plans, as well as, the general area surrounding the site. If this application proceeds, Crime Prevention Through Environmental Design (CPTED) principles will need to be assessed and be reflected in any plans to address community concerns and community social sustainability. Input from the Ridge Meadows RCMP may also be beneficial at the detailed design stage.

Housing Action Plan (HAP)

The Housing Action Plan (HAP), which was endorsed by Council in September, 2014 identified rental housing as a priority. The HAP also speaks of the need to provide a range of non-market, affordable and special needs housing. This was reaffirmed with the endorsement of the Housing Action Plan Implementation Framework in September, 2015.

This proposal would be subject to a Housing Agreement. In this manner, this project could meet some of the objectives of the Housing Action Plan. Typically, more information and details are made available to Council as applications proceed though the review and approval process.

Citywide Community Amenity Program:

The City-wide Community Amenity (CAC) Program approved by Council on March 14, 2016 and amended on December 12, 2017, applies to this project. Further details will be provided in the second reading report about the voluntary contribution The project would not be subject to the Community Amenity Contribution Policy, if a Housing Agreement is entered into with the City.

A Housing Agreement Authorization Bylaw would be brought forward to Council at second reading.

Bylaw Analysis:

Zone Amending Bylaw:

A Shelter Use is considered to be an Assembly Use, and is currently allowed in certain Commercial or Institutional Zones; however, most of these zones would not be allowed in the *Low Rise Residential* designation and only accessory one dwelling unit is permitted. Therefore, these existing zones would not accommodate the proposed use.

The nature of a Shelter Use does differ from a typical Assembly Use in that it has some of the characteristics of commercial motels or hotels by providing short-stay accommodations. A commercial or service commercial zone would also not be allowed in the current designation.

Consequently, the Zoning Bylaw text needs to be amended and tailored to this proposal. The attached amending bylaw (Appendix C) proposed to zone the subject site and create a new P-7 (Shelter and Supportive Housing) allowing three (3) permitted uses of the land, buildings and structures:

- 1. Shelter Use;
- 2. Accessory Dwellings; and
- 3. Accessory Off Street Parking.

The Shelter Use is proposed to be defined as:

means a building or land offering temporary accommodation, at no cost to the temporary residents, with 24 hour a day permanent staffing and support services for the temporary residents.

By defining a Shelter Use and creating a zone that exclusively allows this use, there is clarity as to what constitutes a Shelter Use and associated support services, and a transparent process to review and assess applications and potential sites for such uses in the community.

For the purposes of this zone, Accessory Dwelling would be limited to independent, temporary housing that provides support services for people who are homeless or at-risk of homelessness.

The supportive housing being proposed on the upper floors would be considered as Accessory Dwellings. The Assembly use definition is proposed to be amended to exclude Shelter Uses, thereby making the P-7 Zone the only zone that can accommodate Shelters.

The proposed P-7 zone, apart from parking, has been crafted to accommodate the submitted conceptual plans for the proposed Shelter and Supportive Housing. A Traffic Study would be required before second reading to establish an appropriate requirement for the number of parking spaces, The new zone reflects the building being sited at 4.5 meters rather than the typical 7.5 meters from the front lot line. However, other new apartment buildings in this area have has the same reduced setback. Other than the front setbacks, the regulations for the P-7 zone are generally consistent with the other Institutional zones.

It should be noted, by establishing a definition and a zone, that existing shelter use in the City may be rendered non-conforming. Where they exist, their status would need to be determined on a caseby-case basis assessing a number matters, including zoning, licensing and the provisions in the *Local Government Act* respecting non-conforming uses.

Any departures from the P-7 zone regulations proposed in more detailed plans submitted in the future for this proposal would require a Development Variance Permit application.

OCP Amending Bylaw:

Therefore, to accommodate this approach, the following OCP amendments would be necessary:

- The OCP and Town Centre Area Zone Matrix be amended to add the new P-7 zone; and
- The subject site be redesignated to *Institutional*.

The necessary OCP Amending bylaw would be brought forward to Council as part of a future second reading report.

This approach provides for sufficient transparency in considering the merits of specific locations to be designated for *Institutional* designations and it would be clear that only the P-7, not any other zones permitting Assembly Uses, could accommodate a Shelter Use on *Institutional* designated lands.

Development Permits and Advisory Design Panel Submission:

Institutional zoned projects are not subject to an OCP Section 8.11 a Town Centre Development Permit (Downtown East) application. However, development permit level supporting plans and details and a submission to the Advisory Design Panel will be required to proceed to second reading.

