



REPORT

Report Date: January 25, 2022
Contact: Bruk Melles
Contact No.: 604-673-8287
RTS No.: 014716
VanRIMS No.: 08-2000-20
Meeting Date: February 9, 2022
[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services
FROM: General Manager, Arts, Culture and Community Services
SUBJECT: Report Back: Creating a Tiny Shelter Pilot Project

RECOMMENDATION

- A. THAT Council approve a two year Tiny Shelter Pilot Project, as described in this report, to provide a new emergency shelter model for people experiencing unsheltered homelessness.
- B. THAT Council approve the allocation of up to \$1,500,000, including the grant to be approved in Recommendation C, to support the construction, operations and evaluation of this pilot that will be operational in fall 2022, and that this funding is allocated to the capital and operating budgets as appropriate. Source of Funds: Empty Homes Tax;

FURTHER THAT Council approves up to \$460,000 of that allocation to be added to the 2019-2022 Capital Plan and the appropriate Multi-Year Capital Project Budget and Capital Expenditure Budget for the purchase and construction of 10 tiny shelter structures to be installed on the westerly parking surface at the Klahowya Tillicum Lalum shelter at 875 Terminal Ave, legally described as PIDs 004-111-508 & 008-433-399, Lot 5 Block E Plan 8122, DL 2037 NWD Exc Part In PL 8304, Lot A Plan 8304 DL 2037 NWD, Amended (Expl PI 5052) of Lot, Plan 8304 DL 2037 NWD & PL 8122 (the "Premises").

- C. THAT Council direct staff to continue to work with senior government to secure operating funding to implement the Tiny Shelter Pilot Project;

FURTHER THAT Council direct staff to expedite the creation of the Tiny Shelter Pilot in the absence of senior government operational funding.

FURTHER THAT Council approve a grant of up to \$1,020,000 to Lu'ma Native Housing Society under section 206(1) (j) of the Vancouver Charter, and hereby deems Lu'ma Native Housing Society to be an organization contributing to the welfare of the City. This grant is to be used to fund the operations of the Tiny Shelter Pilot Project for two years (up to \$510,000 per year);

FURTHER THAT the General Manager of Arts, Culture and Community Services (GM of ACCS) (or their designate) be authorized to negotiate and execute agreements with Lu'uma Native Housing Society to disburse the grant on such terms and conditions as are satisfactory to the GM of ACCS and the City Solicitor;

FURTHER THAT Council direct staff to undertake a robust evaluation of the pilot to understand the health and housing outcomes of this new approach and whether the pilot should be expanded;

AND FURTHER THAT Council approve \$20,000 to secure a consultant to evaluate the Tiny Shelter Pilot.

- D. THAT no legal rights or obligations will arise or be created by Council's adoption of recommendations A through C unless and until all legal documentation has been executed and delivered by the respective parties.

Recommendation C requires 2/3 affirmative votes of all Council members per Section 206(1) of the *Vancouver Charter*.

REPORT SUMMARY

This report advances Council's direction to the "A Closer Look at Tiny Homes & Shelters" motion (RTS 014151) approved in October 2020. It sets out the framework and next steps for the creation of a Tiny Shelter Pilot Project (TSPP). The TSPP supports the City's efforts to continually explore new models to create emergency shelter spaces for residents experiencing homelessness.

The report includes information on the:

- Tiny Shelter Pilot Project plan;
- Proposed capital and operating budgets; and
- Next steps in the development and implementation of the TSPP.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Housing Vancouver Strategy 2018-2027: The Housing Vancouver Strategy (2018-2027) outline goals to demonstrate continued leadership and advocacy on addressing the causes and solutions to homelessness.

Equity Framework: In July 2021 Council approved the Equity Framework to align existing equity efforts and identify strategic next steps. The Framework encourages the City to approach all aspects of its operations with a sharp and nuanced equity lens, and centres the City's equity

work on four notions: Indigenous Rights, racial justice, intersectionality, and systems approach to change.

Council Motion: On October 15, 2020, Council passed a motion “A Closer Look at Tiny Homes & Shelters,” directing the Chief Building Official (CBO) and General Manager of Planning, Urban Design, and Sustainability to report back with analysis for potential implementation of Tiny Homes and Shelters as one of the approaches to providing transitional housing for people experiencing unsheltered homelessness. More specifically, the motion asked staff to report on:

- An analysis of the potential implementation of tiny homes and shelters;
- Possible amendments to the Building By-law and the Zoning and Development By-law to support tiny homes and shelters, including any legal and public engagement considerations;
- A possible partnership with a non-profit or faith-based organization, to establish a Tiny Home Village (THV) demonstration project as a means to address chronic homelessness, as well as contribute to the broader housing mix; and
- The feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project.

Emergency Covid-19 Relief for Unsheltered Vancouver Residents: On October 8, 2020 Council directed staff to undertake a number of actions to address the need for housing for unsheltered residents, including but not limited to: allocating 30 million for land acquisition for affordable housing, opening pandemic shelters for individuals experiencing homelessness, and securing senior government funding partnerships to rapidly deliver need homes and services.

Framework for City of Reconciliation: In 2014, Council approved the Framework for City of Reconciliation which recognizes that reconciliation goes beyond just one community and must enhance opportunities and understanding of all communities. Moving forward as a City of Reconciliation, the City of Vancouver will look for ways to enhance opportunities, and understanding in our communities.

Healthy City Strategy: On October 29, 2014, Council approved goals, targets and indicators of the Healthy City Strategy 2014-2025 Phase I. On July 8, 2015 Council approved the first four-year action plan for the Healthy City Strategy. Framework for City of Reconciliation: In 2014, Council approved the Framework for City of Reconciliation which recognizes that reconciliation goes beyond just one community and must enhance opportunities and understanding of all communities.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

Despite the progress we have made in housing thousands of individuals and families, an emergency response to homelessness continues to be needed. The creation of a TSPP offers an alternate option to people currently sleeping outside and who do not want to access a typical congregate setting. The model exists in other cities, but is the first in Vancouver and staff will ensure a robust evaluation is completed to assess the health and housing outcomes for individuals sheltering in these structures.

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Responding to Unsheltered Homelessness

Vancouver has experienced a steady growth in homelessness since starting the official homeless count in 2005. The most recent point in time count conducted in 2020 surveyed 2,095 people who identified as experiencing homelessness: 1,548 were staying in shelters and 547 were without any shelter and sleeping outside. It is widely acknowledged that point in time counts represent the minimum number of individuals experiencing homelessness as not everyone can be found to be surveyed and not everyone found wants to participate in the survey. The impacts of COVID, including a reduction in shelter capacity due to physical distancing requirements and no-guest policies in some SROs, have further exacerbated and disproportionately impacted equity denied groups.

In response to this ongoing crisis, Vancouver continues to be a leader and is committed to connecting individuals experiencing homelessness with housing, financial and employment assistance and support services, as well as continuously improving service delivery to all residents through the effective and efficient use of its limited resources. The key to addressing the persistent challenge of homelessness are strengthened collaborations with senior government, non-profit, and other community partners and leveraging increased investment from senior levels of government.

While access to safe secure and affordable housing, income and necessary supports are the key long term solution to homelessness, emergency responses such as shelters will continue to be needed for individuals in crisis.

Council Direction: Explore a Tiny Homes and Shelters Pilot

In October 2020, Council directed staff to take “A Closer Look at Tiny Homes & Shelters” (RTS 014151) and analyze the potential implementation of Tiny Homes and Shelters as one of the approaches to providing transitional housing for people experiencing unsheltered homelessness. In July 2021 (see Appendix B), a memo was submitted to Council that outlined the findings of the initial review and next steps developed by staff to assess the feasibility of creating a Tiny Home pilot project, as well as options for zoning and permitting changes that would be necessary to pilot a Tiny Home pilot project.

In August 2021, a Market Sounding was completed by staff to seek industry recommendations and generate creative partnerships and opportunities to deliver Tiny Homes or Tiny Shelters. The Market Sounding process also increased staffs’ knowledge regarding recommended design/build concepts, costs, partnerships and operating models.

Learnings from the Market Sounding in the Development of the Pilot

The Market Sounding engaged developers, builders and service providers/operators and sought their feedback about the implementation of a tiny home/shelter project.¹ Respondents were asked to provide information pertaining to five key elements:

- a) Site selection and possible project partnerships;
- b) Operating model and budget;
- c) Regulations and permitting;
- d) Unit Design and safety; and
- e) Construction and site activation.

The high level recommendations from the respondents to the market sounding have informed the development of the pilot and can be summarized as follows:

- a) **Tiny shelters should be operated with embedded supports.** Respondents advised that in order to support individuals experiencing homelessness who may have high support needs, a Tiny Shelter model should include embedded supports and an experienced operator.
- b) **Congregate sites are ideal.** Respondents advised that a congregate site with a larger number of structures at one location was recommended in order to reduce costs and to be more efficient for the operator to support guests. The respondents also spoke to the importance of experienced non-profit operators being central to the success of this model.
- c) **Fire safety and sprinklers.** Respondents advised that sprinklers should not be required, as a combination of other options could be considered sufficient to address life safety issues in the tiny shelter structures including:
 - 6 to 10 feet separation between structures
 - Hard wired smoke detectors
 - Carbon monoxide detectors
 - Keypad doors with override codes
 - Fire extinguishers on the outside and inside of each structure
 - Emergency egress doors
 - Non-combustible materials on the main interior living surfaces
 - Staff monitoring with a fire annunciator panel
- d) **Site activation timeline.** Respondents provided a range of timelines from 12 weeks to 6 months, including time for design, development, shipping and installation. Shorter timelines came from companies with structures that are pre-designed and already in production. Longer timelines were provided by companies providing a custom designed solution, with structures not yet in production. The timelines provided assume a site has been selected, relative ease of servicing the site, and necessary City approvals.

In order to expeditiously deliver the TSPP recommended in this report, the pilot will be brought forward through a temporary development permit for a social service (shelter) use therefore not

¹ See Appendix C for the memo provided to Council with a summary of what was learned from the Market Sounding and outlined next steps to implement a proposed model for a Tiny Shelter Pilot Project)

requiring lengthier and more complex regulatory changes that would be needed if it was a residential use. The pilot will be evaluated and staff will report back to Council should other models or approaches be recommended, including any associated regulatory changes.

