Memo

To: Regular Meeting

From: Development, Engineering & Planning Services

Date: October 21, 2019

Subject: Options regarding an emergency shelter.

Background

Purpose

The purpose of this memorandum is to provide Council with a process to move forward in establishing an emergency shelter in the City. To learn how other cities are accommodating this use, staff reviewed the locations and applicable zoning bylaws for a variety of communities in BC and summarized the information in a table (Attachment A). Staff also put together a high-level draft process framework for establishing different forms of housing, including emergency shelters, as represented on the Housing Continuum (Attachments B & C).

What are Other Communities Doing?

Each community is accommodating emergency shelters, and other services in some cases, in different ways. Of the communities reviewed, most allow emergency shelters, and associated uses, in commercial zones (Trail, Nelson, William's Lake, Kamloops, Kelowna (2 shelters), Penticton, and Dawson Creek). Other zones included "Public Areas One" (Campbell River), "Comprehensive Development Zone - Supportive Housing" (Cranbrook), and "Institutional" (Revelstoke – in progress). Of the eleven shelters considered, "emergency shelter" is defined as a permitted use in six (6) instances. It is not defined as a permitted use in three (3) instances and is in process of being defined via a Temporary Use Permit for one. Trail defines the permitted use as a "rooming unit". Three of the shelters are managed by the Salvation Army, while the remainder are managed by various local non-profits.

Draft Process Framework

Upon consideration of the current situation, staff determined that a way forward may be to establish a process framework to support establishment of different forms of housing in Grand Forks. The overall issue of housing in the City is complex and can seem like an insurmountable task, so staff went back to the basics of who, what, when, where, why and how. The exercise led to the identification of a manageable set of immediate-to-long term priorities (Attachment D). This method also helped identify gaps in processes and the need for actionable responses and establishment of responsibilities.

The establishment of a seasonal emergency shelter for this year is the immediate need in the community. In increasing order of complexity and time for implementation, the following are options for Council to consider:

1) Follow the direction of the CBT Housing Continuum (Attachment B); being short-term (November through March), "government funded mats for overnight stays in churches & other locations";
2) Council could follow the direction of communities such as Campbell River, Dawson Creek and William's Lake, to allow for shelters while not having them defined as a permitted use in the community;
3) The next step could be to initiate a Temporary Use Permitting process to allow for the use in a selected zone/location for a prescribed term;
4) The long-term solution would be to add this use to a zone or zones through a zoning bylaw/OCP amendment.

The prevalent issues seem to be determining the number of persons needing shelter and the preferred location. Attachment E is a basic framework to start the process for determining the numbers and for establishing the criteria/parameters that will be used to decide on the preferred location(s) in the community, if warranted depending on the option chosen. Once the location criteria/parameters have been established, staff can move forward with the process(es) required to execute and complete any requirements.

The process framework can be repeated in the future for other forms of housing on the continuum as we move forward in tackling the housing crisis in the community.

Establish Timeline:

Action	Anticipated Date	Responsibility
Interim needs assessment	By:	Currently involved agencies
Workshop – location criteria	By:	Council, stakeholders, staff
Location selection	By:	Council
Execution & closure	By:	Stakeholder, staff

Links to sources of information:

https://www.homelesshub.ca/

http://www.ohrc.on.ca/en/book/export/html/6459

https://www.bchousing.org/housing-assistance/homelessness-services

https://blog.unitedwayhalifax.ca/post/186682784470/what-is-the-housing-continuum-and-why-is-it

https://ourtrust.org/wp-content/uploads/downloads/2018-09_HousingInitiativesStrategicFrameworkFINAL.pdf

https://vancouver.ca/people-programs/supportive-housing-in-your-neighbourhood.aspx

Benefits or Impacts

General
The establishment of an emergency shelter has been identified as an immediate need in the community to address the concern for the life safety of vulnerable citizens.

Strategic Impact
Providing acceptable safe housing for all citizens in the community strengthens the social fabric and fosters a sense of social well-being in the community.

Inclusion of stakeholders and the public in the processes for establishment of the facility allows for those expressed combined interests to be reflected in the outcome.

Memo

Policy/Legislation
Community Charter, Local Government Act, Official Community Plan, Zoning Bylaw.

