



REFERRAL REPORT

Report Date: February 15, 2022
Contact: Yardley McNeill
Contact No.: 604.873.7582
RTS No.: 14702
VanRIMS No.: 08-2000-25
Meeting Date: March 1, 2022

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Amendment to the Regional Context Statement Official Development Plan
By-law for 1325-1333 East Georgia Street

RECOMMENDATION TO REFER

THAT the application, described below, be referred to Public Hearing together with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the application, subject to the condition set out below;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary By-law, in accordance with the recommendation set out below, for consideration at the Public Hearing.

RECOMMENDATION FOR PUBLIC HEARING

- A. THAT the application by the General Manager of Planning, Urban Design and Sustainability to bring forward a By-law to amend the Regional Context Statement Official Development Plan By-law, to change the designation of the lands located at:
- 1325 East Georgia Street [*PID 015-642-984, Lot 12 Block 17 of Block B District Lot 182 Plan 186*], and
 - 1333 East Georgia Street [*PID 015-642-976, Lot 11 Block 17 of Block B District Lot 182 Plan 186*],

from Industrial to General Urban solely for the purpose of enabling Temporary Modular Housing in accordance with Section 11.34.3 of the Zoning and Development By-law, be approved in principle;

FURTHER THAT the draft amending By-law, prepared for Public Hearing in accordance with Appendix A, be approved in principle.

- B. THAT, at least six (6) months prior to expiry of a development permit issued for Temporary Modular Housing on the lands identified in Recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to make application to amend the Regional Context Statement Official Development Plan By-law to change back the land use designation from General Urban to Industrial with such designation to come into force and take effect upon the expiry of the development permit.

REPORT SUMMARY

The City has continued to take action to increase the delivery of the “right” supply of housing to address the housing crisis. This has included using all available city tools to deliver housing, particularly for the most marginalized, and to be as efficient as possible in addressing specific housing needs and opportunities when they arise. Council has taken a number of steps to take advantage of senior government funding to address the critical needs of the individuals experiencing homelessness through the development of supportive Temporary Modular Housing (TMH), on a time-limited basis, across the City and on private land.

Lu'ma Native Housing Society (Lu'ma) is an Indigenous non-profit organization that owns, manages, and operates affordable housing for urban Indigenous people. Last year, Lu'ma received senior government funding to rapidly deliver deeply affordable housing through CMHC's Rapid Housing Initiative. Lu'ma recently purchased 1325-1333 East Georgia Street to deliver temporary modular housing. To enable TMH on this site, Lu'ma has requested the City amend the Regional Context Statement Official Development Plan (RCS ODP) land use designation from Industrial to General Urban. Residential uses are not permitted on lands that are not designated for General Urban use under the RCS ODP.

Staff support the amendment to the RCS ODP to facilitate the delivery of temporary modular social housing on a temporary basis. If approved, TMH could be permitted for up to a maximum of 10 years on this site. Prior to the expiry of a development permit, staff will, subject to Council's direction in Recommendation B, bring forward a recommendation for Council's approval to amend the RCS ODP to return the land use designation to Industrial.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Council policies that are relevant to this matter include:

- *Regional Context Statement Official Development Plan (2013)*
- *Metro Vancouver 2040: Shaping Our Future Regional Growth Strategy (2011)*
- *Housing Vancouver Strategy (2017)*
- *City of Reconciliation (2014, last amended 2019)*
- *Truth and Reconciliation Commission Calls to Action (2016)*
- *Housing and Homelessness Strategy (2012-2021)*
- *Homeless Action Plan (1995)*
- *Healthy City Strategy 2014-2025 (2014)*
- *Zoning and Development By-law Amendment to Delegate Discretionary Relaxation Powers to Expedite the Delivery of Low Cost Housing for Persons Receiving Assistance – RTS No.12141 (September 2017)*

- *Temporary Modular Housing Design Guidelines (2017)*
- *Industrial Lands Policies (1995)*
- *Employment Land and Economy Review: Phase 2 (2020)*