Council may also wish to have this project subject to a more rigorous and expanded level of assessment in relation to Crime Prevention Through Environmental Design (CPTED) principles and its recommendation respecting the design of the building and its relationship to the surroundings. The ADP and Ridge Meadows RCMP would both be consulted on incorporating safety and security through the design of the proposal.

Proposed Construction Technology:

The project is proposed to be a structure assembled from pre-constructed components manufactured off site and transported to the site for assembly. Appendix E is a publication available from BC Housing that provides more details about this innovative construction approach.

From the project Architect, we understand the steps and the timeline, some of which could overlap following the site being rezoned would be:

- Six (6) months to prepare and submit Building Permit plans;
- A 12 18 month tendering and selection process to award and have the components manufactured.
- About one (1) year for the foundation, assembling the building and completing landscaping, etc.

Unlike the temporary housing buildings in the Vancouver area recently subject to news reports, this is not designed to allow disassembly and being moved. It is a permanent building.

f) Early and Ongoing Consultation:

Requirements under the Local Government Act:

In respect of Section 475 of the *Local Government Act* for consultation during an Official Community Plan amendment, it is recommended that the consultation be expanded beyond the usual early posting of the proposed OCP amendments on the City's website, together with an invitation to the public to comment.

Development Information Meeting:

A Development Information Meeting (DIM) is required to be held by the applicant for this application in accordance with Council Policy 6.20. This has three components:

- Notifying neighbours within a certain distance of an application site;
- Placing a newspaper ad in 2 consecutive newspapers issues stating the date, time and location of the DIM; and
- Mailing a notice to all households in the notification area.

Given given the nature of this proposal, Council may choose to consider: (1) broadening the notification process; and (2) establishing an ongoing mechanism for the surrounding residents to communicate with the operator on matters of concern as follows:

- Increase the DIM and Public Hearing Notification Area: Council has required for some previous projects an expanded area of notification for the developer-hosted Development Information Meeting (DIM) and by the City for the Public Hearing. It is recommended that Council require the notification area be doubled from the 100 to 200 metres;
- More Prominent Notice in Local Newspapers: Council may also wish to have the developer provide a DIM newspaper notice larger and with a greater level of detail than currently required. If Council desires this, staff would work with the applicant accordingly;
- More Mailed Out Information: In addition to the wider notification area, Council may wish for more information and a survey response process to be included in the developer mail out to residents. Something like the materials attached in Appendix F may be appropriate in this regard.
- Neutral Observer / Facilitator at DIM: Council's policy allows staff to attend a DIM as an observer at the cost of the applicant. In this instance, Council may wish to have a professional facilitator retained by the City at the applicant's cost, to attend the DIM and to submit a report about the discussions and concerns raised.
- Long Term Community Consultation: Council may further wish to require the operator to have a "Good Neighbour Agreement" possibly being incorporated into a Housing Agreement, a condition of rezoning, some other legal instrument and/or through Business licencing. This would be structured to ensure the continuance of a high operational standard, a higher level of transparency and to ensure a quickly and effectively mechanism to mitigate potential impacts on the surrounding community is in place.

Such an agreement could include terms such as the following:

- a. promoting regular communications between the operator, the City and neighbours;
- b. insuring safety and security standards are maintained;
- c. establishing a regular review process to adjust the agreement as may be required to address issues and concerns;
- d. having a structure and process for the resolution of conflicts; and
- e. requiring a 24-hour contact "hotline".

The applicant is required to host this Development Information Meeting prior to Second Reading, have the "Good Neighbour Agreement" available before the Public Hearing and formalise it before final adoption.

g) Interdepartmental Implications:

In order to advance the current application, after First Reading, comments and input, will be sought from the various internal departments and external agencies listed below:

- a) Engineering Department;
- b) Operations Department;
- c) Fire Department;
- d) Building Department;
- e) Ridge Meadows RCMP;
- f) Utility companies;
- g) Ministry of Transportation and Infrastructure;
- h) Canada Post.

The above list is intended to be indicative only and it may become necessary, as the application progresses, to liaise with agencies and/or departments not listed above.

This application has not been forwarded to the Engineering Department for comments at this time; therefore, an evaluation of servicing requirements has not been undertaken. We anticipate that this evaluation will take place between First and Second Reading.

h) Development Applications:

In order for this application to proceed the following information must be provided, as required by Development Procedures Bylaw No. 5879–1999 as amended:

- 1. An OCP Application (Schedule A);
- 2. A complete Rezoning Application (Schedule C); and
- 3. A Development Variance Permit (Schedule E).