Strategic Analysis

Staff explored a number of models and site options based on direction from Council, feedback gathered through the Market Sounding, as well as conducting interviews with local churches, and existing tiny shelter developers and operators in Victoria, Cowichan, and San Francisco. Staff are proposing the deployment of 10 tiny shelter structures grouped together on the Premises and adjacent to the existing congregate shelter that would provide bathrooms, showers and 24/7 support services to TSPG guests.

The Tiny Shelter Pilot Project (TSPG) Concept

Location and Operating Model

The proposed pilot would include the construction of 10 tiny shelter structures on the parking lot at the Klahowya Tillicum Lalum shelter at 875 Terminal Avenue (see site photos in Appendix A, the “Premises”). This shelter opened in May of 2021 to provide 60 people experiencing homelessness with a warm, safe place to sleep inside and is operated by Lu’ma Native Housing Society. The low-barrier shelter has 24/7 staffing support, meals, washrooms, and laundry for guests. The Premises, a Property Endowment Fund Asset, is currently being leased to Arts Culture & Community Services (“ACCS”) with a term expiry of June 30, 2024. The continuation of the shelter and proposed Tiny Homes Shelter Pilot project at the Premises beyond Q2 2024 will be subject to new terms being settled between Real Estate & Facilities Management and ACCS, including rental rates.

The proposed TSPG would increase the number of spaces at this shelter by adding a minimum of 10 Tiny Shelter structures in the parking lot area. Depending on the final configuration and the unmet need, each structure could shelter up to 2 people each (i.e. couples). As such, the TSPG will increase shelter capacity by up to 20 additional spaces. The parking lot is a protected and fenced off area with direct access into the shelter (see Appendix A). Staff are recommending the pilot start with this small number of structures in order to minimize additional pressure on the existing shelter, while still adding needed capacity.

The Tiny Shelter structures will be managed by Lu’ma, and guests will have access to the main shelter’s washrooms, showers, laundry, meals, programs, indoor and outdoor amenity areas and 24/7 staff support. An operational plan will be developed that includes staffing and monitoring of the tiny shelter structures to ensure the health and safety of all shelter guests.

By co-locating the Tiny Shelter Pilot on this site, economies of scale are achieved as the overall cost of management and provision of support services make this project more affordable than if piloted at a stand-alone site. Staff have been in discussions with BC Housing about the model and its benefits and while there is interest, no commitment on additional funding has been provided at the time of writing this report.

Design and Benefits

The standard temporary shelters model, including the existing shelter at the Premises, have beds separated by dividers in a large open congregate settings offering limited privacy. While

these shelter pods offer increased privacy beyond the traditional shelter model, this setting can still be problematic for many who need increased privacy, including but not limited to: couples, people with pets, trans and gender-diverse people or those with health concerns requiring an increased level of privacy.

The design concept for the TSPP is that each structure will consist of one room with space for one to two people to sleep, store belongings, and possibly a place to sit. The structures will have heat and AC but will not have kitchens or washrooms as these amenities and other services will be provided on-site in the main shelter building.

Life Safety Features

The City has long standing policy and regulations regarding sprinklers and their importance as life safety features. Feedback from our interviews with other tiny shelter providers, and respondents to the Market Sounding, advised that requiring sprinklers in tiny shelters would add significant costs and timelines to the deployment of the model. Staff are working with the Chief Building Official and Vancouver Fire and Rescue Services (VFRS) to ensure a combination of alternate life safety measures are in place including:

- minimum separation between structures,
- hard wired smoke and carbon monoxide detectors,
- override keypad locks,
- fire extinguishers on the outside and inside of each structure, and
- staff monitoring.

Addressing important life safety measures through a combination of alternative approaches to sprinklers supports the creation of a positive alternative shelter option to support the needs of people who don't feel adequately served in traditional shelters and thus remain unsheltered, and may be sleeping outside. Providing an alternative option to bring people inside provides opportunities to connect them to longer term health and housing supports which cannot be easily achieved if someone is sleeping outside.

Implementation

Should Council approve the recommendations in this report, ACCS staff would work collaboratively with a number of City Departments to purchase, permit, construct and open the tiny shelter structures by fall 2022. Next steps would include:

- Working with procurement to purchase the tiny shelter structures in accordance with processes and contract award approval delegated authority as set in the City's Procurement Policy – February to April 2022
- Submit the development permit application for a temporary shelter for the TSPP, including drawings and operational management plans and an information session with adjacent neighbours – April to June 2022
- Finalize service agreement with Lu'ma to operate the shelter – May to June 2022
- Complete site servicing and construct the tiny shelters – July to August 2022
- Occupancy – September 2022

A key component of the pilot is to monitor and evaluate the pilot project to ensure we are able to learn about the health and housing outcomes for tiny shelter guests and consider options to expand the pilot should the findings demonstrate improved outcomes. A consultant will be brought on board and work with the City, BC Housing, and Lu'ma to develop and implement the evaluation.

Financial

The development of the TSPP requires both capital and operational funding, as well as funding to complete an evaluation of the pilot.

Staff continue to engage BC Housing on providing operating funding for the pilot, but do not have a commitment at this time. Based on the market sounding, and discussions with Lu'ma on the additional staffing and services needed, staff have developed the following budgets.

Capital and Operating Budget Estimates

The Table below summarizes the current cost estimates of the 2 year pilot.

Staff will complete the necessary adjustments to utilize up to \$1,500,000 in Empty Homes Tax (EHT) funding for the capital budget, contingencies, and annual operating budgets as needed. Following the assessment of the pilot, staff will report back on recommendations including the feasibility of a longer term program which would also include recommendations on the City's financial capacity to provide ongoing operating funding, noting EHT is not an ongoing funding source.

Tiny Shelter Pilot	Estimate Costs
Capital for 10 tiny shelters	\$460,000
Support costs (\$510K/year)	\$1,020,000
Evaluation cost	\$20,000
TOTAL COSTS	\$1,500,000

CONCLUSION

This report recommends that Council approves the Tiny Shelter Pilot Project and necessary capital and operating funding, as well as resources to support the evaluation. The pilot project will provide 10 additional shelter structures for up to an additional 20 people for a period of two years, co-located at an existing shelter with an experienced non-profit provider.

* * * * *

APPENDIX A: Site photos for 875 Terminal Avenue



Figure 1. 875 Terminal Ave location is outlined in red. The parking lot, which is the proposed location of the Tiny Shelter Pilot Project, is outlined in yellow.



Figure 2. The parking lot at 875 Terminal Ave, which is the proposed location of the Tiny Shelter Pilot Project.

APPENDIX B: July 19, 2021 Memo - Response to Motion “A Closer Look at Tiny Homes and Shelters” (RTS 014151)

ARTS, CULTURE & COMMUNITY SERVICES
PLANNING, URBAN DESIGN & SUSTAINABILITY
General Manager's Offices

MEMORANDUM

July 19, 2021

TO: Mayor and Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Katrina Leckovic, City Clerk
Anita Zaenker, Chief of Staff, Mayor's Office
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Jessie Adcock, General Manager, Development, Buildings & Licensing
Celine Mauboules, Managing Director of Homelessness Services and Affordable Housing Projects
Dan Garrison, Assistant Director, Housing Policy and Projects

FROM: Sandra Singh, General Manager, Arts, Culture and Community Services
Theresa O'Donnell, General Manager, Planning, Urban Design, and Sustainability

SUBJECT: Response to Motion “A Closer Look at Tiny Homes and Shelters” (RTS 014151)

PURPOSE

This memo responds to the motion “A Closer Look at Tiny Homes and Shelters” approved by Council on October 15, 2020. The memo outlines the review and next steps developed by staff to assess the feasibility of creating a Tiny Home Village demonstration pilot project (THV) as directed by Council, as well as to consider the zoning and permitting changes that would be necessary to pilot a THV in the city.

BACKGROUND

Motion: “A Closer Look at Tiny Homes”

On October 15, 2020 Council approved the “A Closer Look at Tiny Homes” motion (see **Appendix 1**) that directed the Chief Building Official (CBO) and General Manager of Planning, Urban Design, and Sustainability to report back with analysis for potential implementation of Tiny Homes and Shelters. In summary, staff have been asked to report on:

- an analysis of the potential implementation of tiny homes and shelters;

- possible changes to the Building By-law and the Zoning and Development By-law to support tiny homes and shelters, including any legal and public engagement considerations;
- a possible partnership with a non-profit or faith-based organization, to establish a Tiny Home Village (THV) demonstration project as a means to address chronic homelessness, as well as contribute to the broader housing mix; and,
- the feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project.

The motion is intended to address the needs of those experiencing unsheltered homelessness so staff in ACCS and PDS have worked collaboratively to develop this memo.

Homelessness in Vancouver

Vancouver has experienced a steady growth in homelessness since starting the official homeless count in 2005. The most recent data survey identified 2,095 people in Vancouver who are experiencing homelessness (1,548 in shelters and 547 without shelter).² People without adequate housing are forced to rely on friends or acquaintances for a place to sleep or the availability of a shelter bed. Ultimately, if these alternatives are not available, they are forced to sleep outside in tents or other structures, usually in public spaces such as sidewalks and parks.

Vancouver's current homelessness crisis is a direct result of a historic lack of sufficient investment in supportive and affordable housing, insufficient and inappropriate health supports for people with mental health and addictions, and insufficient income supports for people living in deep poverty. While the City does not have the primary jurisdiction or responsibility for any of these services that rest with senior government, in recent years, the City has made significant investment (land and direct funding) to develop or incentivise the development of affordable and supportive housing, as well as the creation of interim homelessness crisis shelter spaces.

In recent years, the Provincial government has also invested significantly in supportive housing through BC Housing and has made some important initial investments in improving income supports and shelter expansion. However, these welcome and appreciated investments alone cannot make up for years of insufficient funding – further funding and service innovation are required. Notably, in addition to supportive housing, funding is required to improve both social assistance (income supports) and to support those suffering from substance use, mental health, and brain injuries, which are core issues that need to be addressed for any viable solution. Finally, without significant and meaningful senior government investment and support, Vancouver and the region will continue to see people experiencing homelessness suffer from the significant associated life safety risks.

Ending homelessness requires the continued prioritization of creating new social and supportive housing, adequate income, and necessary supports to meet the needs of the city's most marginalized residents. Shelters and other emergency measures such as tiny homes are not solutions to homelessness but may, in certain circumstances, provide interim options until longer term housing is built. The work outlined in this memo addresses Council's interest in exploring tiny homes as one of these emergency options.