REPORT

Background/Context

1. Regional Context Statement Official Development Plan

The Regional Context Statement Official Development Plan (RCS ODP) is a Council approved Official Development Plan and By-law that outlines Vancouver's high level, regional land use commitments to Metro Vancouver. The RCS ODP is an Official Plan approved by By-law that demonstrates the City's commitment to the goals and strategies set out in Metro Vancouver's Regional Growth Strategy (RGS). The RCS ODP designates urban land uses including Industrial, Mixed Employment and General Urban. The RCS ODP requires land use planning tools, such as the Zoning and Development By-law, to be consistent with the designations in the RCS ODP. Lands that are designated as Industrial in the RCS ODP are generally also zoned as industrial. Residential uses are generally only permitted on lands that are designated as General Urban in the RCS ODP.

The Metro Vancouver Regional Growth Strategy permits a municipality to re-designate land from one regional land use designation to another only if the aggregate area of all sites does not exceed one hectare under Section 6.2.7(a) and the aggregate area of land affected by all re-designations under section 6.2.7 (a) and (b) do not exceed two percent of the municipality's total lands for Industrial under the provisions of the *Metro Vancouver 2040: Shaping Our Future Regional Growth Strategy*. The process involves consultation with Metro Vancouver, and as Official Development Plans are adopted by Council through By-law, they can only be amended by By-law following a Public Hearing. The City has previously re-designated regional land uses temporarily for the purpose of TMH on City-owned sites at 1580 Vernon Drive and 1115 Franklin Street. This application is the first application proposed to re-designate regional land use for TMH on privately-owned land.

The need to protect industrial lands for employment use was part of the directions in the Employment Lands and Economy Review (ELER), approved by Council in October of 2020. The ELER reiterated the importance of industrial lands as a part of the City's economy, providing space for city-serving production, distribution and repair functions while generating well-paying, low-barrier employment that contribute to the diversity and resilience of the local workforce. More specific to the subject site, the City's *Industrial Lands Policies (1995)* require the retention of all industrial lands in the Powell Street/Clark Drive area for industrial use.

In order to address the immediate housing shortage on available land, temporary supportive modular housing is deeply affordable social housing constructed using demountable structures which are not permanently affixed to the land.

2. Enabling Temporary Modular Social Housing

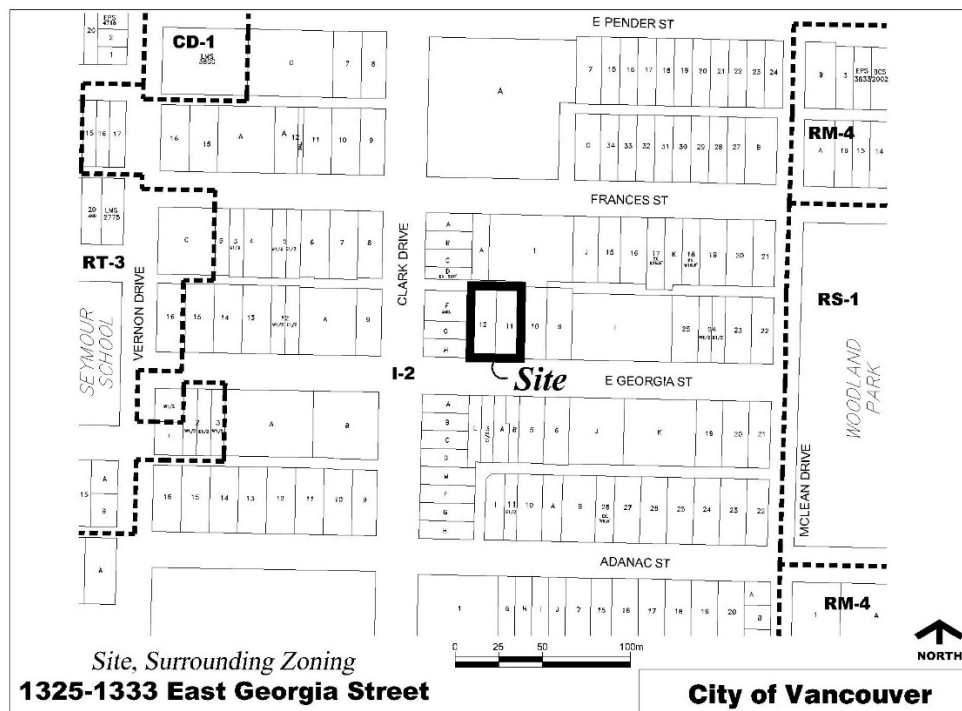
Approval of TMH buildings through the development permit process has been delegated to the Director of Planning under Section 5.1.3 of the Zoning and Development By-law. The