In addition, detailed information equivalent to a normal Town Centre Development Permit Application (Schedule D), Stormwater Management Plan, a CEPTED Analysis including security for the surrounding areas, a "Good Neighbour Agreement", expanded notification, a Housing Agreement and Traffic Study as described in this report dated May 22, 2018 is to be submitted prior to second reading.

The above list is intended to be indicative only, other applications may be necessary as the assessment of the proposal progresses.

ALTERNATIVES:

Council's alternatives to proceeding with this application as submitted include:

- Proceed with the project and grant first reading to create the P-7 zone and rezoning the subject site to the new P-7 zone as submitted; or
- Defer a decision until more detailed information is provided by the applicant as described earlier in this report; or
- Not to proceed; or
- Proceed with only the Supportive Housing component as a principal use (Apartment Use) under RM-2 zoning, which is permitted under the current OCP designation. No OCP redesignation would be required.

CONCLUSION:

This application requires the creation of a new P-7 (Shelter and Supportive Housing) Zone. Consequently, this rezoning application does not comply with the current *Low Rise Apartment* designation; however the proposal is in alignment with several OCP social and housing policies. Therefore, a redesignation to *Institutional* to accommodate the zone can be justified if Council chooses to redesignate the subject site.

Though the proposal complies with OCP social and housing policies, the proposal does not fully comply with OCP policies for compatibility with surrounding areas. The interface to the commercial areas in the Town Centre to the West and south is compatible; however, it is not compatible with the established residential neighbourhood on the outskirts of the Town Centre Area to the east across Burnett Street due to the institutional and the commercial nature of the proposed Shelter Use.

This report also recommends to Council an expanded public consultation process and a "Good Neighbour Agreement" to be utilized if this application proceeds.

The Procedural Bylaw provides a mechanism for Council to grant first reading with details of projects to be provided prior to second reading or defer or defeat this application. If Council decides to proceed with this application, pursuant to the Procedural Bylaw, staff recommends that Council grant First Reading, subject to additional information as described in this report being provided by the applicant and assessed by staff prior to Second Reading.

"Original signed by Adrian Kopystynski"

Prepared by: Adrian Kopystynski, MCIP, RPP, MCAHP Planner

"Original signed by Christine Carter"

Approved by:	Christine Carter, M.PL, MCIP, RPP
	Director of Planning

"Original signed by Frank Quinn"

Approved by:	Frank Quinn, MBA, P. Eng
	GM Public Works & Development Services

"Original signed by Paul Gill"

Concurrence:	Paul Gill, CPA, CGA
	Chief Administrative Officer

The following appendices are attached hereto:

- Appendix A Subject Map
- Appendix B Ortho Map
- Appendix C Zone Amending Bylaw No. 7461-2018
- Appendix D Proposed Site Plan
- Appendix E Modular Construction Information

Appendix F – Information about the Operation of the Shelter Facility

APPENDIX A



APPENDIX B





11749 & 11761 Burnett Street



APPENDIX C

CITY OF MAPLE RIDGE BYLAW NO. 7461-2018

A Bylaw to amend the text and to amend Map "A" forming part of Maple Ridge Zoning Bylaw No. 3510-1985 as amended

WHEREAS, it is deemed expedient to amend the Maple Ridge Zoning Bylaw No. 3510-1985 as amended:

NOW THEREFORE, the Municipal Council of the City of Maple Ridge, enacts as follows:

- 1. This bylaw may be cited as "Maple Ridge Zone Amending Bylaw No. 7461-2018".
- 2. Maple Ridge Zoning Bylaw No. 3510-1985 is hereby amended as follows:
 - a) Part 2 Interpretation is amended by replacing the definition of Assembly Use by the following:

ASSEMBLY USE – a use providing for the assembly of persons for charitable, philanthropic, cultural, entertainment uses, public transportation depots, or private educational purposes; includes auditoriums, youth centres, social halls, community centres, group camps, theatres, private schools, kindergartens, and child care centres; excludes Shelter Use.

b) Part 2 Interpretation is amended by including the following use and definition between "Setback" and "Shipping Containers":

SHELTER USE - means a building or land offering temporary accommodations, at no cost to the temporary residents, including 24 hour a day permanent staffing and support services for the temporary residents.