ATTACHMENT A

WHAT ARE OTHER COMMUNITIES DOING REGARDING EMERGENCY SHELTERS

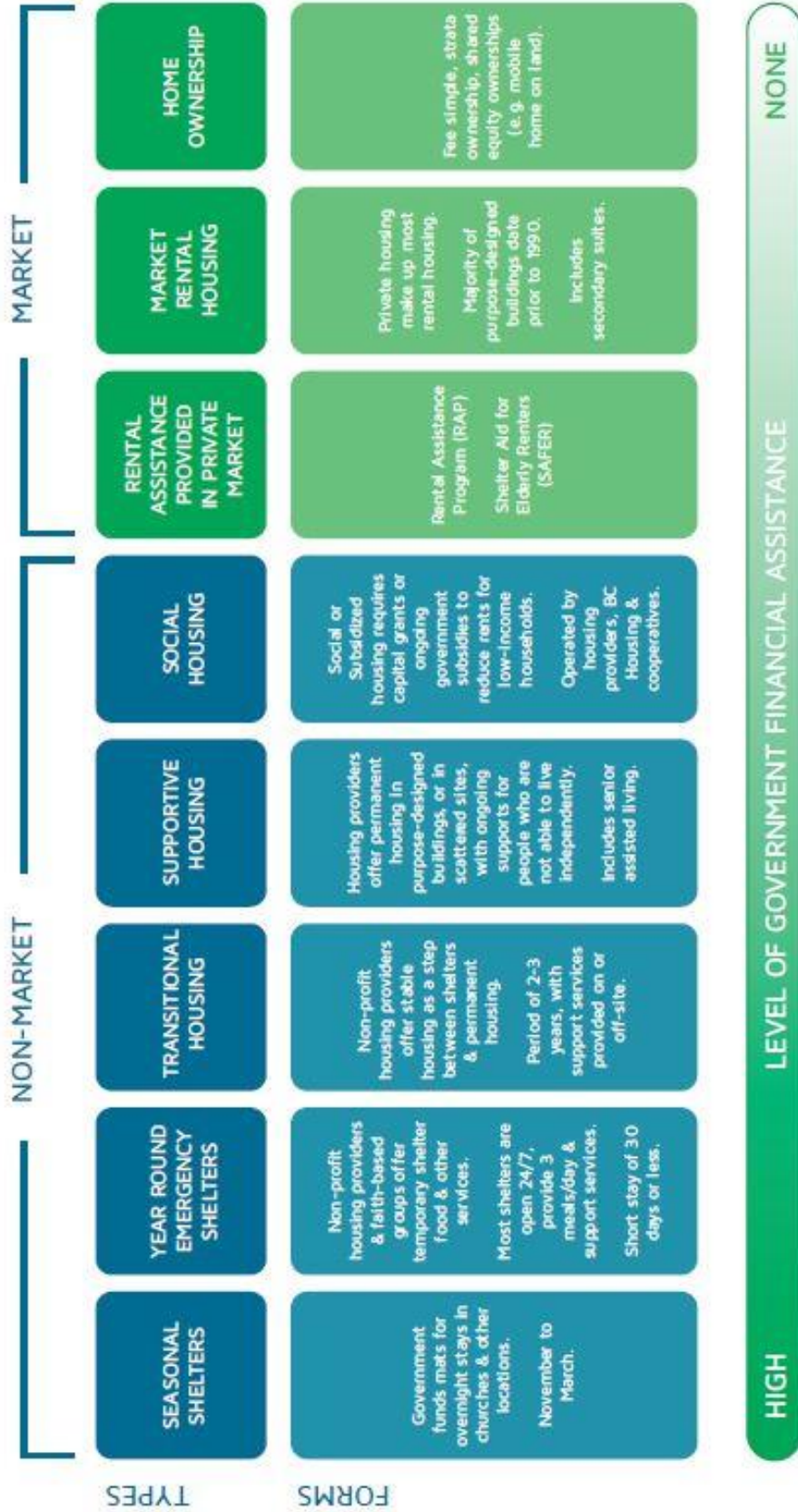| Location	Type		Zoning	Organization Responsible	Description	Permitted Use Status
William's Lake	Emergency Shelter	C-1	Town Centre Commercial	Cariboo Friendship Society	The Society provides low cost, overnight accommodation to transients and those temporarily without housing and in crisis situations. The Shelter has eight beds including a family unit as well as one Supportive Recovery bed. In addition, the Society's shelter services include overnight sleeping accommodations, meals, amenities to meet hygiene requirements, and/or services to improve access to other community-based programs.	Is not defined as a permitted use in the zone.
Kamloops	Emergency Shelter	C-6	Arterial Commercial	Emerald Centre	Emerald Centre provides 35 beds of round-the-clock emergency shelter with support services, along with 11 transitional housing apartments, for women and children at risk of homelessness or fleeing violence.	Defined as a use on this lot.
Kelowna	Emergency Shelter	C-7	Commercial	Kelowna Gospel Mission	Kelowna Gospel Mission offers warm, safe, secure emergency shelter beds for men and women 365 days a year. We provide basic care including emergency short term accommodations, hot nutritious meals, showers, laundry and hygiene items.	Defined as Temporary Shelter Services.
Kelowna	Emergency Shelter	C-7	Core Commercial	Cornerstone Shelter Services	Cornerstone is a shelter located at 425 Leon Avenue that opened November 30th, 2017. There are currently 80+ guests that stay in Cornerstore every night. Cornerstone provides a warm indoor environment that is open 24/7 for people of assorted circumstances, including couples and individuals with pets. Minors are referred to the Boys & Girls Club youth shelter. Before staying at Cornerstone, new arrivals have to complete an intake that reviews mutual expectations. Once an intake with staff is complete, new guests will have a bed for as long as they stay with Cornerstone. Furthermore, there is no set wake up time and no need to usher guests out of the building. Residents participate in providing regularly indoor cleaning.	Defined as Temporary Shelter Services.
Nelson	Emergency Shelter	C-1	Core Commercial	Stepping Stones for Success	Stepping Stones for Success Emergency Shelter: Emergency shelter for those who find themselves without safe housing in the West Kootenay area, there are 17 available beds in 5 bedrooms, with a common room, kitchen, laundry and shared washroom facilities. Stepping Stones is now double staffed 24/7. With the support from the Nelson Committee on Homelessness (NCOH) and funding from federal Homelessness Partnering Strategy, Stepping Stones was able to put into place the Residential Transitional Support Worker position to provide one-to-one assistance for residents to locate and maintain housing for people who have had numerous stays at Stepping Stones.	Defined as Social Services Centre