development permit process has standardized procedures for notification, public consultation, and assessment against Council adopted policies and guidelines. A development permit issued for TMH buildings is time-limited on any site, up to a five-year period subject to one extension for up to an additional five years for a maximum of 10 years as outlined in Section 11.34.3 of the Zoning and Development By-law. After the expiry of a time-limited development permit the TMH would become an unlawful use and the time-limited development permit could include a Condition of Approval that the TMH is to be removed from the site before it expires.

Since 2017, the City of Vancouver, BC Housing and Canada Mortgage and Housing Corporation (CMHC) have partnered to deliver over 700 new social homes with supports via temporary modular housing on 12 sites. Adding these supportive homes was critical to slow the growth of homelessness while continuing to work to build permanent social and supportive housing.

In continuation of these efforts, the privately-owned site at 1325-1333 East Georgia Street, zoned I-2 (Industrial) and designated as Industrial in the RCS ODP, has been proposed by Lu'ma as a potential site for a TMH project. The delivery of TMH through non-profit organizations, on privately owned land, is an innovative approach as it delivers much needed housing through alternative partnership agreements. Currently, there are three locations with TMH buildings on privately owned land in which the City has a license agreement for a portion of the site; one of these three is operated by Lu'ma.

Figure 1: Zoning and Location Map



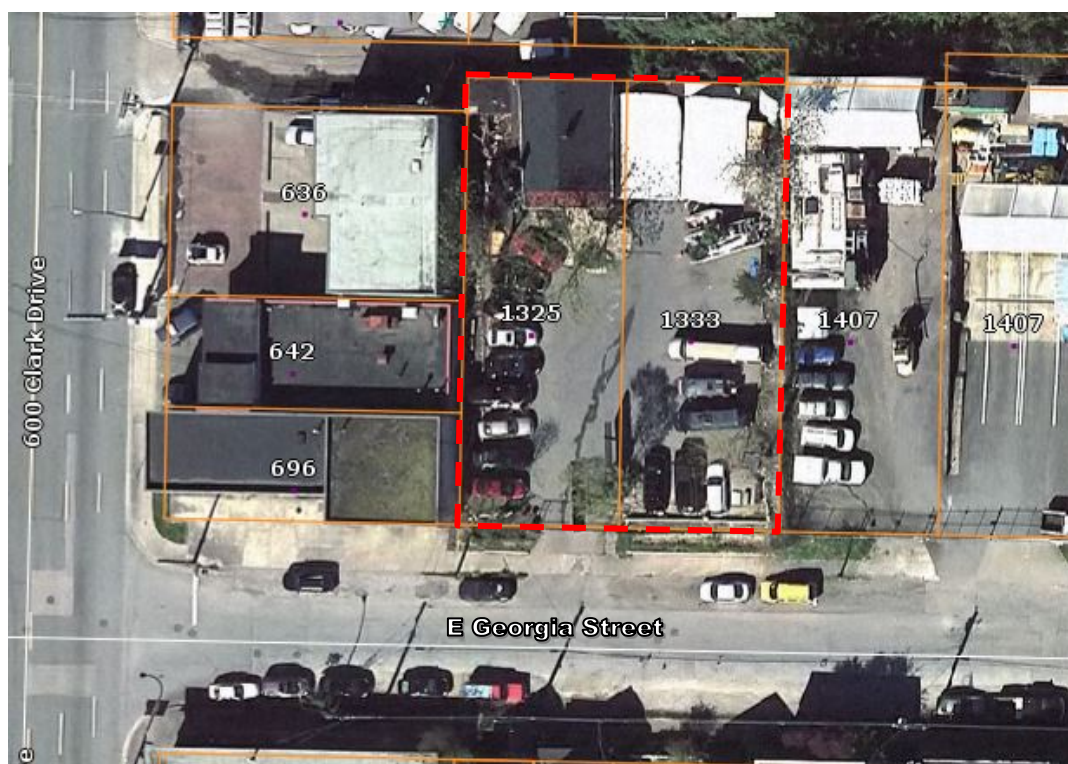
3. Lu'ma Native Housing Society and Proposed TMH Opportunity