- c) Part 3 Basic Provisions, Section 302 Zones is amended by adding the following zone after P-6:
 - P-7 Shelter and Supportive Housing
- d) Part 9 Institutional Zones, Section 901 Permitted Use of Land, Buildings and Structures in the Institutional Zone is amended as follows:
 - (i) Adding "Shelter Use" immediately following "Animal Shelter";
 - (ii) Adding a column where Accessory Dwelling, Accessory Off Street Parking and Shelter are shown as permitted in the P-7 Zone; and
 - (iii) The following section is added after Section 903 (11):

(12) Buildings and structures for Shelters, including accessory dwelling units in the P-7 Zone:

- (a) together with other buildings shall not exceed a lot coverage of 80%;
- (b) shall not exceed a height of 15 metres;

- (c) shall be sited not less than:
 - (i) 4.5 metres from front lot lines; and; and
 - (ii) 7.5 metres from front, rear, interior and exterior side lot lines.
- (d) accessory dwellings shall be limited to independent, temporary housing that provides support services for people who are homeless or at-risk of homelessness.
- (e) off-street parking and loading shall be provided in accordance with the Assembly Use, Office Use and Residential Use requirement in the Maple Ridge Off-Street Parking and Loading Bylaw No. 4350 – 1990.
- 3. Maple Ridge Zoning Bylaw No. 3510-1985 as amended is hereby amended accordingly.
- 4. That/Those parcel (s) or tract (s) of land and premises known and described as:

Lot 1 Except: North 55 feet, Section 17 Township 12 New Westminster District Plan 8312

The North 55 feet of Lot 1 Section 17 Township 12 New Westminster District Plan 8312

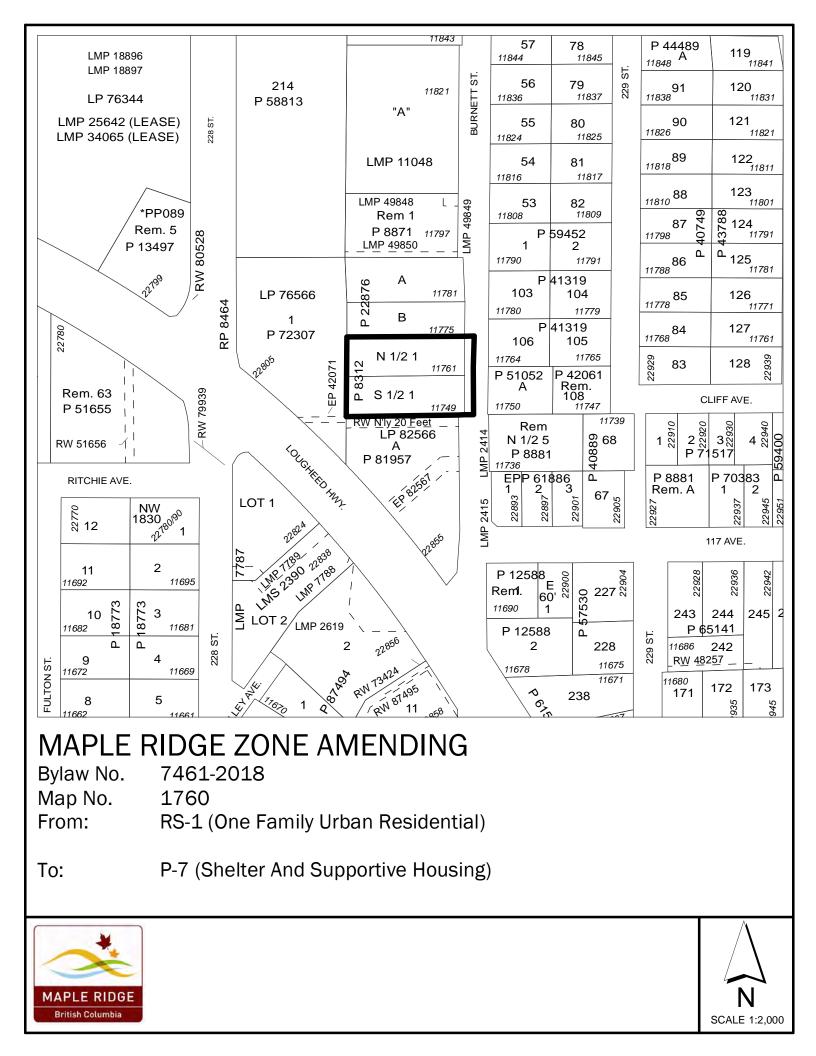
and outlined in heavy black line on Map No. 1760 a copy of which is attached hereto and forms part of this Bylaw, is hereby rezoned to P-7 (Shelter and Supportive Housing).

