



The Corporation of the City of Courtenay

Staff Report

To: Council

File No.: TUP 2501/TUP00009

From: Acting Director of Development Services

Date: October 1, 2025

Subject: Temporary Use Permit Application No. 2501 – 971 Cumberland Road

PURPOSE:

For Council to consider a Temporary Use Permit application to temporarily permit sheltering (Attachment 1 – Draft Temporary Use Permit No. 2501) as a permitted use at 971 Cumberland Road [LOT A, SECTION 69, COMOX DISTRICT, PLAN 26945] and to provide direction to staff to enter into an agreement with Lookout Housing and Health Society for the use of 971 Cumberland Road for the purposes of providing a Temporary Winter Shelter.

BACKGROUND:

At the July 16, 2025, regular Council meeting, Courtenay City Council passed a resolution granting Lookout Housing and Health Society (Lookout Society) the authority to submit a Temporary Use Permit application for winter shelter services at the City owned property at 971 Cumberland Road. On August 15, 2025, Lookout Society submitted a Temporary Use Permit in accordance with the Council resolution.

The subject property is zoned Industrial Two (I-2) and is designated as a [McPhee] Neighbourhood Centre by *Official Community Plan Bylaw No. 3070, 2022*. The property is approximately 946m² and is accessed from McKenzie Avenue.

971 Cumberland Road directly abuts other industrially zoned properties to north and west. McKenzie Avenue is to the east and Cumberland Road is to the south. More broadly, the areas to the north, east and south are industrial and commercial in nature where to the west, after crossing Piercy Avenue, the area primarily consists of residential properties.

Figure 1: Subject Property and Site Context



The City of Courtenay purchased the property in late 2024 with the intent that it will be used for City operations. The current Operations Department works yard (1000 Piercy Avenue) contains an access at the northern terminus of McKenzie Avenue.

In December 2024, Council resolved to defer strict enforcement of the Zoning Bylaw at 971 Cumberland Road so as to allow the operation of a temporary winter shelter up to April 30, 2025, which enabled the subject property to be used as an Extreme Winter Response (EWR) shelter. The shelter, operated by Lookout Society and funded by BC Housing, ran from February 6 to April 15, open only at night between the hours of 8:30 pm and 7:00 am, and when weather thresholds were triggered. Over this period, the shelter reported a total of 668 guests. More details on results and learnings from last year's EWR shelter can be found in Attachment 2 – End of Season Report, May 21, 2025.

While the existing zoning Industrial Two Zone (I-2) does not permit sheltering, the OCP identifies supportive and transitional housing as permitted uses within Neighbourhood Centres. A shelter is considered a form of transitional housing on the housing continuum. Shelters are not designed to house people for a long duration, instead they operate as place for people to find respite while being unhoused as they transition from homelessness into permanent housing.

In fall 2024, the City of Courtenay was authorized by the Comox Valley Regional District (CVRD) to lead the development of a regional Winter Shelter Strategy with the key priority of identifying and activating additional winter shelter space. The Comox Valley does not currently have sufficient shelter capacity to respond to the increased need during the winter months when people experiencing homelessness need refuge from the winter elements. Led by the City of Courtenay, the past two years have required significant efforts from community groups and local governments to identify suitable shelter sites and secure operating and capital funding.

Last year, the subject property was determined as a suitable location for an Extreme Weather Response (EWR) shelter because the property was owned by the City and available for immediate activation, its use came at a lower cost than having to rent a privately-owned property, and the site's proximity to the core of town, near other essential services. To make the site useable for shelter purposes, capital improvements to meet building and fire code compliance were undertaken with costs shared by the City, the Town of Comox and the Comox Valley Regional District (CVRD).

DISCUSSION:

The proposed Temporary Winter Shelter (TWS) would offer a higher level of service than the 2024-2025 Extreme Weather Response (EWR) Shelter at the same location, predominantly shifting the operating model of the shelter from one that only ran overnight only during pre-determined weather thresholds, to operating all nights through the 2025/2026 winter, regardless of weather conditions. Hours of operation options are discussed further below. As detailed in Attachment 2 – End of Season Report, May 21, 2025, this increase in service is anticipated to have positive effects pertaining to the predictability and consistency of sheltering service, which could increase guest stability, limit the number of people travelling to and from the shelter and decrease people congregating in the area due to being turned away a result of either the shelter being closed or full.

A Temporary Use Permit, and not a Zoning Bylaw Amendment, is being proposed to allow sheltering at 971 Cumberland Road because the temporary winter shelter is only anticipated to be needed until the purpose-built shelter at 925 Braidwood Road, which includes surge space for Extreme Winter Response (EWR) shelter

beds, is complete in 2027. Figure 2 identifies how the proposed Temporary Winter Shelter service compares to other shelter services.