Lu'ma provides affordable housing to Indigenous families and individuals with low to moderate incomes. The Society currently owns and operates an affordable housing portfolio of approximately 500 units. Lu'ma is pursuing TMH housing on the site to address an ongoing need for deeply affordable housing for the Urban Indigenous community and has secured

funding through the Rapid Housing Initiative (RHI) offered by CMHC, as well as operating funding by BC Housing. The RHI aims to meet the urgent housing needs for the most vulnerable people and populations by creating new affordable housing as quickly as possible.

The subject site at 1325-1333 East Georgia Street is currently developed with a surface parking area and a single detached house (see Figure 2). This area is predominantly industrial in nature including an adjacent auto-body repair shop and air conditioning supplier, but also includes single detached homes in the immediate vicinity that predate the industrial zoning, adding a residential nature to the area. The house on site was constructed in 1908 and is not listed on the Vancouver Heritage Register, although it has been identified by the City as a potential heritage site. The applicant has indicated that the home will be retained and repurposed to provide services for tenants, including a kitchen and amenity space.

Figure 2: Aerial of 1325-1333 East Georgia Street



While the pathways into homelessness and housing instability are complex and multi-faceted, the solutions are straightforward: individuals need access to income, stable housing, and supports, including access to culture and other traditions. Without the foundation of adequate and secure housing, the ability to lead a healthy and fulfilling life is out of reach.

The *Housing Vancouver Strategy* identifies the need for shelter rate and supportive social housing and sets a development target of 4,100 new supportive homes by 2027. As of 2021, or four years into the Strategy, approximately 17% of the 10-year supportive housing target (704 units completed) has been delivered through temporary modular housing.

Should the recommendations in this report be supported by Council, the ability to achieve additional supportive homes through a TMH project under a future proposed development permit approval would be enabled.

The temporary conversion of this underutilized site for TMH through the temporary re-designation and use of demountable structures, balances the role of the industrial lands with the immediate housing shortage – in particular for housing at shelter rates.

Strategic Analysis

1. Proposal

This report proposes the RCS ODP land use designation for the 0.116 ha (12,486 sq. ft.) site at 1325-1333 East Georgia Street be re-designated from Industrial to General Urban, to allow consideration of a temporary modular supportive housing project through the development permit process. Staff's preliminary review indicates the site could accommodate one TMH building with an approximate total unit yield of 30 self-contained studio homes. Confirmation on site design, floor area and unit count would occur at a future date when a development permit application is submitted.

Staff have assessed the proposed use of the site for TMH against the provisions of the RCS ODP and determined the recommended amendment falls within the provisions to permit minor adjustments and is consistent with the flexibility provisions set out in Metro Vancouver's Regional Growth Strategy, embedded in the Regional Context Statement ODP.

As noted earlier in this report, this is the first application to amend the RCS ODP to allow for consideration of TMH development application on privately-owned land. Previous applications approved by Council were for City-owned sites. This presents a unique challenge to facilitate the potential of TMH on this site while ensuring prior to the expiry of a development permit, the TMH will be removed and staff is directed to bring an application to Council to amend the RCS ODP to change the designation from General Urban back to Industrial.

