



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: October 31, 2017
Contact: Kent Munro
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RTS No.: 12258
VanRIMS No.: 08-2000-20
Meeting Date: November 14, 2017

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: Amendments to the Regional Context Statement Official Development Plan By-law To Facilitate the Development of Temporary Modular Housing

RECOMMENDATION

THAT the General Manager of Planning, Urban Design and Sustainability be instructed to make application to bring forward a by-law to amend the Regional Context Statement Official Development Plan By-law generally in accordance with Appendix A, to change the designation of:

- 1115 Franklin Street [PID: 029-581-664; Lot 6, Block K, District Lot 182, Group 1 NWD, Plan EPP35199], 1131 Franklin Street [PID: 007-945-051; Lot 19, Except the North 7 Feet Now Road and Plan EPP35067, of Lot 2, Block K, District Lot 182, Plan 176] and 1141 Franklin Street [PID: 007-945-078; Lot 20, Except the North 7 Feet Now Road and Plan EPP35067, of Lot 2, Block K, District Lot 182 Plan 176] from Industrial to General Urban.

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law for consideration at the Public Hearing generally as set out in Appendix A.

REPORT SUMMARY

In recent months, the City has continued to take action to increase and speed up the “right” supply of housing to address the housing crisis. This has included using all available tools to deliver housing, particularly for the most vulnerable, and to be as nimble and efficient as possible in addressing specific housing needs and opportunities when they arise.

To this end, Council has taken a number of steps to take advantage of senior government funding to address the critical needs of the city's homeless through the development of modular housing, on a temporary time-limited basis, across the city. Generally, Temporary Modular Housing is social housing constructed using demountable structures not permanently affixed to the land, placed on a site for a time-limited five-year maximum period subject to extension for up to a further five years (as regulated in the Zoning and Development By-law).

This report continues the City's progress on implementing this critical housing program. City staff have identified a site that is located within lands that are currently designated for Industrial use in the City's Regional Context Statement Official Development Plan as offering immediate opportunities as a location for a Temporary Modular Housing project. Residential uses, however, are not permitted on lands that are not designated for General Urban use in the Regional Context Statement Official Development Plan; therefore, this report seeks an amendment to change the designation for this site.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Council policies that are relevant to this matter include:

- Regional Context Statement Official Development Plan (2013)
- Housing Vancouver Emerging Directions (2017)
- Housing and Homelessness Strategy (2012-2021)
- Homeless Action Plan (1995)
- Healthy City Strategy 2014-2025 (2014)
- Zoning and Development By-law Amendment to Delegate Discretionary Relaxation Powers to Expedite the Delivery of Low Cost Housing for Persons Receiving Assistance - RTS No. 12141 (September 2017)
- Temporary Modular Housing Design Guidelines (2017).

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

As another vital step in advancing on the implementation of the City's Temporary Modular Housing program to address the crisis of homelessness, the City Manager supports the recommendations herein. Homelessness in Vancouver is growing at an annual rate of six percent. The City's recent Temporary Modular Housing pilot project at Terminal Avenue and Main Street has demonstrated a marked measure of success in addressing the need in a timely manner. The action outlined in this report will resolve a regulatory barrier for an under-utilized site at or near the periphery of an industrial area, enabling a Temporary Modular Housing project to efficiently move into the development permit application process.

REPORT

Background/Context

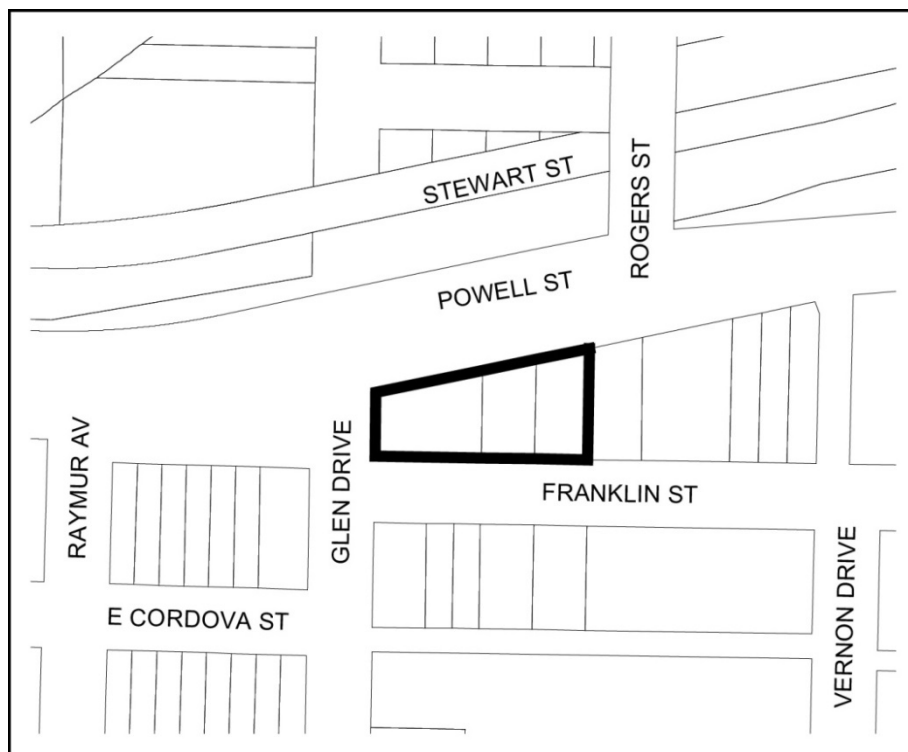
The Regional Context Statement Official Development Plan ("RCS ODP") is a Council approved plan and by-law that outlines Vancouver's high level, regional land use commitments to Metro Vancouver. The RCS ODP is a policy tool that designates lands under one of three categories: Industrial, Mixed Employment or General Urban. The RCS ODP then requires land use planning