Figure 2: Shelter Program Types

Different Types of Sheltering Programs				
Program Type	Hours of operation	Core Services	Staff Supports	Additional Comments
Emergency Weather Response program	Seasonal (Nov-Apr), overnight Weather-based activation	Sleeping, light meals.	Limited, typically 2-3 overnight staff. Additional staff such as security, outreach, or peers may be available depending on funding.	Services are limited by funding, only including core staffing and basic meals.
Temporary Winter Shelter	Seasonal (Nov-Apr), overnight (some 24/7), nightly from November to April	Sleeping, light meals.	2-3 overnight staff plus outreach, case workers, or other supports. Can provide additional programming where funding and/or partnerships with other organizations allow.	Consistency over the winter season improves guests' ability to be connected with other resources and access supports and services.
Year-Round Temporary Shelter	Overnight (some 24/7)	Sleeping, meals, storage, some offer day programs and services.	Basic staffing based on ratio of clients to staff. Provide referrals and operate the shelter. Can provide additional programming where funding and/or partnerships with other organizations allow.	Often operating in retrofitted or minimally adapted spaces; can feel institutional or crowded.
Purpose-Built Shelter	24/7 preferred	Sleeping, meals, hygiene, laundry, program space.	Full wraparound (clinical, housing, peer, etc.)	More effective in supporting transitions to housing. Infrastructure and staffing investments are funded.

What was offered at 971 Cumberland in 2025.

If the TUP is approved, this is the program that will be offered. Services would be offered to 18 guests at a time, with no drop-in services for non-residents.

What Connect is (685 Cliffe Ave), except they also offer day services to people not staying at the shelter.

925 Braidwood (expected to be open in 2027)

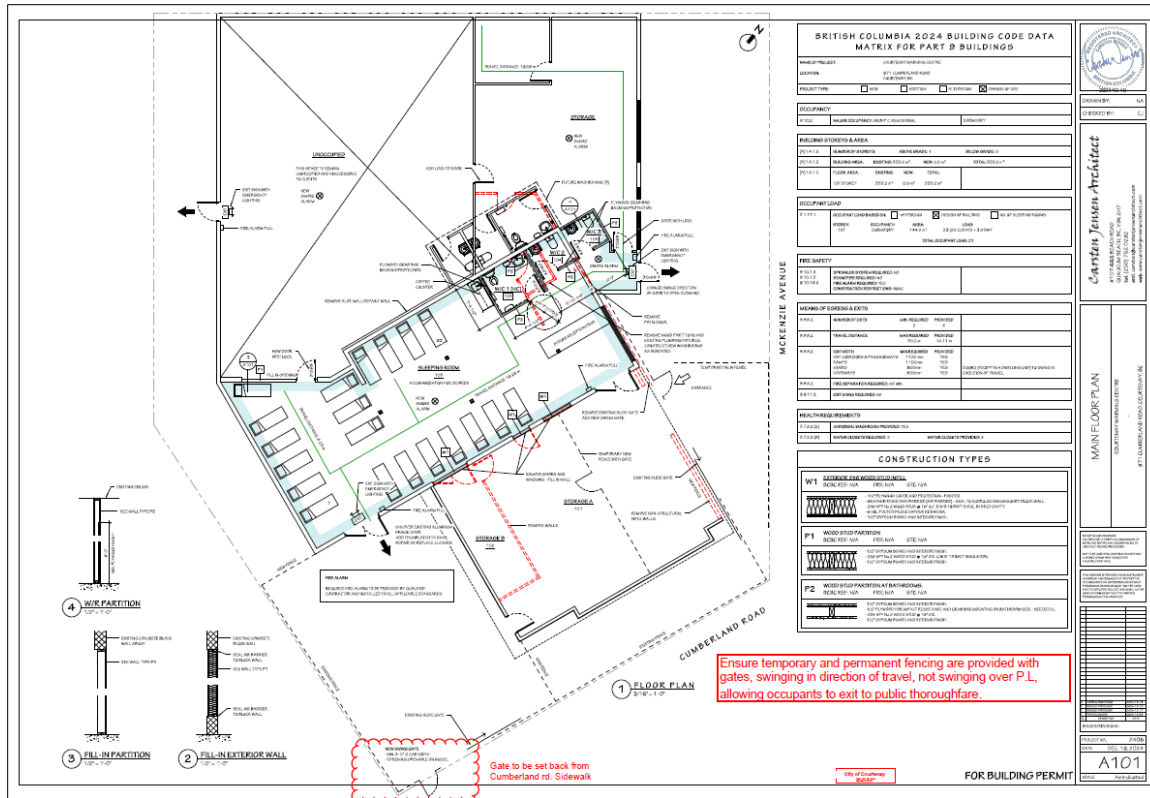
BC Housing has allocated funding for Lookout Society to operate a Temporary Winter Shelter, provided the required land use approvals are secured. If the TUP is approved and sheltering is temporarily permitted at 971 Cumberland Road, Lookout Society will enter into agreements with the City for use of the building and provision of services, as well as an operating agreement with BC Housing in order to secure use of the property and funding for the temporary shelter.