As the owner of the TMH building, Lu'ma would ultimately be responsible for the removal and relocation of the TMH building, as well as the creation, resourcing and implementation of a Tenant Relocation Plan (TRP) a minimum of one year prior to permit expiry. These could be Conditions of Approval of a future development permit issued for TMH. Lu'ma may make a request to the Director of Planning to extend the development permit for up to another five years (for a maximum of 10 years) in accordance with Section 11.34 of the Zoning and Development By-law, and the responsibilities noted above would apply prior to expiry of the extended development permit. In deliberating whether to extend the permit, the Director of Planning will consult with key City departments, including Art, Culture, and Community Services (ACCS) and Planning, Urban Design & Sustainability.

Section 5.1.3 of the Zoning and Development By-law allows the Director of Planning or Development Permit Board to relax the provisions of the Zoning and Development By-law for developments proposing low cost housing such as TMH. As set out in the By-law, any future proposal to develop social housing on this site, will need to secure that a minimum of 70% of the dwelling units will be occupied by persons eligible for either Income Assistance or a combination of basic Old Age Security pension and Guaranteed Income Supplement and will be rented at rates no higher than the shelter component of Income Assistance. The remainder of the dwelling

units can only be occupied by households with incomes below housing income limits, as set out in the current ‘Housing Income Limits’ table published by the British Columbia Housing Management Commission. Under this relaxation provision, no change to the existing I-2 zoning is necessary to consider social housing TMH at this location.

Further, since the existing I-2 zoning will remain in place for 1325-1333 East Georgia Street, the future development potential for this site will be in accordance with the I-2 District Schedule once the TMH buildings are removed. In addition, any potential development on adjacent I-2-zoned sites will only be required to respond to an industrial context on the subject site.

Discussions about this amendment have been initiated with Metro Vancouver and, as required, Metro Vancouver will be formally advised about this amendment, subsequent to and dependent upon approval by Council of the recommendations outlined in this report.

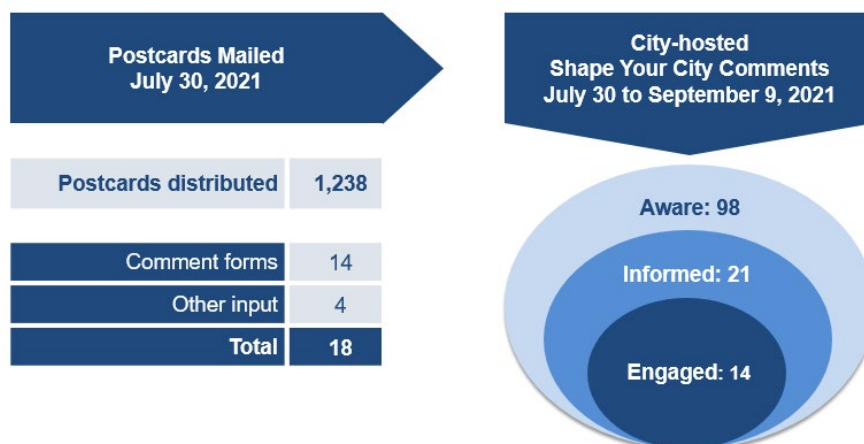
Should Council approve the amendment to the RCS ODP, the application will proceed through the development permit process, in accordance with the provisions of Sections 5.1.3 and 11.34 of the Zoning and Development By-law for the delivery of low cost housing for persons receiving assistance.

2. Public Input

Public Notification – An amendment information sign was installed on the site on August 4, 2021. Approximately 1,238 notification postcards were distributed within the neighbouring area on or about July 30, 2021. Notification and application information, as well as an online comment form, was provided on the City’s digital engagement platform *Shape Your City Vancouver* (shapeyourcity.ca/).

Public Response and Comments – Public input was received throughout the application process through online questions and comment forms, and by email and phone. A total of 18 submissions was received. A summary of all public responses may be found in Appendix B.

Figure 3: Overview of Notification and Engagement



Below is a summary of feedback received from the public by topic and ordered by frequency.