tools, such as the Zoning and Development By-law, to be consistent with the designations in the RCS ODP. Lands that are designated as Industrial in the RCS ODP are generally also zoned as industrial. Residential uses are generally only permitted on lands that are designated as General Urban in the RCS ODP. Official Development Plans are adopted by Council through by-law and can only be amended by by-law after a public hearing.

To continue to implement the Temporary Modular Housing (TMH) program, a site on land that is currently designated as Industrial in the RCS ODP has been identified as a potential site for a TMH project. The site is comprised of three legal parcels with addresses at 1115, 1131 and 1141 Franklin Street. The aggregate land area is approximately 0.18 hectares. The site is owned by the City of Vancouver.

Given the current designation for this site in the City's RCS ODP, a development permit for a TMH building cannot be issued because residential use is contrary to or at variance with the provisions of an Official Development Plan, namely the City's RCS ODP. The subject site is illustrated in Figure 1.

Figure 1 - Location of 1115, 1131 and 1141 Franklin Street



Strategic Analysis

Proposals for TMH projects that are on lands zoned as industrial will generally be processed through the City's development permit process which has standardized procedures for notification, consultation, assessment against policies and guidelines and consideration of concerns raised. The outcome of that process is development approval, however, a

development permit cannot be issued if the proposed use is contrary to or at variance with the provisions of an Official Development Plan. The City's RCS ODP could preclude the development of TMH if the land use designation for a site does not allow for residential uses. In the City's RCS ODP, residential uses are not permitted in areas designated for Industrial or Mixed Employment uses.

City staff have identified a site that is a reasonable candidate for consideration of a TMH project. It is proposed that the RCS ODP land use designation for this site be amended to General Urban so that a TMH project can be considered through the development permit process. The site that is the subject of this report is currently vacant and is not being utilized to its full capacity. Given the City's homelessness crisis and the approach of the winter season, this site could accommodate a TMH project to address critical needs in a safe, secure and managed manner. The goal of the amendment proposed herein is to remove the hurdle that presently exists in the RCS ODP that would otherwise allow this site to be considered, through the development permit process, for TMH.

It is noted that the proposed amendment to the RCS ODP will not exceed the flexibility provisions set out in Metro Vancouver's Regional Growth Strategy and embedded in the RCS ODP. Discussions about this adjustment has been initiated with Metro Vancouver and, as required, Metro Vancouver will be formally advised about this amendment, subsequent to and dependent upon approval of the recommendations outlined in this report by Council. Given the time-limited and temporary nature of TMH projects, it is City staff's intention to return to Council at a future date when the temporary use on this site has ceased, to revert it back to its original and/or then intended RCS ODP land use designation.

Public Input

In the winter of 2016-2017, the City piloted its first TMH development on a site located at 220 Terminal Avenue. With the introduction of this innovative form of housing, the City conducted an awareness, consultation and outreach program to inform Vancouver residents. More recently, and following the announcement of funding partners at the senior government levels, the City has hosted additional information sessions. Earlier this autumn, a modular housing unit was exhibited in Robson Square to acquaint citizens with the concept.

As expressed in the city's recent Housing Vancouver report, the homelessness crisis is acknowledged and Vancouverites are generally supportive of the City continuing to take bold and immediate steps to address the dire situation, particularly for those who are most vulnerable as the winter season approaches. Amending the RCS ODP so that a site that is currently not designated for General Urban use can be considered for TMH is another one of these initiatives.