5. Maple Ridge Zoning Bylaw No. 3510 - 1985 as amended and Map "A" attached thereto are hereby amended accordingly.

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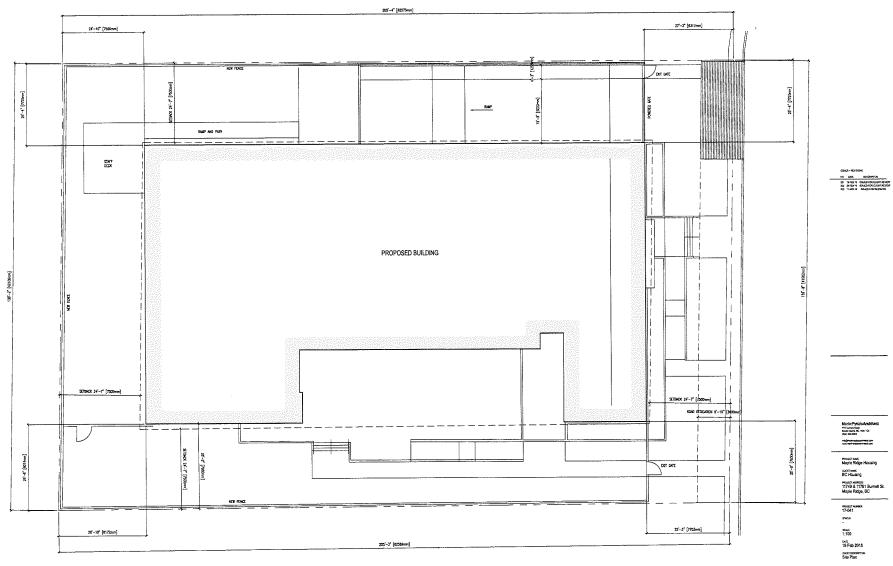
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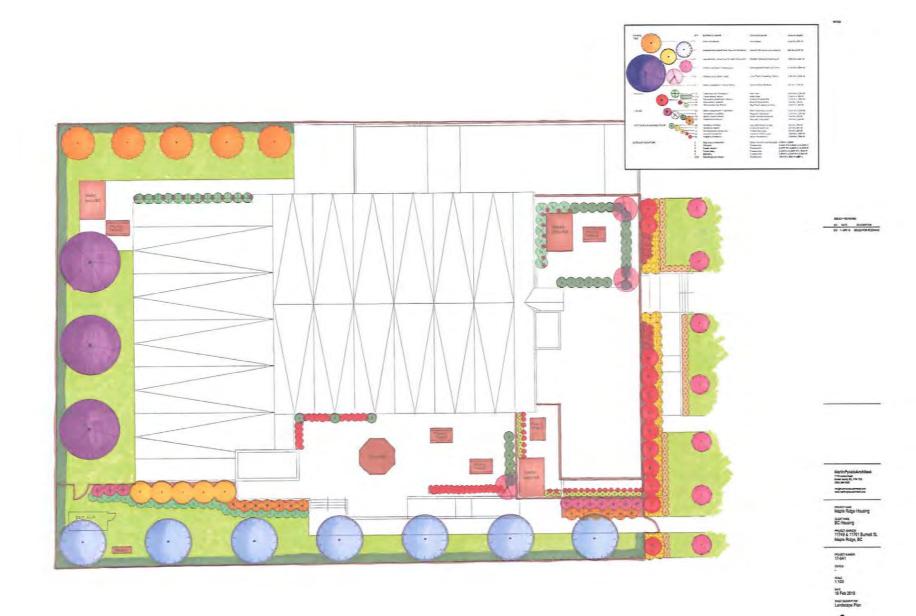
APPENDIX D