Generally, comments of support fell within the following areas:

- **Affordable housing:** The proposal provides much-needed affordable housing in the City.
- **Neighbourhood context:** The neighbourhood has many existing amenities that would support residential uses in the area.

Generally, comments of concern fell within the following areas:

- **Neighbourhood context:** Concern that there are a disproportionate number of affordable housing units in this neighbourhood of the City.
- **Safety:** Concern of the potential for increased drug use, property theft, car and home break-ins, and other safety issues.
- **Industrial land supply:** Concern that the application compromises the City's industrial land supply and that residential uses should remain on residentially zoned areas.

Staff Response – Public feedback has assisted staff with assessment of the application. Response to key feedback is as follows:

Neighbourhood Context – Members of the public raised concerns that there is a disproportionate number of affordable housing units in the area. Neighbourhood plans do not specify maximums on a particular type of housing in a neighbourhood. *The Housing Vancouver Strategy* focuses on delivery of units across the housing continuum, income levels and neighbourhoods.

Safety – The safety of future TMH residents, staff and the surrounding community is a priority of the City and the applicant. As an experienced non-profit housing provider that manages nearly 500 units of affordable housing across the city, Lu'ma has extensive experience managing housing in a safe and appropriate manner.

Industrial Land Supply – The proposed RCS ODP amendment would pave the way for the delivery of much needed housing for a maximum of 10 years. After the expiry of the development permit, the TMH will become an unlawful use and the development permit could include a Condition of Approval that the TMH is to be removed from the site before it expires. Prior to the expiry of a development permit, staff will, subject to Council's direction in Recommendation B, bring forward a recommendation for Council's approval to amend the RCS ODP to return the land use designation to Industrial.

Furthermore, the Public Hearing for the RCS ODP amendment, also provides an opportunity for the public to provide input directly to Council. Should Council approve the ODP amendment, the TMH proposal would be a decision of the Director of Planning, following a development permit process that includes feedback from the local area. The local neighbourhood will be informed of the proposal and provided with an opportunity to review the drawings and comment on the merits of the proposed development. The development permit review is rigorous and is a well-established process involving community notification and consultation, and assessment against Council adopted policies and applicable guidelines.

Financial Implications

This site at 1325-1333 East Georgia Street is subject to City-wide Development Cost Levies (DCLs) and City-wide Utilities DCLs, but would be exempt from all DCLs if developed as social housing. No Community Amenity Contribution (CAC) or other contribution is anticipated from the temporary ODP amendment.