² The 2020 Metro Vancouver Count results were [reported](#) to Council on October 7, 2020.

Tiny Homes

A number of American cities have embraced THVs in their responses to homelessness. Origin stories of these programs focus on systematic issues in social welfare, lack of transitional housing units, and the inability of the shelter system to accommodate everyone in need (e.g. couples, etc.). The model is intended to rapidly move people from the shelter system or living rough to a THV before finding permanent housing. The effectiveness of achieving this objective has mixed reviews. As with emergency shelters or managed encampments, these temporary measures are rarely as temporary as intended and the lack of other options result in very limited positive housing outcomes for people.

Various THV models exist in the US including the use of land leases, City contracts that are renewed on short terms (less than 5 years), and informal agreements with private home owners and churches. Operating models include self-governance frameworks and co-op model of governing. Predominantly, these THVs are high-barrier with strict codes of conduct (i.e., no drugs or alcohol) and can include probationary period agreements.

Canadian Examples and funding sources

Duncan, B.C., recently secured Federal Reaching Home funding to construct 39 shed-like tiny homes with communal washrooms for people living in an encampment on two City-owned sites managed by Cowichan Housing Association. The cabins are 5.9 sq. m (64 sq. ft.), and each cabin includes insulated drywall, a baseboard heater, hardwired smoke alarm, and an electrical plug for personal use. The City of Duncan did not require these structures to comply with their Zoning By-law and Building By-law requirements and focused only on fire safety and BC Safety Authority requirements. The cabins were activated in early 2021 and the long-term plan for these units is unclear; the time duration of this project has not been made public.

In May 2021, North Park Tiny Homes Village opened in Victoria, temporarily housing 30 people previously living in tents on the site (City-owned Royal Athletic Park parking lot). The City of Victoria approved a Temporary Use Permit (TUP) and a Development Permit. The temporary tiny homes are 8 sq. m (87 sq. ft.) converted shipping containers, and will be in place for 18 months (eligible for a one-time TUP renewal of an additional 18 months) to provide shelter to people experiencing homelessness while permanent housing is secured in partnership with BC Housing. The units are heated, ventilated and insulated, with a monitored fire alarm system, and residents share communal washrooms/showers facilities. The Victoria Coalition to End Homelessness has launched a \$500k crowd funding campaign so that Aryze Developments can construct the tiny homes. Our Place Society operates the tiny home shelters. The Victoria Coalition to End Homelessness will retain ownership of the tiny homes after 18 months and have received interest from other BC municipalities to take on the temporary tiny homes following the TUP expiry. Currently there is no intention to move the tiny homes to another location in Victoria following the TUP expiry or after a one-time renewal if approved. *(Note: Within the context of Vancouver, it should be noted that the Vancouver Charter does not specifically authorize Temporary Use Permits.)*

While capital funding has been secured for both tiny home projects, operating funding has been more challenging to secure. In Duncan, BC Housing is providing funding for enhanced outreach in encampments and these staff also connect with people in the tiny homes. They also provide funding for site maintenance such as porta potties, waste collection, and temporary support for security. In Victoria, BC Housing is similarly providing funding for meals and enhanced outreach to people in the encampment who will then provide supports to people in the tiny homes, but BC Housing is not providing core operating funding for the tiny homes.

BC Housing has indicated to staff that they are currently prioritizing their funding on indoor shelter and longer term housing options in Vancouver that have better health and housing outcomes for individuals experiencing homelessness. However, staff will continue to explore partnership opportunities for both capital and operating funds with senior government and will report to Council with options and potential funding sources prior to the launch of the pilot.

STRATEGIC ANALYSIS

Identifying Creative Partnerships

There is community interest in exploring the use of tiny homes as an alternative to unsheltered homelessness. Staff have engaged in conversations with builders, community advocates, churches, academics and service providers on the benefits and challenges associated with tiny homes.

In order to generate creative partnerships and opportunities to deliver tiny homes, staff will be undertaking a Market Sounding (MS) process over the summer with support from the Procurement team. The MS process will seek to identify interested tiny home builders and non-profit organizations. Through the process, we will also seek to identify potential partnerships with landowners and non-profit operators and to better understand their interest in and/or vision for the development and implementation of a pilot project. We are striving for a fair and transparent process, and seeking innovative and creative partnership options which we can further evaluate and report to Council.

Staff developed a list of recommended unit design and life safety standards based on existing policies for the tiny home pilot to provide contextual information for the MS (see **Appendix 2**). The Market Sounding (see **Appendix 3**) will seek information on various aspects of a pilot including:

- Design/build – tiny home concept;
- Budget – estimated capital and operating costs;
- Partnerships – any identified land/property owner, operator, etc. and their contributions; and
- Operating model – target tenant population, supports, transitions to longer term housing, etc.

Organizational Impact

Council recently approved several motions related to addressing the significant backlog of building and development permit applications in DBL and has affirmed support for a moratorium on any new motions that would result in new work for staff engaged in permitting until the end of 2021. It should be noted that undertaking the regulatory and permitting changes needed to facilitate a THV demonstration project will result in additional work for staff in various City departments including ACCS, PDS and DBL. Staff will identify City-wide staffing impacts when reporting out on recommendations in the beginning of Q4 as described below.

Updated Work Program

The following provides a summary update of the work program underway for each of the motion items approved by Council in October 2020. A full report with staff's feasibility analysis and recommendations and resources needed to advance the pilot, and each component of the motion will be brought forward for Council consideration in the beginning of Q4 2021.

Direction A

THAT Council direct the Office of the Chief Building Official (CBO) and General Manager of Planning, Urban Design, and Sustainability to report back with analysis for potential implementation of Tiny Homes and Shelters:

Staff Update

- An interdepartmental staff team from ACCS and PDS meets regularly to discuss and plan the work needed internally and with external partners to consider making regulatory changes to allow tiny homes across the city to temporarily house people experiencing unsheltered homelessness, as well as the development of a tiny home village demonstration pilot project.

Planned Approach

- This memo captures the work needed to address this motion by outlining the progress and next steps for potential implementation of tiny homes and shelters for people experiencing unsheltered homelessness.
- Given the need to provide alternatives to unsheltered homelessness, staff are recommending initiating the MS process outlined earlier to bring together partnerships from interested parties in the community (builders, property owners, non-profit operators and potential funders) to create a tiny home pilot project. Staff will report to Council in the beginning of Q4 2021 on a feasibility assessment resulting from the MS process, possible options, any regulatory changes that may be required, as well as funding options for Council decision.

Direction B

THAT Council direct staff to report back with recommendations of possible changes to Building By-law to support tiny homes and shelters that consider

- I. Minimum and maximum sizes, life safety and livability;*
- II. Options for congregate settings and shared facilities like showers, washrooms and kitchens; and*
- III. Options for mobile, fixed, and temporary modular tiny homes and shelters.*

Staff Update

- Staff in ACCS, PDS and DBL and VFRS have completed preliminary scoping work to review the regulatory and permitting requirements for tiny homes for people experiencing unsheltered homelessness (see **Appendix 4**). Analysis included research into what other communities have done, and consideration of key inputs based on current policies:
 - minimum size;
 - congregate or individual units;

- self-contained with kitchen and bathrooms or only shared bathrooms with the provision of congregate meals or meal service; and,
- model - whether units on wheels differed than sited on temporary bases.
- Staff explored the building by-law requirements in both Duncan and Victoria:
 - *Duncan*
 - Tiny homes were permitted as small shed-like structures, 5.9 sq. m (64 sq. ft.) each, and defined as “sleeping units” for the pilot. Given the size, the pilot did not comply with City of Duncan by-laws or the BC Building Code. City staff focused on unit design and construction following life safety requirements as requested (and inspected) by the Fire Department and BC Safety Authority.
 - *Victoria*
 - Tiny home unit sizes are larger, 8 sq. m (87 sq. ft.) each, and are subject to City of Victoria by-laws and regulations.

Current Vancouver Building By-law Regulations

- Tiny homes are not defined in the Vancouver Building By-law. The Building By-law does allow for small sheds (less than 100 sq. ft.) which do not require a permit; however, these are ancillary buildings and not permitted for residential purposes.

Planned Approach:

- Staff have developed a list of recommended requirements to ensure essential life safety and livability standards are met given the sleeping/temporary use of these tiny homes. The MS process will outline the recommended list of requirements (see **Appendix 2**) including, but not limited to:
 - sprinklers,
 - smoke alarms,
 - use of low flame spread materials,
 - heat (base board heaters),
 - ventilation, and
 - power.
- Staff will assess the information collected through the MS process on the proposed livability and life safety requirements, washroom/showering facilities, and other unit design standards. The feasibility evaluation will be based on costs, impact (health and housing outcomes based on model) and the ability to be constructed and activated as quickly as possible to meet the needs of individuals experiencing unsheltered homelessness.

Direction C

THAT Council direct staff to report back with recommendations of possible changes to the Zoning and Development By-law that consider:

- i. Temporary and semi-permanent location of Tiny Homes and Shelters in R-, C-, and I- zones;*
- ii. Options for infill and secondary units; and*
- iii. Options for mobile units in parking lots.*

Staff Update

- Staff in PDS, DBL and ACCS have met regularly to discuss current regulations and options to permit tiny homes as a housing option for people experiencing unsheltered homelessness. The MS process will also provide feedback on the necessary regulatory changes, which staff will bring to Council for consideration.