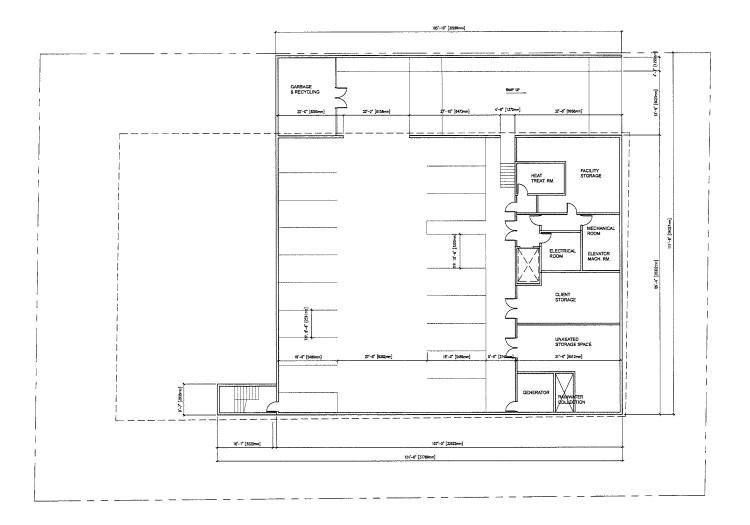




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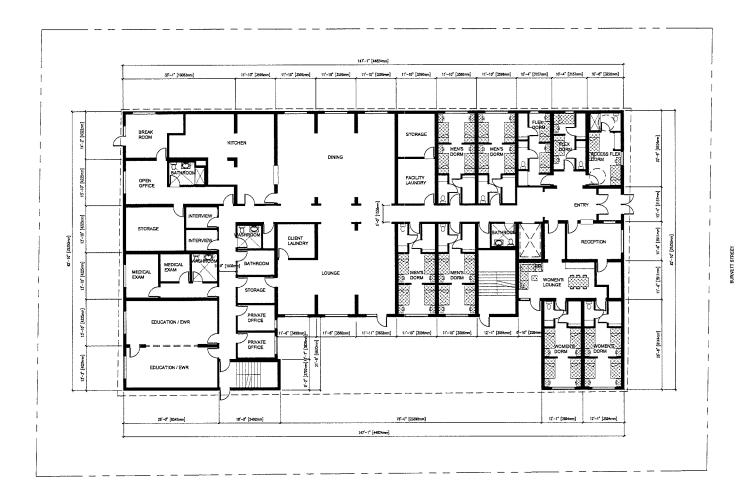
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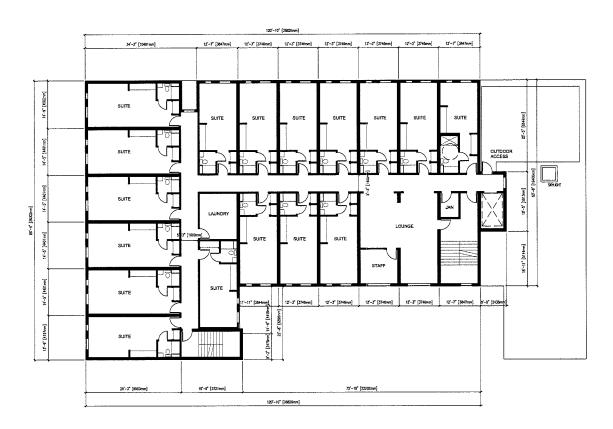
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Building Knowledge: Research Highlights

APPENDIX E

Modular and Prefabricated Housing Ideas, Innovations, and Considerations to Improve Affordability, Efficiency, and Quality

Background

Modular and prefabricated units are built on an assembly line in a plant and transported to the construction site. Prefab or modular building systems can have advantages over traditional on-site construction:

- Site work can happen at the same time as units are being built in the plant;
- Units can be built when weather does not allow outdoor construction;
- Efficiencies and manufacturing principles realized on the assembly line can result in savings; and
- Because units are built indoors and closely supervised they can be of higher quality.

However, there are also a variety of potential challenges with modular and prefabricated construction:

- Modular units and prefabricated systems may have to travel long distances to the site, which can be costly or lead to damage;
- Modular and prefabricated units are typically lifted off the truck and on to the foundation with a crane, which can be expensive;
- On-site integration of units, systems or pods can be a challenge, and there can be scope gaps;
- If units or systems get damaged on route or deficiencies are noticed once the unit is on-site, it





can be ambiguous whether site labour or the plant is responsible for making the repairs; and

 Modular units using standard designs may not work in all climates and mistakes in the design can be repeated on the fast moving assembly line.



The Real Estate Institute of BC, the Manufactured Housing Association of BC and BC Housing with funding from the Real Estate Foundation of BC wished to identify ideas, practices, and innovations to overcome these challenges and help maximize the potential benefits of modular and prefabricated construction for housing. This report examines eight research questions:

- 1. Unit design and construction: What are practices in the modular and prefabricated design and construction process to improve the time efficiencies and cost effectiveness?
- **2. Materials**: What are the materials that can improve affordability, sustainability and performance?
- Transportation: What are options for transporting modular and prefabricated housing units to development sites to ensure the process is as time efficient and cost effective as possible? Page 1



- 4. Housing Form: What types of modular and prefabricated buildings are proving affordable, efficient and durable? What innovations are being made?
- 5. On-site: What are the options for on-site integration of modular and prefabricated housing units at development sites to ensure the process is as time efficient and cost effective as possible?
- 6. Emergency Lodging: What are lessons learned around using modular and prefabricated construction for temporary housing for those displaced during a natural disaster?
- **7. BC Climatic Appropriateness**: Are the best practices identified through this study appropriate for BC's climate and landscape?
- 8. Sustainability: What are best practices to maximize the environmental sustainability of modular and prefabricated housing units during the construction phase and in terms of energy consumption once the units are occupied?