CONCLUSION

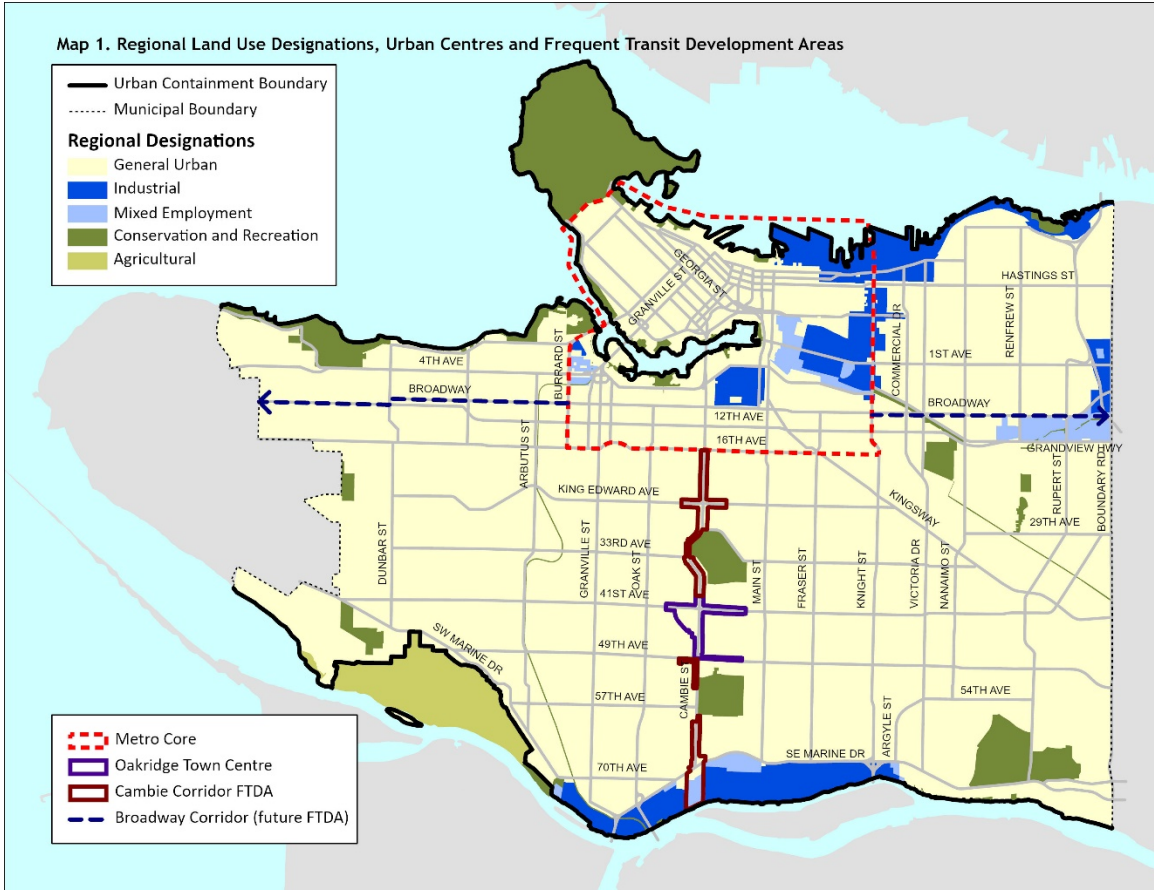
Lu'ma, a non-profit housing society, seeks to deliver temporary supportive social housing on the subject site in the City's Industrial designated area. The site at 1325-1333 East Georgia Street is currently underutilized and provides an opportunity to deliver much needed housing, for a maximum of 10 years. Given the City's homelessness crisis, this site could accommodate a temporary supportive housing project to address critical housing need in our community. The goal of the amendment proposed is to amend the RCS ODP to allow this site to be considered for TMH, with direction to bring an application to amend the RCS ODP to change the land use designation from General Urban back to Industrial prior to the expiry of the development permit, to take effect when the development permit expires. Further, the proposed amendment falls within the flexibility provisions outlined under the Metro Vancouver Regional Growth Strategy.

Providing supportive and shelter rate housing for the most marginalized in our City is a critical action to address the homelessness crisis. This report recommends an amendment to the City's RCS ODP to facilitate consideration of a TMH project on a privately-owned site currently designated for Industrial use under the RCS ODP. If approved, this action will enable consideration of a development permit application at 1325-1333 East Georgia Street.

* * * * *

**1325-1333 East Georgia Street
Draft By-law to amend Regional Context Statement Official Development Plan
By-law No. 10789**