Current Zoning and Development By-law Regulations

- Tiny homes or Tiny Home Village (THV) are not defined uses in the Zoning and Development By-law. Current listed uses for smaller units include:
 - Micro Dwelling: defined as a self-contained residential unit, which measures no less than 23.2 sq. m (250 sq. ft.) and no more than 29.7 sq. m (320 sq. ft.). Micro Dwellings are currently permitted only in the *Downtown Eastside Plan* area and in select parts of the *False Creek Flats Plan* area.
 - Lock-off Unit: defined as a smaller dwelling unit within a larger principal dwelling unit, which must have separate external access and shared internal access. Lock-off Units may be no less than 26 sq. m (280 sq. ft.) and no more than 29.7 sq. m (320 sq. ft.), with the potential for Director of Planning relaxation in size to no less than 19 sq. m (205 sq. ft.).
 - Laneway House: defined as a detached one-family dwelling constructed in the rear yard of a site with a one-family dwelling or one-family dwelling with secondary suite. A laneway house may not exceed the lesser of 0.16 FSR (with the building area dependent on the site size) or 86.3 sq. m (929 sq. ft.). Relaxations to the minimum size may be considered by the Director of Planning. Excluding floor area for enclosed parking, the minimum laneway house size may be relaxed to 26 sq. m (280 sq. ft.) or to a minimum of 19 sq. m (205 sq. ft.), subject to design and meeting the intent of applicable guidelines.
- Staff examined the Zoning and Development By-law to see if any other defined Dwelling Use could be utilized for a THV. “Housekeeping Units” ([Z&D By-Law 11.16](#)) and “Sleeping Units” ([Z&D By-law 11.33](#)) were particularly examined. These are not currently permitted as stand alone uses in Vancouver’s zoning district schedules, but do form the basis for other Dwelling and Service uses, including Rooming House and Hotel. Working with these definitions for a tiny home pilot would require amendments to the Zoning and Development By-Law.
- Staff are exploring the use of Director of Planning authority to relax by-law provisions for low cost housing, similar to the approach currently used for Temporary Modular Housing (TMH). If used for tiny homes, this approach would not require amendments to individual zoning district schedules, but would be subject to the Vancouver Charter limitations in place for TMH-related relaxations. This approach could not be used to introduce THVs where multiple dwellings are not currently permitted, and tiny homes would need to provide low-cost housing for persons receiving assistance.
- Temporary shelters have been permitted as a Social Service Centre use, defined in [Section 2](#) of the Zoning and Development By-law, and as Fixed Term Transitional Housing or Emergency Shelter, defined under the July 1, 2020 amendment of the Building By-law [items 82, 83 and 86](#). Staff are

exploring whether it is feasible to permit THV as a type of transitional housing or temporary shelter and will continue to review this approach internally and through the MS process and will report back to Council on options and next steps.

- **Appendix 4** contains a review of potential avenues for approving a tiny home pilot under the City's regulatory approvals process, and associated changes required to the Zoning and Development By-law and other by-laws to enable this use.

Planned Approach:

- The Market Sounding process will seek innovation in tiny homes and encourage partnerships with property owners, builders, and non-profit operators, as well as feedback on the necessary regulatory changes required to create the pilot. Staff will report to Council in the beginning of Q4 with the feasibility of the evaluated regulatory options and recommendations.

Direction D

THAT Council direct staff to report back with any legal and public engagement considerations that include:

- Options for temporary zoning of vacant pre-development sites that might facilitate their use as tiny house villages and facilitate their property assessment as Class 3 - Supportive Housing, or Class 8 - Recreational not for profit, much like the current practice of temporary community gardens on vacant pre-development sites; and*
- Best practices and obligations for public engagement on respective zoning and by-law changes, as well as any specific permanent and temporary installations*

Staff Update

- Class 3 – Supportive Housing is [designated](#) to provide supportive housing, defined as “housing that integrates long-term housing units for persons who were previously homeless or persons who are at risk of homelessness, who may also: have mental illness; have, or be recovering from, drug or alcohol addictions, or experience other barriers to housing with specific on-site support services that are available to residents of the housing project.” This requirement is in addition to being “funded by the provincial government or a regional health board for the purpose of supportive housing.”
 - The target population intended for the THV matches the above definition and there is an intention to provide on-site support services, however, eligibility for Class 3 designation will depend on the availability of BC Housing or Vancouver Coastal Health Authority's funding to the pilot project.
- Class 8 – Recreational not for profit is [designated](#) for “land used for recreational activities (for example, golf, skiing, tennis or swimming) and land and improvements used as places of worship or for non-profit fraternal meetings.”
 - The purpose of a tiny home as a sleeping/temporary housing unit does not fall under this classification.

Planned Approach:

- There is interest in tiny homes and the launch of the MS process will include a communication strategy.
- Staff will utilize the MS process to report to Council on next steps, any required regulatory changes, legal considerations, and funding options to create a pilot. Should Council direct staff to proceed, we will implement a site-specific community engagement strategy based on best practices.
- The engagement strategy will be based on best practices developed through the activation of temporary shelters and supportive housing. Staff will ensure that these lessons and best practices are part of the tiny home process, in addition to any required regulatory engagement activities for the pilot.

Direction E

THAT Council direct staff, in partnership with a non-profit or faith-based organization, to establish a Tiny Home Village (THV) demonstration project as soon as possible and at an appropriate scale and configuration that prioritizes shelter, life-safety and community for deployment on City owned land, vacant development sites or other private/non-profit land;

FURTHER, THAT the demonstration project test multiple village module types, including a minimal “shelter” version, and with personal washroom/shower facilities if possible;

FURTHER, THAT staff monitor the demonstration project over the winter and report back to Council as soon as possible on the cost effectiveness, speed of deployment, and merit of a THV program as a means to address chronic homelessness, as well as contribute to the broader housing mix.

Staff Update

- In developing the “Response to Council Motion: Emergency COVID-19 Relief for Unsheltered Vancouver Residents” in October (RTS: 014069), staff had a number of conversations with a local builder, academics³ and a West Side Church which put forward various options as outlined in the memo.
- Staff have continued to have conversations about a pilot with the Church to discuss options and gauge their level of interest.
- A key barrier to implementing the project on a faith-based organization’s site is that several church sites, including the location of the church we have been engaging with, are zoned RS-1 and would therefore require amendments to the Zoning and Development By-law to permit a THV on the church site. The potential options for approving a tiny home pilot outlined in **Appendix 4** detail the associated changes required to the Zoning and Development By-law and other by-laws.

Planned Approach:

- Given the variety of tiny homes models, interest from community partners and the significant interest from builders and suppliers, staff will be conducting a MS process to seek innovation from builders, and identify possible partnerships with churches, other landowners, and operators.

³ Patrick Condon, Scot Hein (both with the UBC School of Architecture and Landscape Architecture) and Bryn Davidson (Lanefab Design /Build)

Direction F

THAT Council request staff to include the feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project in the fall public consultation on affordable housing solutions and include it in the 2021 report back to Council

Staff Update

- Staff will incorporate this idea into the affordable housing solutions consultation as part of the Vancouver Plan and report to Council accordingly.

TIMELINE

The outcomes of the MS process will identify next steps to create and implement a pilot, including necessary regulatory changes, budget and partnership opportunities.

The timeline for the THV pilot project is as follows:

- July: Initiate the MS process.
- August: Consolidate and evaluate feedback. Staff will arrange additional meetings as needed.
- September - October: Identify necessary partners, potential funding sources, and site(s).
- November: Report to Council on MS process findings and feasibility analysis for the implementation of the pilot, including potential site options, needed regulatory and by-law changes, partnerships, necessary funding, and impact on staff and necessary City resources required.

The below table provides a summary of the work program underway for each direction in the Motion as described above.

COUNCIL MOTION	LEAD STAFF	KEY CONSIDERATIONS	STATUS
A. Report back on analysis for implementation on a THV	✓ ACCS, PDS <i>Support from DBL: CBO, Assistant Director, Development Review Branch, VFRS</i>	<ul style="list-style-type: none"> • Analysis on key inputs for consideration of the regulatory requirements to accommodate a THV 	<i>Under development: Recommendations in the beginning of Q4</i>
B. Recommendations of possible changes to Building By-law to support tiny homes and shelters	✓ DBL Chief Building Officer, and Deputy Fire Chief VFRS <i>Support from PDS</i>	<ul style="list-style-type: none"> • Life safety considerations • Exploration of design considerations such as congregate or individual units, self-contained with kitchen and bathrooms or only bathrooms (with the provision of congregate meals or meal service), and options for tiny home on temporary structure or wheels 	<ul style="list-style-type: none"> • <i>Recommended life safety considerations draft completed – Appendix 2</i> • <i>Recommendations of changes to By-law under development: Recommendations in the beginning of Q4</i>

COUNCIL MOTION	LEAD STAFF	KEY CONSIDERATIONS	STATUS
C. Changes to the <i>Zoning and Development By-law</i> that consider tiny homes, shelters in R-, C- and I- zones; infill and secondary suites and parking lots	✓ PDS	<ul style="list-style-type: none"> Analysis of zoning and permitting changes required for R-, C- and I- zones, or other sites proposed through MS process 	<ul style="list-style-type: none"> <i>Review of potential approval processes and associated required By-laws changes completed – Appendix 4</i> <i>Recommendations in the beginning of Q4</i>
D. Council direct staff to report back with any legal and public engagement considerations including options for temporary zoning of vacant pre-development sites	✓ ACCS	<ul style="list-style-type: none"> Suitability of existing best practises and obligations for public engagement, such as existing TMH model 	<i>Under development: Recommendations in the beginning of Q4</i>
E. Establish a Tiny Home Village (THV) demonstration project	✓ ACCS ✓ PDS ✓ DBL <i>With support from procurement, communications, legal services and finance</i>	<ul style="list-style-type: none"> Initiate MS process to generate interest for creative partnerships to develop a feasibility assessment to implement a THV demonstration project Evaluation of feedback on capital and operating funding sources, operating model and approach, and timing Recommend to Council approve any necessary zoning and permitting changes 	<i>Under development: Recommendations in the beginning of Q4 following MS process</i>
F. Feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project	✓ PDS	<ul style="list-style-type: none"> Determine potential scope and spec. of '100 Tiny Homes for private properties Pilot Project', and information for fall public consultation 	<i>Under development; Recommendations in the beginning of Q4</i>

FINAL REMARKS

Staff will report on the progress of the work plan, the results of the feasibility analysis from the Market Sounding process and recommendations for Council consideration in beginning of Q4 2021. If Council has any further questions or needs additional information, please feel free to contact us directly.