This report provides an overview of what was identified in the literature. The report is only meant to provide a summary of the literature. It is important to note that each project is unique and options covered in this report will not work in all situations.

This information may be helpful to the residential modular and prefab construction industry as it provides a scan of emerging ideas and some best practices. This report can also be used by housing organizations who are considering the use of modular and prefab construction as background reading to inform discussions with designers, site construction workers, and modular or prefabrication plants.

Examples of ideas and practices to maximize the potential benefits of modular construction and prefab, as well as address some of the challenges include:





Unit Design and Construction

- Project integration techniques such as use of BIM and inclusion of the on-site construction team in pre-planning stages can help prevent mistakes or integration issues;
- Efficiencies may be realized on the assembly line through practices such as automation, twinning production lines, running 24 hour shifts, building modules from the inside out, and automating parts of the assembly line; and
- Tools that increased the chances of success on a modular or manufactured project – particularly larger, more complex projects, include: Modular Test Fit (MTF), Building Information Modeling (BIM), Computer Aided Design and Manufacturing (CAD-CAM), and Computer Numerical Control (CNC) in manufacturing. These are part of the integrated design and project delivery processes (IDP, IPD).

Materials

- Composite wood materials (engineered and manufactured wood-based products such as engineered joists, beams, and wall and floor system) can offer increased strength, as well as faster building times and lower carbon emissions;
- Despite being combustible, heavy timber and panelized wood products can be designed to have good fire performance, due to the char layer that forms to protect remaining wood from fire;
- Panelized building systems can lead to faster construction time, increased thermal and structural performance and lowered labour costs; however, some panels may have challenges around increased capital costs, sound performance, off-gassing, the need for specialized trades, and special procedures to ensure joints are sealed appropriately;



- Using the structural properties of mass timber systems can provide reliable, affordable, high performance buildings on an accelerated schedule and have potential for mid- and high-rise;
- Laminated veneer lumber (LVL) can be used in wood curtain wall instead of the conventional mullions, reducing the environmental footprint of the building and supporting local economies;
- Steel framed modules can provide increased durability and have been used in recent projects with non-standard modules (i.e. all modules were not identical);
- Agricultural and landscaping materials, such as modular green roofs and green wall panels, are being used to offer lower greenhouse gas emissions and improved indoor air quality;
- Recycled-content and reused materials are being used in modular and prefab products to increase its sustainability; challenges include off-gassing and ensuring materials are non-toxic;
- New materials are emerging that meet rigorous health, sustainability and durability standards such as BuiltGreen, LEED and the Living Building Challenge; and
- Shipping containers have been used as student residences, offices, hotels, malls, affordable housing, shelters, and emergency lodging.

Transportation

- Air bag lift systems can be used where CSA Z-240.10.1 foundations are approved in the place of expensive cranes;
- Barges can be used to transport multiple units at a time to coastal areas, to save time and money; and
- BRITISH



 Space saving structures such as prefab panels, stackable or folding modules, can be more efficient to transport by truck.

Housing Form

- Modular units can be combined side-by-side or top and bottom to create larger or more units or to extend existing buildings;
- In taller, steel-framed modular projects, after roughly ten floors of modular, there is a need for a concrete or steel core to act as structural support against wind, seismic and other loads. In taller mass timber projects, structural support cores (housing utilities, elevator and stairs) can be created with hybrid systems including wood, steel and concrete, or concrete and steel; and
- Modular and prefabricated construction has been used for six-storey and high rise multi-unit buildings, dormitories or work camps, micro units, and flex housing.

On-site Assembly

- 3D designs and pilot modules can help ensure alignment of mechanical, plumbing, electrical connections between modules; and
- Documenting covered connections through digital pictures or bar code scans can help inspectors find hidden elements and on-site labour do connections without damage to the unit.