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



* * * * *

1325-1333 East Georgia Street

1. PUBLIC CONSULTATION SUMMARY

List of Engagement Events, Notification, and Responses

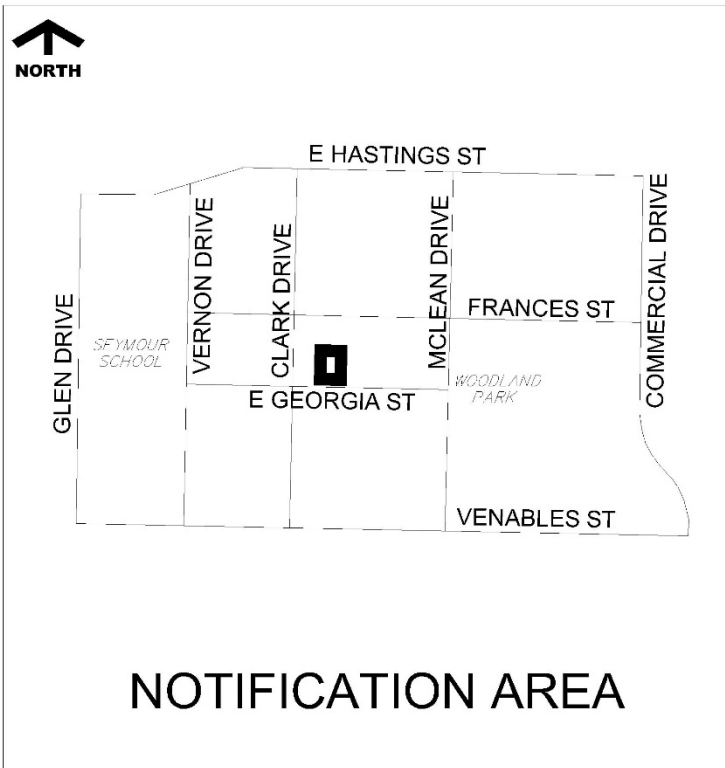
	Dates	Results
Public Notification		
Postcard distribution – Notice of Regional Growth Strategy amendment	August 9, 2021	1,238 notices mailed
Public Responses		
Online comment forms <ul style="list-style-type: none"> via Shape Your City platform 	July – September 2021	14 submittals
Overall position <ul style="list-style-type: none"> support opposed mixed 	July – September 2021	14 submittals <ul style="list-style-type: none"> 6 responses 6 responses 2 responses
Other input	July – September, 2021	4 submittals
Online Engagement – Shape Your City Vancouver		
Total participants during online engagement period	July – September 2021	98 participants (aware)* <ul style="list-style-type: none"> 21 informed 14 engaged

Note: All reported numbers above are approximate.

* The Shape Your City platform allows staff to capture more nuanced levels of engagement associated with the rezoning application, categorized as:

- **Aware:** Number of unique visitors to the application webpage that viewed only the main page.
- **Informed:** Visitors who viewed documents or the video/photo gallery associated with the application; *informed* participants are a subset of *aware* participants.
- **Engaged:** Visitors that submitted a comment form or asked a question; *engaged* participants are a subset of *informed* and *aware* participants.

Map of Notification Area



Analysis of All Comments Received

Below is an analysis of all public feedback by topic and ordered by frequency.

Generally, comments of support fell in the following areas:

- **Affordable housing:** The proposal provides much-needed affordable housing in the City.
- **Neighbourhood context:** The neighbourhood has many existing amenities that would support residential uses in the area.

Generally, comments of concern fell within the following areas:

- **Neighbourhood Context:** Concern that there are a disproportionate number of affordable housing units in this neighbourhood of the City.
- **Safety:** Concern of the potential for increased drug use, property theft, car and home break-ins, and other safety issues.

- **Industrial land supply:** Concern that the application compromises the City's industrial land supply and that residential uses should remain on residentially zoned areas.

The following miscellaneous comments were received from the public (note: these were topics that were not ranked as highly as above).

General comments of support:

- Increased population in the area will strengthen the community.

General comments of concern:

- Concern of a possible tent encampment in Woodland Park, which is well-used by children.
- Concern that the location is too close to Admiral Seymour Elementary School.
- Concern that a similar application east of the proposed site was denied in June 2021 and that it is unfair this application may proceed.

Neutral comments/suggestions/recommendations:

- Recommendation to plant street trees in this area and neighbourhood to enhance air quality and provide summertime shading.
- Desire to see traffic calming measures incorporated into the area, such as sidewalk bump-outs for crossing, curbs, and street crossing across Clark Street.
- This site was historically used for the maintenance and storage of cars, so there may be some site contamination present that requires remediation.
- Desire to protect the trees and grapes vines located on the site.
- Desire to retain the house on site as part of the proposal.
- Suggestion to provide safe disposable units onsite for drug paraphernalia.

* * * * *