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APPENDIX 1: Final Council Motion as approved

WHEREAS

1. Vancouver faces a scarcity of affordable housing;
2. Through work on City Wide Plan, Housing Vancouver Strategy, and Making Room Housing Program the City of Vancouver seeks to add more housing choices to accommodate a broad range of incomes, occupations, and households at all stages of life across the city;
3. Tiny homes and shelters are small single dwellings, typically under 50 m², and constructed to facilitate affordability and environmental sustainability. Typology includes:
 - a. Mobile tiny homes, typically factory-built on trailer beds and often certified as Recreational Vehicles afford a degree of portability and thus aren't site dependent (example: Vancouver-based manufacturer Mint Tiny Homes <https://www.minttinyhomes.com>);
 - b. Fixed tiny homes, typically built as detached or semi-detached structures on a slab or post and pier foundation allow for more site-specific and custom construction options. (example: Tiny Society: Tiny Houses on Foundations <https://www.tinysociety.co/articles/tiny-houses-on-foundations>);
 - c. Temporary modular shelters, are built from pre-fabricated components that can be deployed rapidly and relatively inexpensively, with beds, wiring, insulation, egress and security often for just a few thousand dollars. (example: Seattle-based Pallet Shelter <https://www.palletshelter.com>);
4. Tiny homes and shelters have been enabled in other jurisdictions on private and public land; in partnership with NGO, community, and religious groups; and in market, co-op and supportive housing models to provide a vital part of the housing continuum, and often as an affordable, practical and rapid deployment option for under housed populations;
 - a. Opportunity Village in Eugene, Dignity Village in Portland Oregon are successful examples of intentional transitional communities of tiny houses on public land, with congregate kitchen, bathroom and shower facilities that provide a housing first solution for people facing homelessness. (<http://www.vancouver.sun.com/life/Pete+McMartin+Portland+micro+appr+oach+housing+homeless/10329522/story.html>);
 - b. Homes for Heroes Foundation has built a fifteen unit co-housing model for homeless veterans in Calgary. (<https://www.businessinsider.com/tiny-home-village-for-homeless-veterans-calgary-canada-2019-11>);
5. In Vancouver, the construction of shelters and dwelling units, whether built on site or in a factory are variously regulated by:
 - a. The National Building Code of Canada;
 - b. Canadian Standards Association (CSA);
 - c. BC Building Code (BCBC); and
 - d. Vancouver Building By-Law 12511;

6. In Vancouver, the regulation of land-use, development permit requirements and establishment of zoning districts are variously regulated by the Zoning and Development By-Law 3575;
7. Currently, neither the Vancouver Building By-law 12511 nor the Zoning and Development By-law 3575 support the building and permitting of tiny homes or shelters;
8. Some code authorities and local governments are revisiting their respective building by-law codes to better support tiny homes and shelters. Building codes for on-site and factory built tiny homes and shelters variously provide for minimum floor space, room size, life safety, anchorage or foundation, climate control and building envelope. Some jurisdictions have modernized their building codes to support the construction of tiny homes and shelters, for example:
 - a. International Residential Code (2018) - Appendix Q: Tiny Houses https://codes.iccsafe.org/content/IRC2018/appendix-q-tiny-houses?site_type=public Advises Maximum size (37 m²), emergency escapes and rescue openings, headroom, lofts and stairs, etc.;
 - b. Ontario Building Code “Build or Buy a Tiny Home” (2019) https://files.ontario.ca/mmah_tiny_homes_en_20191129.pdf Advises Minimum size (17.5 m²) and building standards;
9. Local governments are revisiting their respective zoning policies to better support tiny homes and shelters. Zoning policies to support tiny homes and shelters variously accommodate new land use models and building forms. Some jurisdictions have modernized their zoning regulations to support the permitting of tiny homes and shelters, for example:
 - a. San Diego “Movable Tiny Houses Municipal Code Amendment” (2020) https://www.sandiego.gov/sites/default/files/dsd_pc_20-017_movable_tiny_houses.pdf; Amendments to San Diego Municipal Code to support “Companion units, junior units, and movable tiny houses” in Residential, Agricultural-Residential zones and in specific district regulations;
 - b. City of Edmonton enables ‘tiny homes’ through zoning by-law change (2019) <https://canada.constructconnect.com/joc/news/government/2019/12/city-of-edmonton-enables-tiny-homes-through-zoning-by-law-change> New zoning regulations to permit tiny home communities and infills as a “missing middle” housing allowance;
10. In June 2019, Council unanimously passed the motion “Transparent Process and Taxation for Land Banks Repurposed as Temporary Recreational Properties” with direction for staff to report back with recommendations for conditional conversions of development sites for temporary use as “recreational property.” BC Assessment classifies land according to its use, and the city applies a mill rate to the classification to determine taxes, for example:
 - a. The 2020 mill rate for Class 6 Business, other is \$6.73 per \$1,000 of assessed value;
 - b. The 2020 mill rate for Class 8 Recreational Property, Non-profit Organization (Community Gardens) is \$2.63 per \$1,000 of assessed value;
 - c. The 2020 mill rate for Class 3 Supportive Housing (Cabinet designation, for people homeless or at risk of homelessness) is \$0.14 per \$1,000 of assessed value;

11. On September 14 2020, Council directed staff to report back on the feasibility and costs of options to accelerate the creation of emergency housing for homeless Vancouver residents, including “Establishing temporary tiny house villages on vacant public or private land”.

THEREFORE BE IT RESOLVED

On October 6, 2020, Council referred a motion (*please see Appendix 1 for full motion*) to the Standing Committee on Policy and Strategic Priorities meeting on October 7, 2020, to hear from speakers regarding Tiny Homes and Shelters. Council approved the following recommendations:

- A. THAT Council direct the Office of the Chief Building Official (CBO) and General Manager of Planning, Urban Design, and Sustainability to report back with analysis for potential implementation of Tiny Homes and Shelters.
- B. THAT Council direct staff to report back with recommendations of possible changes to the *Building By-law* to support tiny homes and shelters, that consider:
 - i. Minimum and maximum sizes, life safety and livability;
 - ii. Options for congregate settings and shared facilities like showers, washrooms and kitchens; and
 - iii. Options for mobile, fixed, and temporary modular tiny homes and shelters.
- C. THAT Council direct staff to report back with recommendations of possible changes to the *Zoning and Development By-law*, that consider:
 - i. Temporary and semi-permanent location of Tiny Homes and Shelters in R-, C-, and I- zones;
 - ii. Options for infill and secondary units; and
 - iii. Options for mobile units in parking lots.
- D. THAT Council direct staff to report back with any legal and public engagement considerations that include:
 - i. Options for temporary zoning of vacant pre-development sites that might facilitate their use as tiny house villages and facilitate their property assessment as Class 3 - Supportive Housing, or Class 8 - Recreational not for profit, much like the current practice of temporary community gardens on vacant pre-development sites; and
 - ii. Best practices and obligations for public engagement on respective zoning and by-law changes, as well as any specific permanent and temporary installations.
- E. THAT Council direct staff, in partnership with a non-profit or faith-based organization, to establish a Tiny Home Village (THV) demonstration project as soon as possible and at an appropriate scale and configuration that prioritizes shelter, life-safety and community for deployment on City owned land, vacant development sites or other private/non-profit land;

FURTHER, THAT the demonstration project test multiple village module types, including a minimal “shelter” version, and with personal washroom/shower facilities if possible;

FURTHER, THAT staff monitor the demonstration project over the winter and report back to Council as soon as possible on the cost effectiveness, speed of deployment, and merit of a THV program as a means to address chronic homelessness, as well as contribute to the broader housing mix.

- F. THAT Council request staff to include the feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project in the fall public consultation on affordable housing solutions and include it in the 2021 report back to Council.

APPENDIX 2: List of recommended unit design and life safety standards based on current policies and by-laws

Category	Both typologies (single and double occupancy)
Unit size (min-max)	<p>Single occupancy: Min – 11.1sqm / OR 9.7sqm (per Z&D By-Law 11.16)</p> <p>Double occupancy: Min – 13.2sqm (per Z&D By-Law 11.33)</p>
Minimum width & length	<p>Single occupancy: 8ft x12.6ft</p> <p>Double occupancy: 12ftx12.6ft</p>
Floor to ceiling height	<ul style="list-style-type: none"> - Min. 2.1m (6.9ft) (per Headroom in Dwelling Units Bulletin) - Lofts (e.g. for sleeping) not permitted
Storeys & Unit height	1-storey max
Occupancy #s	<p>Single occupancy: Max 1 person per unit (pets allowed)</p> <p>Double occupancy: Max 2 persons per unit (pets allowed)</p>
Minimum spacing between tiny homes	3m at closest point
Minimum living requirements	<p>Single occupancy: Single bed, seating area, storage space.</p> <p>Double occupancy: 2 single beds, seating area, storage space.</p>
Bathroom	<p>Self contained model ('dwelling units' per Z&D By-Law)</p> <ul style="list-style-type: none"> - In-unit bathroom (shower, toilet, sink) <p>Non-self contained model (i.e. either housekeeping or sleeping unit)</p> <ul style="list-style-type: none"> - Shared facilities - For 'Housekeeping Units' requirements, see Z&D By-Law 11.16) - For 'Sleeping Units' requirements, see Z&B By-Law 11.33.3
Kitchen/ meals	<p>Self contained model ('dwelling units' per Z&D By-Law)</p> <ul style="list-style-type: none"> - In-unit kitchenette (i.e. "Housekeeping Unit") <ul style="list-style-type: none"> o Ventilated kitchen/kitchenette – sink and cooking facilities (e.g. hotplate and mini fridge). Natural gas not permitted. <p>Non-self contained model</p> <ul style="list-style-type: none"> - No kitchen (i.e. "Sleeping Unit"). Propose alternative. e.g. <ul style="list-style-type: none"> o Communal cooking area (natural gas not permitted); or o Meal service
Communal outdoor space	<p>Not required, but encouraged where 3+ units proposed (particularly for non-self contained model).</p> <p>Could include seating, outdoor dining area, weather protected area, amenity, health and social services space, etc.</p>

Category	Both typologies (single and double occupancy)
Entrance/ access	Separate front door required (outward facing). Weather protection over entrance & ramp access encouraged.
Accessibility	Self contained model ('dwelling units' per Z&D By-Law) - Comply with adaptable dwelling unit requirements of the VBBL Subsection 3.8.5. Non self-contained model - Comply with Section 3.8 and adaptable housing requirements
Fire safety	Smoke and CO detector per unit (with strobe) Sprinkler system in every unit Fire department notification (minimum requirement - on site annunciation and strobe/sounder) Minimum 3m spacing (at closest point) between tiny homes Minimum dry wall requirements: - Self contained model ('dwelling unit' per Z&D By-Law) must comply with VBBL Subsection 9.10.15 - Non-self contained model (not 'dwelling units') must comply with VBBL Subsection 9.10.14
Heating/ cooling / ventilation	Insulated drywall (see above) Safe electric heating (no natural gas) (consider raising off floor) Living/sleeping area to include at least one opening window that can be locked from the inside.
Utilities	Self contained model ('dwelling unit' per Z&D By-Law) - Water, sewers, electricity to each unit Non-self contained model - Electricity to each unit - Water, sewers & electricity to shared facilities
Security	Must have own door which can be locked from inside and outside, and at least one window

Appendix 3: Market Sounding Questionnaire

Tiny Homes Pilot in Vancouver Market Sounding

Purpose of Market Sounding Process

In late 2020, Council passed a motion "[A Closer Look at Tiny Homes and Shelters](#)" directing City staff to explore the use of tiny homes in Vancouver as one of the approaches to provide options for people experiencing unsheltered homelessness. Following this direction, City staff reported to Council *[note: link to this memo will be added here]* with a recommended livability and life safety requirements for the tiny homes (see Appendix i) and an examination of current regulations to explore options to permit tiny homes for this purpose. City staff are also exploring different locations and a site has not been identified for the pilot project at this time. The MS process will inform a feasibility analysis that staff will report to Council.