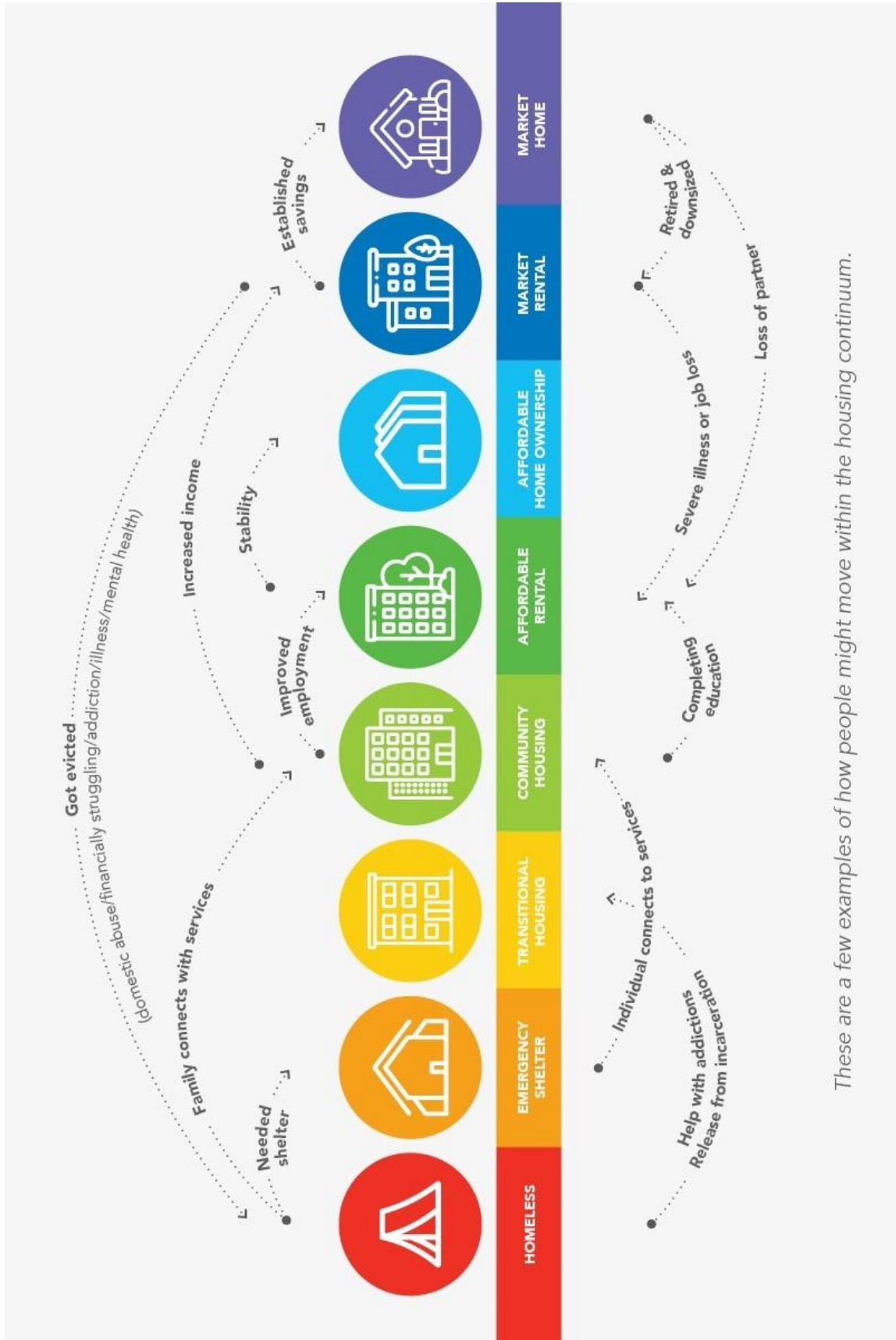| Penticton	Multiple services	C-5	Urban Centre Commercial	Salvation Army	Compass House run by the Salvation Army provides personal assistance, counselling services, referrals for addiction programs, employment, housing, education, other community service providers	Defined as a site specific provision on this lot.
Campbell River	Emergency Shelter	PA-1	Public Areas One	Salvation Army	Evergreen House operates in partnership with BC Housing, providing up to 22 warm beds per night, showers, laundry facilities, clothing and approximately 5,000 home cooked meals per year	Is not defined as a permitted use in the zone.
Dawson Creek	Emergency Shelter	C-2	Commercial General	Stepping Stone Ventures Ltd.	Private hostel.	Is not defined as a permitted use in the zone.
Cranbrook	Emergency Shelter	CD-5	CD Zone Supportive Housing	Salvation Army	Features a 12-person homeless shelter space as well as 36 transitional housing spaces, for both men and women.	Defined in a Comprehensive Development Zone.
Revelstoke	Emergency Shelter	P3	Institutional	Women's Shelter Society	In the process of OCP and Zoning Bylaw amendments for Temporary Use Permits to allow the shelter to be housed in the basement of the United Church	Not currently defined as a use in the zone - in process via Temporary Use Permit