The public hearing that is required in order for Council to consider the RCS ODP amendment proposed herein provides an opportunity for the public to provide input directly to Council. It is expected that all proposals for TMH will require a Development Permit and through that rigorous and well-established process, approvals will be considered. The City's practices for community notification and consultation, along with assessment against City policies and applicable guidelines, will be followed for each site going through the Development Permit process. The City is committed to an enhanced process for TMH proposals that provides a framework through which community concerns or issues can be raised, considered and addressed where possible.

CONCLUSION

Continuing with the actions being taken to prepare for the expedited delivery of Temporary Modular Housing to address the city's homelessness crisis, this report recommends an amendment to the City's Regional Context Statement Official Development Plan to facilitate consideration of a project on a site in an area currently designated for Industrial use. If approved, this action will allow a TMH proposal on the subject site to proceed directly into the Development Permit approvals process.

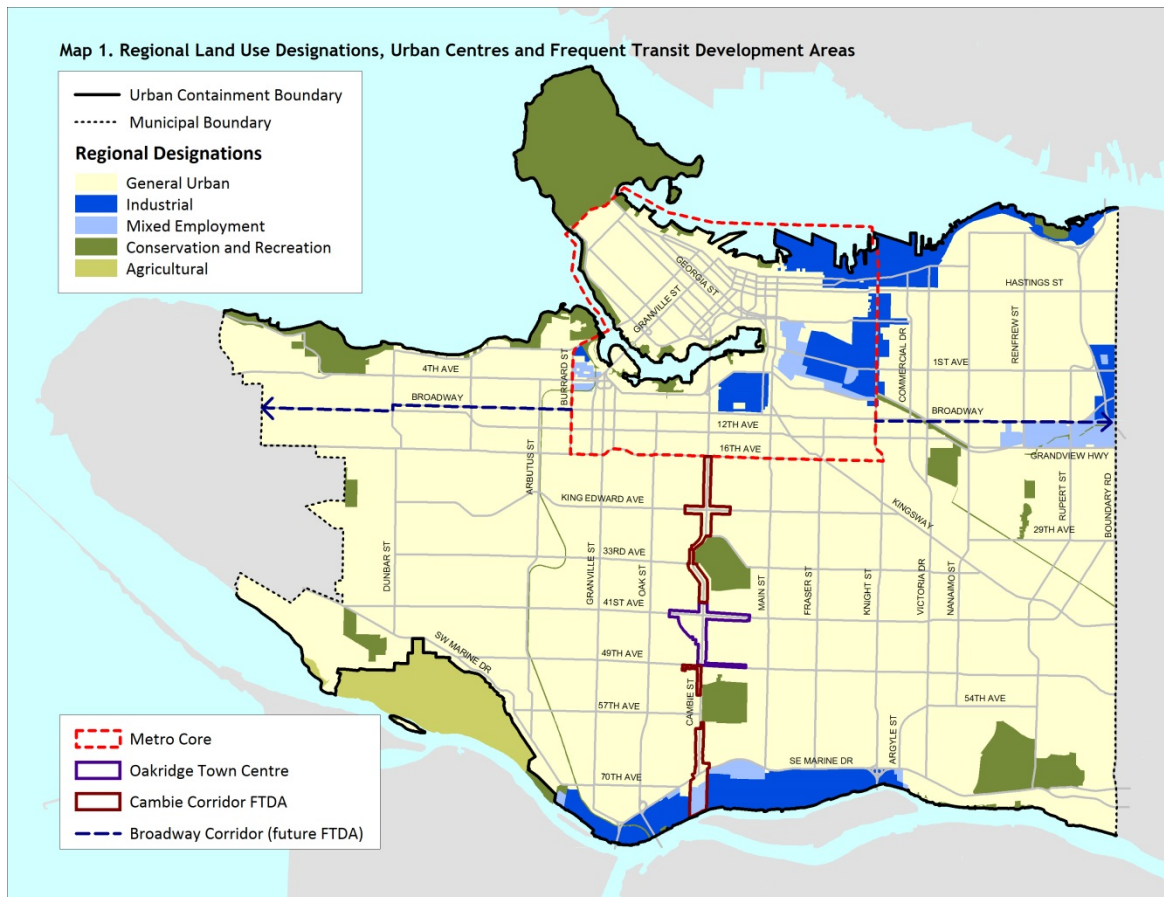
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BY-LAW NO. _____

**A By-law to amend Regional Context Statement
Official Development Plan By-law No. 10789**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of the Regional Context Statement Official Development Plan By-law No. 10789.
2. Council replaces “Map 1. Regional Land Use Designations, Urban Centres and Frequent Transit Development Areas” with the following:



3. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.
4. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this

day of

, 2017

Mayor

City Clerk