Site Plan

Prior to being used as an Extreme Weather Response shelter last year, the site received a building permit for interior renovations to modify the building to be compliant with the BC Building and Fire codes. This included improvements to allow for two washrooms (one accessible), installation of a fire alarm and other fire safety requirements and abatement of hazardous materials. The site plan is shown in Figure 3, with the shelter's primary entrance located off McKenzie Avenue.

At the request of Lookout Society, the City is exploring the possibility of upsizing the water connection to the site which would increase the water capacity to allow for a third washroom and potentially for an increase in the occupancy from 20 to 30 people. This capital improvement is dependent on funding availability. Timing is uncertain as the impacts of construction on shelter operations would need to be mitigated. A Building Permit would be required to support such changes. If the Temporary Use Permit (TUP) is approved in its current form, changes to the operation of the site during the duration of the TUP would be regulated through the terms of the agreement(s) between the City and the site's operator (Lookout Society).

Figure 3: Site Plan



Operations

The operating details for the shelter are not being considered within the conditions of the Temporary Use Permit and will instead be secured through the agreement(s) between the City and Lookout Society if Council chooses to approve sheltering as a temporary use.

Through the TUP application, Lookout Society has advised its preference to operate the temporary shelter 24 hours a day, 7 days per week from November 1, 2025, to April 30, 2026. The site can currently accommodate up to 20 people which would consist of temporary shelter for up to 18 individuals who are currently unhoused in the Comox Valley and a minimum of two staff members. In this model, in addition to receiving a mattress and bedding, shelter guests would be provided three meals per day. Meals would be prepared at Lookout Society’s nearby supportive housing site, the Junction, and delivered to the shelter daily.

During daytime operating hours, the shelter will operate with as many as four front-line and supportive staff roles. This includes an Outreach position which provides the surrounding area and shelter guests with required support, as well as the site Manager or Coordinator, and two staff members operating the shelter. All staff are required to hold a valid Occupational Level 1 First Aid certificate, Non-Violent Crisis Intervention training, Workplace Hazardous Materials Information System training, and a Food Safe certificate (for staff handling food). All staff are also required to attend at least three fire drills per year to keep their training up to date.

Lookout Society maintains a long list of Health and Safety, as well as Violence Prevention policies to minimize the risk of violence and foster an operating environment of safety, respect, and trust. More detail on these

policies can be found in Attachment 3 - Temporary Use Permit Application No. 2501 – Written Project Proposal Letter.

Hours of Operation

Feedback from community members, Lookout Society and guests at the end of last winter indicated that the opening and closing hours of the EWR program posed a challenge in that they created a distinct time that people had to migrate to and from the shelter site. This was a burden on people staying at the shelter. The closing time especially posed an issue as it was during a period when no other services were available, and so guests had no warm or dry place to go to. Additionally, it directly overlapped with hours that staff at the City operations yard arrived at work, creating a ‘traffic jam’ as people leaving the shelter and staff arriving both used the small road and limited parking space. While these operating hours were selected with the specific goal of reducing overlap between school and daycare services hours and shelter services, the reality was that early morning starts and nowhere to go meant that shelter guests were remaining in the immediate area during the hours of concern.

A 24/7 shelter site has benefits such as eliminating the need to travel from one site to another daily, the ability to provide storage for personal items, and consistency. These types of programs support guests to feel a sense of belonging and pride in their environment, a contributing factor to overall wellbeing and stabilization. For clarity, the proposed model does not include drop-in or general community services. The daytime program is exclusively for shelter guests.

Despite the benefits of this model, in its current state this site does not have the amenities needed to provide comfortable day-time service to guests. There are no showers, no laundry facilities, no cooking spaces on-site, and the only sinks are in the washrooms. The large room at the back of the building is not usable currently due to an unfinished floor, meaning that there is no way to separate sleeping and socializing space.

Given the lack of appropriate amenities, it is not recommended that the site be used as a 24/7 service at this time. To address challenges presented by last year’s operating hours, expanded hours (16 hours per day) are recommended instead. Hours of 6pm to 10am would reduce competing needs on high travel routes and ensure that shelter service hours align with other services so that guests have a place to go when not at the shelter. With the respect to the term of the Temporary Use Permit, the recommendation is to consider a three year term. If Council supports the application this term will allow for effective operation with some certainty for the operator and the community and will reflect the timing of the completion of services at the BC Housing Facility on Braidwood.