Emergency Lodging

- Lightweight yet sturdy materials mean cranes may not be necessary;
- Foldable, stackable, or panelized units can be stored for immediate use after disaster and can be reused (following other disasters) if properly stored;
- Hinged walls and simple locking systems allow for fast assembly without skilled labour;
- Units should have hook ups that are compatible with transportable electrical/mechanical units;
- If units are not in storage, pre-existing agreements with private manufactures to prioritize emergency lodging units can speed delivery after disaster;
- Built in solar hot water or solar electrical panels can offer affordable, on-site services;
- Walls should be built with thermal materials to protect residents from extreme weather, as there will likely be little opportunity to install insulation once on-site;
- Moveable partitions as walls allow floor plans to be repurposed depending on the household composition of displaced residents or other space needs at the site;
- Using some modular units to create common indoor space (e.g. for day care, classrooms, or recreational areas) in transitional housing can help create a sense of community;
- Pre-testing unit designs before a disaster strikes can help ensure units are comfortable;
- If permanent housing construction takes longer than anticipated, units can be adjustable so that they can be connected through exterior openings to create larger units; and





 Temporary shelter is ideally built of durable materials and built to meet code requirements so that it can offer an option for permanent housing.

BC Climatic Appropriateness

 Multiple new innovative materials and systems such as panelized wall and floor systems, heat recovery systems, in-floor heating, and high performing windows and doors for all climates provide a wide variety of choices of high performance modular and prefab buildings for all BC climates.

Sustainability: Not Just Efficiency

 Sustainable modular and prefabricated buildings can include solar ready, Passive House designs, built-in renewable energy, socially and ecologically sustainable materials, water harvesting and water reuse such as embedded rainwater harvesting, greywater and water reuse systems as well as built-in composting toilets, innovative energy systems and super insulated envelopes.

On the next page is a summary of some ideas, practices, and innovations referenced in this report, which potentially address challenges and maximize benefits of modular construction. Beside each idea, practice, and innovation is an icon or icons to suggest how the idea, practice, or innovation might help optimize modular construction (e.g. improve affordability, timelines or efficiency, sustainability, or quality). The legend in the centre of the graphic below defines each icon. This graphic is not a comprehensive overview, but rather just suggestions about how the idea, practice, or innovation might contribute to optimizing modular construction.

The full report, which includes literature review and environmental scan sources, can be found at:

<u>BC Housing</u> <u>Manufactured Housing Association of B.C.</u> <u>Real Estate Institute of B.C.</u>



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In-floor heating	~	Passive house design	~	Pre-testing des	igns 📀







This report is intended to provide readers with general information only. Issues and opportunities related to modular, prefabricated, and manufactured housing and construction are complex. Readers are urged not to rely simply on this report and to consult with appropriate reputable professionals and specialists where appropriate before taking any specific action. The authors, contributors, funders, and publishers assume no liability for the accuracy of the statements made or for any damage, loss, injury or expense that may be incurred or suffered as a result of the use of or reliance on the contents of this report. The views expressed do not necessarily represent those of individual contributors, BC Housing, BC Real Estate Institute, Manufactured Housing Association of BC, and the Real Estate Foundation of BC.





Proposed Supportive Housing and Shelter for Maple Ridge

Proposed Project:

55 supportive housing units and 30 shelter beds

Proposed Location:

11749/11761 Burnett Street

Operated by:

The Salvation Army with 24/7 staffing and support services

Who is it for:

People who are currently homeless

Unit Type:

Mix of self-contained supportive units and shelter beds

Site Benefits:

- Allows for expansion of housing and purpose-built facility
- Accessible location so people can stay connected to their community and services
- · Staff and clients are familiar with one another
- Close to amenities and transit
- Close to community services and employment areas

Proposed Timeline:

- City of Maple Ridge rezoning: planned for 2018
- Construction: 2018
- Occupancy: 2019





This rendering is subject to change during the municipal approvals process.







Spectrum of Housing Options



Allows people to move from shelter beds into stable housing with support services.







Support Services









Partners



BC Housing has purchased the property and will provide operational and capital funding for the proposed supportive housing and the relocation of the existing Salvation Army shelter.

BC Housing works in partnership with the private and non-profit sectors, provincial health authorities and ministries, other levels of government and community groups to develop a range of housing options.



Fraser Health, in partnership with BC Housing, co-funds an Intensive Case Management (ICM) team which will follow a 'Housing First' philosophy that supports people who are homeless to obtain and maintain housing.

Fraser Health delivers a wide range of health care services, including mental health and substance use services, acute care, public health, primary care, home and community care, to more than 1.8 million people living in communities stretching from Burnaby to White Rock to Hope.



Hope Today

Giving

The Salvation Army would operate 55 supportive housing units housing and 30 shelter beds.

The Salvation Army has been part of the community since 1990 and has operated the existing shelter, Ridge Meadows Ministries, since 2003. We work within the core operational values of compassion, respect, excellence, integrity, relevance, cooperation and celebration. Our services are provided without discrimination to persons of all race, religion, sex, sexual orientation, color and creed.





