



ADVISORY PLANNING COMMISSION REPORT

To: Advisory Planning Commission Members Date: June 16, 2021
From: Jen Kanters, Community Support Specialist File No: TUP 21-03
Subject: **TUP 21-03; Temporary Use Permit; Municipal ROW adjacent to 2515 Bartley Road**

BACKGROUND

This application proposes a Temporary Use Permit to allow the development of a modular shelter within Municipal Right Of Way (ROW) and a portion of the adjacent property (2515 Bartley Road) which is the City's Public Works Yard (the 'shelter site area'). The lands are zoned I4 – Gravel Extraction Zone and RU4 – Rural Residential Large Parcel Zone. The proposed use of Temporary Shelter and Supportive Services is not a permitted use in either zone.

PROPERTY DETAILS			
Address	Municipal ROW adjacent to 2515 Bartley Road		
PID	n/a		
Folio	n/a		
Lot Size	Temporary Use Area:		
Owner	City of West Kelowna	Agent	BC Housing
Current Zoning	I4 – Gravel Extraction; RU4 – Rural Residential Large Parcel	Proposed Zoning	-
Current OCP	INST - Institutional	Proposed OCP	-
Current Use	Road/Public Works Yard	Proposed Use	Temporary Shelter
Development Permit Areas	None		
Hazards	n/a		
Agricultural Land Reserve	No		

ADJACENT ZONING & LAND USES		
North	^	I4 – Gravel Extraction Zone (Gravel Pit)
East	>	I4 – Gravel Extraction Zone (CWK Public Works)
West	<	RU4 – Rural Residential Large Parcel Zone (Vacant)
South	v	n/a

NEIGHBOURHOOD MAP



PROPERTY MAP



History

Homelessness in West Kelowna

The City of West Kelowna recognizes that while the responsibility for financing health and social programs rests with senior levels of government, City support of initiatives designed to meet the needs of all residents in the community, including housing, is required. BC Housing has been working with the City of West Kelowna to find a suitable location within the City for the installation of a temporary modular shelter.

In 2018, the Westside Point-in-Time Count Report identified 72 people experiencing homelessness in West Kelowna. As part of the collaborative leadership approach the City has taken to address identified social issues within the community, including working with BC Housing on a number of projects to provide housing services within West Kelowna, such as the recent Development Permit Council approved for the congregate housing facility on Brown Road (DP 20-22).

West Kelowna's Current Shelter

West Kelowna's current shelter program has been operating from leased space within the United Church at 3672 Brown Road in Westbank Centre since 2018. This shelter space is funded by BC Housing and operated by Turning Points Collaborative Society and houses up to 38 guests at any one time.

In the summer of 2020, 3672 Brown Road was listed for sale providing uncertainty for the future of the shelter operations. BC Housing and the City of West Kelowna have been working together for the past year to identify a new site to provide temporary shelter services for residents experiencing homelessness. This was a challenging task and a suitable permanent site has not yet been located or secured, however this temporary site has been identified to provide necessary shelter services for the community.

Since the identification of the shelter site area in early 2021, BC Housing, the City and partners have worked to develop a proposal for installing a modular shelter. In May of 2021, BC Housing received confirmation that 3672 Brown Road had sold, and notice to vacate was provided. The shelter operations must cease and the property vacated by August 1, 2021. This has resulted in an expedited timeline to provide an alternative temporary housing option for the 38 current residents.

BC Housing is also funding a temporary emergency housing response to COVID-19 at the Super 8 Motel in West Kelowna, which has space for 40 individuals. This program is consistently at full capacity, and unable to accommodate the guests from the current shelter on Brown Road. This program's funding is scheduled to end in March of 2022.

Location

The area identified is within the municipal road right-of-way (ROW) adjacent to 2515 Bartley Road and includes a small portion of land within the subject property (the 'shelter site area'). These lands are owned by the City of West Kelowna. The subject property of 2515 Bartley Road is used by the City's Public Works department for storage and operations, and is also subject to gravel extraction activities. The portion of the Bartley Road ROW that was identified for use for a temporary shelter site area is effectively a road end, as the portion of the ROW that continues north from the shelter site area is also within an active gravel extraction zone.

Proposal

The proposal is to allow Temporary Shelter and Supportive Services within a modular shelter for a period of up to three years. BC Housing will fund the project and the shelter will be operated by Turning Points Collaborative Society. BC Housing has provided a Proposal Summary and Project Outline for the Temporary Use Permit (Attachment 1).

A modular facility is proposed to be relocated onto the shelter site area which will include 42 shelter residential units provide shelter for up to 40 residents experiencing homelessness, office space, kitchen, laundry, storage, and amenity spaces/meeting. This site will have a kitchen to provide meals three times per day as well as meeting and

amenity spaces where guests could privately meet with case workers, Interior Health staff and community housing partners.

This temporary shelter is anticipated to be required for a period of up to three years, or until the site is no longer required. As the proposed temporary shelter is modular, the buildings will be removed and the site returned to its previous condition at the end of the Temporary Use Permit period.

Rationale & Community Need

This temporary shelter will provide a safe and secure residence for people experiencing homelessness in West Kelowna and will replace the current shelter operating at West Kelowna United Church, as this property has recently sold and operations are unable to continue on this site. Without other funded shelter options for these West Kelowna residents, there will be 38 individuals who will have to seek shelters outdoors. This means that many individuals will go without seeing their daily supports and care team, currently operating out of and visiting Brown Rd.