Depending on the operational model, unit specifications, and intended location(s), a Vancouver-specific approach to regulating tiny homes for transitional housing for people experiencing unsheltered homelessness could include one or a combination of the following approaches:

1. Zoning and Development By-law amendments to enable tiny homes

This would include an amendment to the Zoning and Development By-law to recognize and define tiny homes as a land use. This could enable places of worship or non-profit organizations to introduce clusters of tiny homes on existing surface parking lots, in addition to the principal use on the site. This approach would require amendments to individual district schedules to address land use, floor area and density, setback, site coverage and height requirements.

2. Use Director of Planning relaxation authority to enable tiny homes

Staff are also exploring the potential use of Director of Planning authority to relax by-law provisions for low-cost housing, similar to the approach currently used for Temporary Modular Housing (TMH). This approach could only be used to introduce tiny homes where multiple dwellings are currently permitted.

3. Permitting Tiny homes as temporary shelters

Shelters are permitted as a Social Service Centre use, as defined in the Zoning and Development By-law. Staff are exploring whether it is feasible to permit tiny homes as a type of transitional housing or temporary shelter use. The Vancouver Building By-law also sets out requirements for temporary shelter or transitional housing uses, including a fixed term of not more than three years, providing that the site comply with life safety regulations, including sprinkler and fire alarm systems.

We would like to invite you to participate in the enclosed Market Sounding Questionnaire. This is an opportunity to provide the City with information about your organization and share your knowledge and insight by answering this questionnaire. Please note that your responses to this

questionnaire will not form any part of any subsequent procurement process. The information you provide will help us refine and further clarify our future requirements as part of our overall strategy. We would ask that you kindly confirm your receipt of this email, and also confirm that you will return the completed questionnaire **by August 6, 2021**. Your prompt attention to this request will be greatly appreciated. Should you have any questions, please feel free to contact me, and thank you for your participation.

Background:
Name of your organization
Please outline your experience in building tiny homes or equivalent structures and any experience building accommodation for people experiencing homelessness.
Please include your marketing/solution materials with your response.

Unit Design
1. What is your feedback on the recommended livability and life safety requirements based on current policies and by-laws and outlined in Appendix i? What would you change or add? Please elaborate why.
2. From a design or operational perspective, do you have a preference to the use of separate or congregate washroom/shower and eating areas?
3. Do you have a mock-up unit design or design recommendations? If so, please describe (feel free to attach images if available)

Site Selection and Partnerships
1. Do you have a site(s) identified that could potentially be used to implement this pilot? If so, please identify and describe the site(s)
2. Have you had any discussions about this project with the site owner? If so, please elaborate.

3. Do you currently have existing (or identified) any partnerships needed to implement this project?
4. Do you have any current or potential funding streams to fully or partially finance this project? If so, please elaborate.

Operating Model and Budget
1. Would you recommend a model of 1-2 tiny homes on a site managed by a faith-based or non-profit organization, a site with 15-20 tiny homes operated by a non-profit, or would you recommend a different operating model? Please elaborate why?
2. What do you anticipate the operating budget of your preferred model described above would be? Please provide details if available.
3. Would you recommend the pilot should follow a low- or medium/high-barrier model? Please elaborate why.

Regulations and Permitting:
1. What is your feedback on the three proposed permitting solutions listed above?
2. In your opinion, what is the most important permitting/regulation obstacle to activating tiny homes? Please elaborate why?
3. What recommendations do you have regarding the necessary change of permitting/regulation and what is your rationale for your recommendation?

Construction and Site Activation:
1. If the unit design is to include water connection to each tiny home for individual washrooms, and recognizing that the cost would depend on many site-specific variables, what would you estimate the cost per unit would be for the water infrastructure connections? Ranges are acceptable.
2. If available, please provide a proposed timetable for the period from procurement to the commencement of services; and proposed contract structure, including risk allocation.

Is there anything else you would like to share regarding this pilot project?

APPENDIX i: List of minimum unit design and life safety requirements
[Note: This is the same as Appendix 2 in this memo]

Appendix 4: Review of regulatory approvals process and changes required to Z&D By-Law to approve Tiny Homes

Staff in ACCS, PDS and DBL have completed an initial review of regulatory options for tiny homes in Vancouver. Three potential approaches are outlined below, with an overview of potential by-law amendments and constraints or considerations for each approach.

Enabling tiny homes will require amendments to introduce a new land use definition to the Zoning and Development By-law. The approval process will include a development permit and building permit for this new land use, with corresponding process and resource impacts for staff in DBL.

Subject to Council direction, input from the Market Sounding process, and stakeholder and community feedback, staff will report back with recommendations and draft by-law amendments. This report will include consequential by-law amendments, for example to the Parking By-law. Staff will review potential development-related charges and may bring forward by-law amendments to minimize those where possible.

Existing Zoning Regulations for Small Homes

Vancouver has enabled a range of infill and secondary units, such as laneway houses, secondary suites and lock-off units, to increase housing options and encourage character home retention in single family areas and city-wide. Compact residential units, like Micro Dwellings, have been added in select areas of the city to support provision of well-designed and self-contained social housing and secured market rental housing units.

[Section 11](#) of the Zoning and Development By-law, establishes a minimum dwelling unit size of 37 sq. m (398 sq. ft.), which may be relaxed to a minimum of 29.7 sq. m (320 sq. ft.) by the Director of Planning. Vancouver's zoning regulations also allow for a range of smaller residential units and laneway houses, as follows:

- **Micro Dwelling**, defined as a self-contained residential unit that measures no less than 23.2 sq. m (250 sq. ft.) and no more than 29.7 sq. m (320 sq. ft.). Micro Dwellings are currently permitted only in the *Downtown Eastside Plan* area and in select parts of the *False Creek Flats Plan* area.
- **Lock-off Unit**, defined as a smaller dwelling unit within a larger principal dwelling unit, which must have separate external access and shared internal access. Lock-off Units may be no less than 26 sq. m (280 sq. ft.) and no more than 29.7 sq. m (320 sq. ft.), with the potential for Director of Planning relaxation in size to no less than 19 sq. m (205 sq. ft.).
- **Laneway House** is defined as a detached one-family dwelling constructed in the rear yard of a site with a one-family dwelling or one-family dwelling with secondary suite. A laneway house may not exceed the lesser of 0.16 FSR (with the building area dependent on the site size) or 86.3 sq. m (929 sq. ft.). Relaxations to the minimum size may be considered by the Director of Planning. Excluding floor area for enclosed parking, the minimum laneway house size may be relaxed to 26 sq. m (280 sq. ft.) or to a minimum of 19 sq. m (205 sq. ft.), subject to design and meeting the intent of applicable guidelines.

These residential uses are defined in [Section 2](#) of the Zoning and Development By-Law, and subject to general regulations in [Section 11](#). Regulations for land use, building height, site coverage, setbacks and density are outlined in the individual zoning district schedules.

Guidelines for laneway houses, micro dwellings, and lock-off units are used to encourage a high standard of design, considering access to natural light and ventilation, privacy, and outdoor space.

Existing Zoning Regulations for Temporary Modular Housing

Vancouver also permits Temporary Modular Housing (TMH), which can be used for supportive and social housing. Temporary Modular Housing units are constructed more quickly than permanent housing, on vacant or underused sites across the city, and provide immediate relief to people living without a home. Since 2017, Director of Planning delegated authority has been used to approve twelve TMH buildings through the development permit process.

Vancouver regulates Temporary Modular Housing as follows:

- **Temporary Modular Housing** is defined in [Section 2](#) as demountable structures, not permanently affixed to land, containing three or more residential units and accessory uses. A development permit for TMH must be time limited to a maximum of five years, but may be extended for an additional five years by the Director of Planning.
- Minimum floor area requirements in [sub-section 11.10.2](#) of the Zoning and Development By-law may be relaxed by the Director of Planning to 23.2 sq. m (250 sq. ft.), subject to design and meeting the intent of applicable guidelines.

[Section 5](#) of the Zoning and Development By-law allows the Director of Planning or Development Permit Board to relax by-law provisions for TMH. This allows flexibility to locate and build TMH in a range of locations without requiring amendments to each zoning district schedule. There are clear parameters under which a relaxation for TMH may be considered:

- The proposed development may not be in the RS-1, RS-1A, RS-1B, RS-2, RS-3 and RS-3A, RS-5, RS-6, RS-7, RT-1, RT-4, RT-7, RT-9, RT-10 or RT-11 zoning district or in any other zoning district that permits one-family dwellings and does not permit multiple dwellings; and
- TMH must be used for low cost housing for persons receiving assistance.

These parameters are consistent with the Vancouver's authority to relax by-law provisions as outlined in Section 565A (e) of the [Vancouver Charter](#).

Existing Regulations for Fixed Term Transitional Housing and Emergency Shelters

The purpose of the THV pilot is to provide transitional housing and supports for people experiencing street homelessness, while permanent supportive or social housing is made available. As such, it would be operated by a non-profit that would provide meal services, counselling, connections to supports, and each individual would have access (24/7) to a specific bed in a tiny home structure.

As such, staff are exploring whether THV could be regulated as a Fixed Term Transitional Housing or Emergency Shelter through Social Service Centre (Institutional Use), [defined](#) as the use of premises by a non-profit society for:

- (a) providing information, referral, counselling, advocacy or health care services; or
- (b) dispensing aid in the nature of food or clothing; or
- (c) providing drop in or activity space, but does not include premises used for residential purposes or detoxification centre.