Emergency Shelter.xlsx

Housing Continuum

The following is an illustration of the housing continuum, and forms of housing that exist along the continuum.

	NON-MARKET					MARKET		
TYPES	SEASONAL SHELTERS	YEAR ROUND EMERGENCY SHELTERS	TRANSITIONAL HOUSING	SUPPORTIVE HOUSING	SOCIAL HOUSING	RENTAL ASSISTANCE PROVIDED IN PRIVATE MARKET	MARKET RENTAL HOUSING	HOME OWNERSHIP
FORMS	Government funds mats for overnight stays in churches & other locations. November to March.	Non-profit housing providers & faith-based groups offer temporary shelter food & other services. Most shelters are open 24/7, provide 3 meals/day & support services. Short stay of 30 days or less.	Non-profit housing providers offer stable housing as a step between shelters & permanent housing. Period of 2-3 years, with support services provided on or off-site.	Housing providers offer permanent housing in purpose-designed buildings, or in scattered sites, with ongoing supports for people who are not able to live independently. Includes senior assisted living.	Social or Subsidized housing requires capital grants or ongoing government subsidies to reduce rents for low-income households. Operated by housing providers, BC Housing & cooperatives.	Rental Assistance Program (RAP) Shelter Aid for Elderly Renters (SAFER)	Private housing make up most rental housing. Majority of purpose-designed buildings date prior to 1990. Includes secondary suites.	Fee simple, strata ownership, shared equity ownerships (e.g. mobile home on land).