Policy & Bylaw Review

Official Community Plan

The City's Official Community Plan includes social sustainability policies and objectives to create a healthy community. The affordable housing policies encourage fostering and supporting partnerships with BC Housing in the development of affordable housing within the community. Temporary shelter space is needed to support residents within the community who are experiencing homelessness.

The City's Official Community Plan outlines policies regarding temporary use permits, and those guidelines have been touched on throughout this report.

It should also be noted that this site will not create an unacceptable level of negative impact on surrounding permanent uses, as this location has no adjacent residential properties.

Strategic Priorities

In the adopted 2021-2022 Strategic Priorities, Foster Safety and Well-being is highlighted. Specifically, this project would align with: facilities, services and partnerships with non-profit groups and others to build the community's supply of affordable and attainable housing types, and to reduce homelessness.

Zoning Bylaw

The City's Zoning Bylaw does not permit Temporary Shelter and Supportive Services within the I4 – Gravel Extraction or RU4 - Rural Residential Large Parcel Zones. This use is only permitted within the C1 – Urban Centre Commercial Zone.

DISCUSSION

Site Selection

The site area identified poses many challenges and potential negative impacts for the intended residents of the site. As with all real estate decisions, location is a critical consideration in identifying an appropriate site for an emergency shelter, and to follow best practice in site selection, a variety of factors must be evaluated.

Neighbourhood Amenities

Projects should be sited in neighborhoods that have key residential amenities, such as grocery stores, public libraries, banks, parks, open space and recreational facilities. This usually means siting shelters in traditional residential neighbourhoods, and not in commercial, manufacturing or warehousing districts that typically lack such amenities, however, this has proven to be a challenge based on lack of available land.

There is a bus stop located on the South West Corner of the Shannon Lake Rd/Bartley Rd intersection. The transit stop is just under 200 m from the proposed shelter site and could provide an option for guests to travel to and from the shelter site and around the community to access other services and amenities.

Community- Based Services

It is critical that shelter users have easy access to supportive services available in the community, especially to service programs with which formal linkages have been established. Services related to substance use and recovery, case management, crisis intervention, and health clinics may be needed by guests on an ongoing or intermittent basis, however, most of these specific needs of residents can be met through the on-site supports provided by Turning Points.

Design for Accessibility

All emergency shelters must be accessible to those with mobility impairments, therefore; parking lots, sidewalks, stairs and ramps must be easily usable by people with reduced mobility and impaired vision. Within the plans for the shelter site, ramps and asphalt parking lots are included to accommodate the needs that the shelter guests and staff may have, however, there are no sidewalks in this area.

Construction of Bartley/Stevens/Shannon Lake Rd Intersection

As part of the City of West Kelowna's capital construction project, not associated with the Shelter project, The City will be beginning construction of a roundabout at this intersection, which is within close proximity to the proposed site. Construction is expected to begin this summer and end in the fall of 2021. Construction activities will create disruptions from time to time and effect access to the intersection. The construction of the shelter project will require close coordination with the construction of the roundabout, as mobilization and installation takes place of the modular shelter.

Active Gravel Extraction Activities

There are plans to resume gravel extraction activities in close proximity to the proposed shelter site. It is unknown how these activities will effect shelter guests and staff in regards to noise, dust and heavy machinery operation during active extraction. Best practices to

mitigate impact on shelter guests and staff will be considered and recommended. These measures include:

- 2.2 metre Allan block wall to mitigate dust and noise
- Water misters to mitigate dust
- Slat fencing to screen operation from gravel extraction site to shelter site.

Site Operations

This modular shelter will provide additional safety for shelter guests and staff. The shelter will not be a large open space; shelter guests will have their own space with a bed. This can both help from a safety perspective given the current COVID-19 pandemic and give them their own space which can help guests progress to the next stage of housing.

This site will follow the Public Health guidelines and every effort is made to protect the safety of the people experiencing homelessness, support staff, and members of the surrounding community.

Turning Points has a full time 24/7 staffing team that includes a social worker, in addition to providing a place for connection between shelter guests and community support services. Shelter guests receive ongoing support with medication administration, meals, washrooms and hygiene services, storage for belongings, wellness checks and overdose response. Without a shelter, they will no longer have a consistent space to receive these necessary and crucial supports.

Community Engagement

BC Housing has actively been working with Turning Points Collaborative Society to communicate information regarding the proposed shelter site to neighborhood associations, nearby businesses and residences. Letters were sent out or delivered to neighbouring properties in early June, 2021 to provide an introduction to the proposal as well as contact information to answer questions or address concerns.

If this process is successful, BC Housing and Turning Points Collaborative will create a Community Advisory Committee, to ensure there is a mechanism for addressing questions and concerns as operation of the shelter occurs within this community.

As part of the Temporary Use Permit process, a notice of application sign is required to be placed at the site within 14 days of the application submission. This signage will indicate contact information for BC Housing and the City, and will remain posted until Council has considered the application.

KEY CONSIDERATIONS

In providing recommendations to City staff and Council, the APC may wish to consider the following:

- Site location and surrounding activities and land uses;

- Closure of Brown Road shelter and the impacts on vulnerable population, community and resources;
- City of West Kelowna's opportunity to further foster relationship with BC Housing.

Specific comments would be appreciated should the APC have any questions with the proposed Temporary Use Permit, so that they may be further investigated or considered prior to staff providing a recommendation to Council as part of consideration of the application.

Respectfully submitted,

Jen Kanters, Community Support Specialist

Powerpoint: Yes ☒ No ☐

Attachments:

1. Proposal Summary
2. Development Plans