The Building By-law includes a definition for Fixed Term Transitional Housing or Emergency Shelter (VBBL Subsection 11.6.3.2), which is currently used to permit and regulate temporary and permanent shelters in Vancouver. These Building By-law regulations include a fixed term of not more than three years, providing that the site complies with life safety regulations, including sprinkler and fire alarm systems. Staff will continue to explore opportunities to enable THV through existing Zoning and Development By-law and Building By-law regulations.

Regulatory Barriers and Approaches to Enabling Tiny Homes

Tiny homes are not currently included as defined uses in [Section 2](#) of the Zoning and Development By-law. The by-law also specifies that each dwelling unit must contain a kitchen and complete bathroom unit, with water closet, hand washbasin, and one bathtub or shower.

There are two definitions for residential units smaller than 23.2 sq. m (250 sq. ft.), defined as “Sleeping Units” or “Housekeeping Units”. These are not currently permitted as stand-alone uses in Vancouver’s zoning district schedules, but do form the basis for other Dwelling and Service uses, including Rooming House and Hotel.

They are defined as:

- **Sleeping unit** is defined as one or more rooms equipped to be used for sleeping and sitting purposes. Sleeping units may not contain a sink or cooking facilities. Each sleeping unit must contain a main habitable room at least 9.7 sq. m (105 sq. ft.) in size.
- **Housekeeping unit** is defined as a sleeping unit containing facilities for cooking, with either a kitchen or kitchenette within the unit. Housekeeping units may not be less than 13.4 sq. m (144 sq. ft.) in size, unless occupied by one person only, in which case a minimum of 11.1 sq. m (119 sq. ft.) may be considered.

Section 11 of the Zoning and Development By-law, prohibits sleeping and housekeeping units from being used for a period of less than one month, unless they are part of a hotel. The by-law also specifies minimum requirements for shared bathroom units.

Depending on the operational model, unit specifications, and intended location(s), a Vancouver-specific approach to regulating tiny homes could include one or a combination of the following approaches.

1. Zoning and Development By-law Amendments to enable Tiny Homes

If tiny homes cannot fit within an existing land use definition then an amendment to the Zoning and Development By-law would be required. Tiny homes could be explored as:

- Residential Use, as a new definition, potentially building on the existing Sleeping Unit or Housekeeping Unit definitions; and/or
- Accessory use to a Church Use or Social Service Centre Use, which could enable places of worship or non-profit organizations to introduce clusters of tiny homes on existing surface parking lots, accessory to the principal use on the site.

This approach would require amendments to individual district schedules to address land use, floor area and density, setback, site coverage and height requirements.

2. Use Director of Planning relaxation authority to enable Tiny Homes

Staff are also exploring the potential use of Director of Planning authority to relax by-law provisions for low cost housing, similar to the approach currently used for TMH. If used for tiny homes, this approach would not require amendments to individual zoning district schedules, but would be subject to the Vancouver Charter limitations in place for TMH-related relaxations. This approach could not be used to introduce THVs where multiple dwellings are not currently permitted, and tiny homes would need to provide low cost housing for persons receiving assistance.

Potential implications on the Zoning and Development Bylaw:

The two approaches outlined above would require by-law amendments. Staff would recommend that any new land use definition for tiny homes be subject to a time limit as outlined in the zoning regulations, similar to Temporary Modular Housing, so that the use would not become legally non-conforming if regulations were amended in the future. Enabling tiny homes in Vancouver may require changes to:

- Zoning and Development By-law:
 - Section 2 – Definitions
 - Section 5 – By-law Relaxations and Powers of Discretion
 - Section 10 – General Regulations
 - Individual zoning district schedules, if needed, to amend land use, floor area and density, height, and site coverage provisions
- Parking By-law, if needed, to streamline and minimize any parking requirements
- Regional Context Statement Official Development Plan By-law, if needed, to change the designation of lands to support tiny homes on industrial sites. Metro Vancouver is currently leading a ten-year update to the Metro 2040 Regional Growth Strategy, with a blackout period on amendments anticipated from July 2021 to Q3 of 2022 (anticipated approval timeline for the ten-year update).

Subject to Council direction, input from Market Sounding process, and stakeholder and community feedback, staff will report back with a recommended approach for enabling tiny homes. As part of the recommended approach, staff will consider:

- Minimum or maximum unit sizes;
- Congregate kitchen or bathroom facilities;
- Removal of the one month minimum use requirement, if applicable and using Sleeping or Housekeeping units as the basis for a new tiny home / THV definition; and
- Minimum or maximum groupings of tiny homes.

Staff analysis will also include a review of development-related charges and by-law amendments to minimize those where possible.

APPENDIX C: December 1, 2021 Memo - Progress Update: Motion “A Closer Look at Tiny Homes and Shelters” (RTS 014151)



Arts, Culture & Community Services
General Manager's Office

MEMORANDUM

December 1, 2021

TO: Mayor & Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Katrina Leckovic, City Clerk
Anita Zaenker, Chief of Staff, Mayor's Office
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Andrea Law, General Manager, Development, Buildings & Licensing
Celine Mauboules, Managing Director, Homelessness Services & Affordable Housing Programs
Dan Garrison, Assistant Director, Housing Policy & Regulation

FROM: Sandra Singh, General Manager, Arts, Culture and Community Services

SUBJECT: Progress Update: Motion “A Closer Look at Tiny Homes & Shelters”

RTS #: 014151

PURPOSE

This memo provides an update on work arising from the Council motion “A Closer Look at Tiny Homes & Shelters” approved in October 2020. It provides a summary of what was learned from the Market Sounding and outlines next steps to implement a proposed model for a Tiny Shelter Pilot Project.

BACKGROUND

On October 15, 2020, Council passed a motion “A Closer Look at Tiny Homes and Shelters,” directing the Chief Building Official (CBO) and General Manager of Planning, Urban Design, and Sustainability to report back with analysis for potential implementation of Tiny Homes and Shelters as one of the approaches to providing transitional housing for people experiencing unsheltered homelessness. Specifically, staff were asked to report on:

- An analysis of the potential implementation of tiny homes and shelters;

- Possible changes to the Building By-law and the Zoning and Development By-law to support tiny homes and shelters, including any legal and public engagement considerations;
- A possible partnership with a non-profit or faith-based organization, to establish a Tiny Home Village (THV) demonstration project as a means to address chronic homelessness, as well as contribute to the broader housing mix; and
- The feasibility of a 100 Tiny Homes (Accessory Dwelling Unit) for private properties Pilot Project.

At the time of the motion, staff who would normally work on such a direction were focused on implementing direction from Council on the previously passed Motion “Emergency COVID-19 Relief for Unsheltered Vancouver Residents” directing staff to work on urgent responses for creation of new shelter and housing in partnership with senior government. Their focus in late 2020 was on planning for Rapid Housing Initiative proposals and planning for potential shelter activations. Throughout early 2021 and into the spring, they were focused on creation of two new shelters, response to Strathcona encampment, supporting the TMH development at Vernon.

Staff were able to turn their attention to advancing this motion in the mid-Spring of 2021 and in July 2021, a memo was submitted to Council that outlined the findings of the initial review and next steps developed by staff to assess the feasibility of creating a Tiny Home pilot project, as well as options for zoning and permitting changes that would be necessary to pilot a Tiny Home pilot project.

In August 2021, a Market Sounding was completed by staff to seek industry recommendations and generate creative partnerships and opportunities to deliver Tiny Homes or Tiny Shelters. The Market Sounding process also increased staffs’ knowledge regarding recommended design/build concepts, costs, partnerships and operating models.

DISCUSSION

Market Sounding Summary

A Market Sounding was completed on August 31, 2021. The request was for feedback from developers, builders and service providers about the implementation of a tiny home/shelter project. Respondents were asked to provide information pertaining to five key elements:

1. Site selection and possible project partnerships;
2. Operating model and budget;
3. Regulations and permitting;
4. Unit Design and safety; and
5. Construction and site activation.

Four responses were received from a variety of developers and builders, both locally and across North America. Respondents to the Market Sounding included:

- **DignityMoves:** Non profit developer that develops tiny shelter villages, often working with BOSS Cubez to develop the units. They are based in California. <https://dignitymoves.org/>
- **Hewing Haus:** A design build company that develops laneway and tiny homes. They are based in Vancouver. <http://hewinghaus.com/>
- **Lanefab Design/Build:** A design build company that develops custom homes and laneway houses. They are based in Vancouver. <http://www.lanefab.com/tinytownhouse>

- **Pallet SPC:** A design-build company specifically for tiny shelters. They are based in Washington State. <https://palletshelter.com/>

The high level findings and summary of recommendations from the respondents are discussed below:

1. Tiny Shelters with High Levels of Support

- The Market Sounding responses advised that in order to support individuals experiencing homelessness who have high support needs, a Tiny Shelter model with wrap around supports is advisable.
- Market sounding respondents advised that a tiny home model for people with extensive and deeper support needs is not recommended and that a Tiny Home model, with self-contained units, is more appropriate as a lower support model for people who can live independently.

2. Scattered-site vs. Congregate Site

- The majority of respondents recommended a congregate site with a larger number of units at one location. This was recommended in order to reduce costs and to be more efficient for the operator to support guests. The respondents also spoke to the importance of experienced non-profit operators being central to the success of this model.
- Scattered sites with under 10 units were only recommended when they are co-located with existing facilities. This would allow the existing operator to utilize their staff resources and services in an efficient and beneficial way.

3. Fire Safety and Sprinklers

Respondents recommended the following fire safety features for tiny shelter units:

- 6 to 10 feet separation between units;
- Hard wired smoke detector;
- Carbon monoxide detector;
- Keypad doors with override codes;
- Fire extinguishers in each unit;
- Emergency egress door;
- Non-combustible materials on the main interior living surfaces; and
- Option of staff monitoring with a fire annunciator panel.

Market sounding respondents advised that sprinklers were not recommended as a safety feature as the options above are considered sufficient to address life safety issues. If sprinklers are required, respondents advised that it would significantly increase the cost of the project, and impact not only the timelines, but also potential suitable site options.

Impact of requiring sprinklers include:

- Unit costs would increase as a result of the additional mechanical requirements;
- Site costs would increase as a result of the additional site servicing requirements;
- Site development requirements and site servicing would be increased, which would limit the site options;
- Of the Market Sounding respondents with pre-designed units, none of them have sprinklers in the units. The timeline would be extended and more costly as the project would require custom designed units.