LEVEL OF GOVERNMENT FINANCIAL ASSISTANCE

HIGH ← → NONE

These are a few examples of how people might move within the housing continuum.

ATTACHMENT D
DRAFT PROCESS FRAMEWORK FOR THE ESTABLISHMENT OF HOUSING IN GRAND FORKS

| WHY | **Community Charter - Part 2 Division 1 - Purposes and Fundamental Powers**
"The purposes of a municipality include: 7(b) providing for services, laws and other matters for community benefit, and 7(d) fostering the economic, social and environmental well-being of its community."

Official Community Plan - 12.0 Strengthen the Social Fabric of the Community
"The social fabric of a community is the numerous facilities and services that are available and being provided presently and expected to be made available and provided in the future to meet the needs of all residents. The social fabric creates a sense of community pride where residents and visitors feel safe and welcomed.
Enhancing current access to services and facilities and those expected in the future makes the community attractive and livable. A livable community improves and fosters an environment of learning, tolerance and growth, creating a balance of harmony and responsibility.
12.3.7 Work cooperatively with other publicly funded agencies, other levels of governments and non-profit corporations in offering support services and improving housing for the poor, disadvantaged and low income earners." |

WHEN (Urgency)	WHO (Needs Assessment (including #'s))	WHAT (Housing Continuum)	WHERE (Establish Criteria/Parameters)	HOW (Initiation-Planning-Execution-Closure)
Immediate	Unsheltered: informal count - relies on estimates from currently involved agencies.	Seasonal Shelter	TBD - Council, stakeholders, public input i.e. proximity to support services, access, integration & compatibility with adjacent uses, etc...	Rezoning, Temporary Use Permit, etc…
Short Term	Unsheltered, emergency sheltered: PIT count, housing needs assessment	Year Round Emergency Shelter	TBD - Council, stakeholders, public	Rezoning, Temporary Use Permit, etc…
Medium Term	Emergency sheltered, provisionally accommodated and at risk of homelessness, require support services, low income: housing needs assessment	Transitional Housing, Community Housing, Affordable Rental	Community Use, Multi-Family Residential	A Step-by-Step Guide to Developing Affordable Housing, etc…
Long Term	Those living in subsidized/supported rental, affordable rental, market rental: housing needs assessment	Affordable Home Ownership	Residential	A Step-by-Step Guide to Developing Affordable Housing, etc…
Long Term	Those with low/no barriers: housing needs assessment	Market Rental	Multiple zones	Marketing, etc…
Long Term	Those with low/no barriers: housing needs assessment	Market Ownership	Multiple zones	Marketing, etc…

Emergency Shelter.xlsx

DRAFT PROCESS FRAMEWORK FOR THE ESTABLISHMENT OF *SEASONAL EMERGENCY SHELTER* HOUSING		
WHY	**Community Charter - Part 2 Division 1 - Purposes and Fundamental Powers** **Official Community Plan - 12.0 Strengthen the Social Fabric of the Community**	
WHEN	Urgency	Immediate
WHO	Needs Assessment (including #'s)	Unsheltered, emergency sheltered: informal count - relies on estimates from currently involved agencies.
	Action:	*Responsibility:*
	Action:	*Responsibility:*
	Action:	*Responsibility:*
WHERE	Establish Criteria/Parameters	TBD - Council, stakeholders, public, etc…
	Action:	*Responsibility:*
	Action:	*Responsibility:*
	Action:	*Responsibility:*
HOW	Initiation-Planning-Execution-Closure	Rezoning, Temporary Use Permit, etc…
	Action:	*Responsibility:*
	Action:	*Responsibility:*
	Action:	*Responsibility:*