4. *Site Activation Timeline*

Market Sounding respondents provided a range of timelines from 12 weeks to 6 months, including time for design, development, shipping and installation. Shorter timelines came from companies with units that are pre-designed and already in production. Longer timelines are from companies providing a custom designed solution that is not yet in production. The timelines provided assume a site has been selected, relative ease of servicing the site, and necessary City approvals.

In summary, the Market Sounding responses point staff towards developing a tiny shelter pilot vs. a tiny home pilot. This model is best operationalized at a congregate site with congregate bathrooms, showers and the 24/7 support services a typical shelter would provide. Design examples are provided in Attachment A, and a more fulsome discussion of the proposed model and rationale follows below.

Planned Proposal: Tiny Shelter Pilot

After analysis of the information from experienced implementers, staff are working on a proposal to Council for the implementation of a tiny shelter pilot project that serves individuals experiencing unsheltered homelessness. The goal would be to create a low-barrier shelter that quickly provides people with shelter and wrap-around supports as an emergency response while permanent housing options are being pursued.

The Tiny Shelters

In the emerging pilot proposal, each tiny shelter unit will be one room with space for one to two people to sleep, store belongings, and possibly a place to sit. The tiny shelters will not have a kitchen or washroom, but these amenities will be provide on-site.



Image 1 & 2: Pallet units at LA's Chandler Street Tiny Home Village

Options for Site Design

Three options are presented for designing the site and services. The option chosen will be dependent on the capacity at the specific site and the capacity of the operator.

Option A (preferred option)

10 units at an existing shelter parking lot, all services shared

The tiny shelter pilot site is located with an existing shelter that has the facility and staffing capacity to increase their bed count. The Tiny Shelters will share all services with the existing shelter. This includes accessing the washrooms, showers, laundry, staff support, meals and laundry inside of the shelter.

Option B

10 units at an existing shelter parking lot, some services shared

If the shelter does not have the capacity to increase their bed count because they already have the maximum amount of people allowed to use their bathrooms and showers, then the site will have Tiny Shelters outside along with a bathroom/shower trailer. Other services will be shared with the existing shelter, including the laundry, staff support, meals and laundry. Dependent on staff’s ability to monitor the external washrooms and showers, a staff or paid peer monitoring position may be created to support safety and security.

Option C

10 units at a City or church parking lot, no services shared (self-sufficient)

If a shelter parking lot is not available, we could create a self-sufficient Tiny Shelter model on an available parking lot. The Tiny Shelter units and services will be available outside on the parking lot, including space for staff, meals, washrooms, showers, laundry and staff support.

The table below outlines the site requirements for each of the three options:

Table 1: Summary of Site Requirements for Each Option

	OPTION A (preferred option)	OPTION B	OPTION C
WASHROOMS & SHOWERS	In existing shelter	At the tiny site	At the tiny site
LAUNDRY	In existing shelter	In existing shelter	At the tiny site
INDOOR & OUTDOOR AMENITY AREAS	In existing shelter	In existing shelter	At the tiny site
KITCHEN	In existing shelter	In existing shelter	At the tiny site
INTAKE, CASE MANAGER, STAFF OFFICE	In existing shelter	In existing shelter	At the tiny site
ADMIN SUPPORT	In existing shelter	In existing shelter	At the tiny site

Number of Units at the Location

As recommended by the Market Sounding, staff will be proposing that the tiny shelter pilot project have all units grouped together at one location. The pilot project will start with a small number of congregate units in order to minimize additional pressure on the existing shelter, while still adding needed capacity. By co-locating the tiny shelters pilot, economies of scale are achieved as the overall cost of management and provision of support services make this project more affordable than if piloted at a stand-alone site.

Proposed Operating Model

The proposed model is to create a Tiny Shelter pilot site, adjacent to an existing shelter. For example, there could be a parking lot or laneway on site that would work well for this use. This model will operate like a typical shelter in every way with wrap-around supports including: three meals a day, showers, laundry, case management, and 24 hour staffing and would be an extension of the existing shelter.

Benefits of this Model

The benefits of this model include:

- The ability to quickly create and mobilize tiny shelter units to support people experiencing unsheltered homelessness that may not access traditional shelters.
- Making use of parking lots or land that are not adequate for longer term housing.
- Increasing the capacity of current shelters that are full and turning people away.
- Co-locating the shelter pilot with an existing shelter to utilize existing resources of an experienced operator, services and staffing capabilities that are already in place.
- Maximizing on economies of scale, keeping capital and operating budgets lower by co-locating the tiny shelter pilot project with an existing shelter to benefit from existing systems and infrastructure already in place.
- Providing an existing shelter with private tiny shelter units thereby serving needs of individuals seeking more privacy or couples, for example, not currently accessing congregate shelter settings.

The majority of shelters have beds separated by dividers in a large open congregate settings offering little individual privacy. This can be problematic for many, including but not limited to: couples, people requiring a quiet place to sleep, people with pets, gender diverse people who may be transitioning or those with health concerns requiring privacy. The tiny shelter pilot units would serve as a positive alternative for these individuals and would provide additional warmth and safety compared to tents or other structures.

If approved and funded, the Tiny Shelter model will be a quick solution to:

- Increase shelter capacity by utilizing existing shelter services;
- Assemble additional shelter spaces relatively quickly (depending on the site);
- Support the needs of people who don't feel adequately served in traditional shelters and thus remain unsheltered; and
- Potentially move the tiny shelters to different locations as needed.

Pilot Project Location

A Tiny Shelter model is only recommended for sites where development of other longer-term solutions such as housing are not possible. Staff are currently exploring a number of site options to situate a tiny shelter pilot and will report to Council in February 2022 with the final proposal, including location and detailed budget.

FINANCIAL IMPLICATIONS

Funding and Partnerships

Staff are currently exploring a partnership with senior levels of government to provide operational funding and support for the pilot project. Staff have also provisionally allocated \$1.5M in EHT funding for the investment needed to implement the pilot. Staff will report to Council in February with a detailed budget and recommendations to quickly implement the pilot project.

High-level Budget Estimates

The following is a capital budget comparison using high-level, order of magnitude cost estimates provided through the market sounding. The cost per unit is inclusive of a shared portion of common and staff areas. The budget includes estimates for:

- Tiny shelter unit capital costs (design, development, shipping and installation);
- All common and staff areas included at the tiny site;
- Site preparation and servicing;
- Municipal costs and insurance;
- GST; and
- Landscaping.

Table 2: High-level Budget Estimates

	OPTION A	OPTION B	OPTION C
COST PER UNIT	\$28,000	\$35,000 to \$40,000	\$55,000 to \$70,000
TOTAL CAPITAL PROJECT COSTS (10 units)	\$280,000	\$350,000 to \$400,000	\$550,000 to \$700,000

Staff will report to Council in February 2022 with a detailed costing to implement the site specific shelter pilot.

Tiny Shelter Costs Compared to Other Types of Housing

Tiny shelters serve an emergency purpose, a relatively quick response to providing additional shelter spaces as needed. While providing longer term housing remains the more affordable investment for the City in the long term, the tiny shelters serve as a short-term solution that is adaptable, scalable and can be relatively quickly implemented. Staff anticipate that the tiny shelter can play a unique role in responding to homelessness. Please see Attachment B for a capital cost comparison between tiny shelters and other types of housing development that serve a high support needs population.

Regulatory & Bylaw Requirements

Staff explored a number of options to support the implementation of tiny homes. As noted in the July memo to Council, tiny homes are not defined or contemplated in the City's Zoning and Development By-laws. The advice from the market sounding also stressed the need for alternate life safety measures given the significant costs associated with sprinklering required by the Vancouver building By-Law.

In discussions with Legal Services, PDS and DBL, staff are exploring two options to quickly implement the tiny shelter pilot:

1. *Define as Social Service Centre*

The first approach would define tiny shelters under the institutional use of, "Social Service Centre" similar to how shelters are currently defined and permitted by the City's land use regulations. This conditional use is permitted in a variety of zoning districts thereby increasing opportunities to create a pilot.

Implementing the pilot through Option A and B above would be relatively straight forward as these sites are located in areas allowing Social Service Centres. Situating the tiny shelter pilot in Option C (e.g. church parking lot) would be more complex and require approval from the Director of Planning.

While defining tiny shelters as social service centres would create options to implement the pilot in a variety of zones, compliance with the Vancouver Building By-law however, would continue to pose a challenge based on what we heard through the market sounding. Respondents in the market sounding advised a number of alternate life safety measures in place of sprinklering requirements of the Vancouver Building By-law

2. *Non-Enforcement Resolution*

The second approach would consider adopting a non-enforcement resolution given that the pilot project is time-limited. This approach would adopt a non-enforcement resolution to suspend strict enforcement of City By-laws as a temporary solution for the pilot project. This approach was put forward as a consideration by legal services as it has been utilized by the City previously.

Staff will continue to explore alternatives to sprinklering of tiny shelter pilot units and will report to Council in February with key tiny shelter features and operational considerations to ensure the life safety of tiny shelter pilot residents.

NEXT STEPS

Staff have begun the work to identify suitable site options to co-locate a tiny shelter pilot with the preferred approach of Option A. This effort includes engaging BC Housing to explore an operational funding partnership and continued work on a detailed capital and operating budget.

In February 2022, Staff will report to Council with the recommendation to implement a pilot project, including a site recommendation and budget. If Council approval is received in February, the *Tiny Shelters Pilot* will proceed with the following next steps:

1. Confirm site and operational plan,
2. Procure units, and
3. Finalize regulatory approach and site servicing requirements.

If approved by Council in February, the goal will be to finalize and operationalize the tiny shelters pilot by September 2022. Given the market sounding most conservative estimate for site activation was 6 months, staff believe the 6 month time frame between February to September 2022 allows for sufficient planning and implementation, given the groundwork has been initiated.

FINAL REMARKS

Staff across departments have been working collaboratively to advance Council's objectives to develop a Tiny Shelter pilot project. This memo with supporting attachments provides further detailed information. Staff will report to Council in February with the site for the pilot, funding partnerships with senior government, and a detailed budget and implementation plan.

If Council has any further questions or needs additional information, please feel free to contact Sandra Singh directly at sandra.singh@vancouver.ca.

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