The benefits of a 24-hour temporary shelter include enhanced staffing, consistency of services for shelter guests (including having a location to be indoors throughout the day), and improved case management. Limiting operating hours will result in shelter guests being required to leave the building each morning and then return each evening. With the recommended hours, two meals a day can be provided on site, while a third meal may be able to be made available at another location, along with shower access through the shower program at the Lewis Centre, pending funding from BC Housing. Due to the current facility limitations, it is recommended that the shelter operate approximately 16 hours per day, taking an incremental approach to increasing shelter services in this neighbourhood. However, it is important to recognize the trade-offs involved in this decision.

Community Feedback

Primary feedback from the community about the 2025 EWR program was:

- concerns about the unpredictability of the EWR model and confusion about when the site was open,
- challenges related to opening and especially closing hours and a lack of places for guests to go once the site closed,
- desire for clearer communication about the EWR program and its operation hours,
- desire to see people with lived experience more engaged in planning and operation of the shelter,
- risk to community safety and quality of life in the neighbourhood, including for shelter guests, if crime prevention is not done,
- pedestrian traffic and congregation in the area,
- open substance uses and encampment in the area, and
- a desire to see an increase of visible patrols of peers, RCMP and bylaw services staff.

This feedback is helpful in developing an operating plan and managing building and service agreement(s) to align with community needs.

Some of the feedback is already addressed by the fact that this year funding has been allocated for a Temporary Winter Shelter. A Temporary Winter Shelter (TWS) service addresses guest, neighbour and service provider concerns and challenges associated with the EWR program. The consistency of the TWS program (operating everyday from November to April) also improves guest experience. Having a secure and reliable place to stay reduces anxieties about personal safety and contributes to a stronger sense of belonging. Additionally, guests are less likely to have the experience of travelling to the site only to find it not open or full. The ability to secure your bed for the following night after staying provides additional reliability.

In the Temporary Winter Shelter model, staff are also able to do fulsome intake procedures with guests, giving them an ability to know more about who is in the shelter and accessing services. The intake procedure is also an opportunity to discuss guidelines and expectations for guests while accessing shelter services. In this program, people with lived experience and guests also have more opportunity to work with the operator to shape the service.

Adequate staffing that can respond to community concerns was another request from community and the operator. The agreement between the City and operator may stipulate requirements for site security or patrols, and/ or require a designated role to be a contact point between the operator and community. Last year, an outreach and site security position was established through funding from the CVRD to provide staffing above what is funded by BC Housing for the EWR program. This additional position reported to the City on program outcomes, any issues that arose, and was available for problem solving with community members. One example of this was talking to guests about leaving pedestrian pathways clear when travelling to and from the shelter on the request of a local business. Improvement was seen immediately after this conversation. Continuing to designate resources, via an outreach position, to meet with neighbours and be available to problem solve is a reasonable requirement for any operator.

Community Integration

Feedback shared by community, shelter users and Lookout on the EWR program in 2025 identified that integration of the shelter into the neighbourhood is important for the success of the program. Shelter guests and people with lived experience expressed in a recent focus group related to the Winter Shelter Strategy that community integration and belonging is of high importance to them. To support guests and neighbours to have a positive experience with the shelter program, it is important that effort be made to integrate the shelter into the existing community around 971 Cumberland Road.

A Community Integration Table is one tool for supporting community integration and is a recommended approach for this location. This type of table typically includes a variety of people representing shelter operators, shelter guests, RCMP, Bylaw, City or other local government representation, health service providers connected to the site, and both residential and commercial neighbours. These types of tables meet regularly, usually monthly, from before the shelter opens to after the shelter season.

The purpose of a Community Integration Table is to:

- Build relationships between members that support proactive problem solving.
- Assist with developing good neighbour policies that speak to common neighbourly disputes such as noise, etc.
- Create opportunities for neighbourhood connections such as open houses, shared meals, community clean-ups and other events.
- Discuss and support shelter services outcomes, including impacts on guests, neighbours, and the broader community of Courtenay.
- Contribute to mid-season and season-end reports that summarize the outcomes of the above activities and are made available to the public.

One of the greatest benefits of a Community Integration Table is the opportunity to have localized conversations about many of the challenges that communities are experiencing. By having representatives from the City, law enforcement, social and health services providers, and the community present, it is possible to identify what resources are needed to address things both related and un-related to the shelter. Many of the concerns raised during engagements were occurring in the community presently, and the concern with a shelter was an increase in occurrences such as open substance use, paraphernalia and litter, encampments in parks and trails, or theft. A Community Integration Table provides an opportunity for discussing overall community wellbeing and identifying interventions that can reduce these concerns. By having an integrated table meeting regularly, neighbours will have an opportunity to share their experiences and service providers will have increased awareness of local community needs.

To ensure such a table is effective, financial support will be required to fund facilitation, honoraria for people with lived experience participating, and a budget for food, drink and community events. The scope of community outreach possible for operator staff is limited by their funding, and the staff time they have available as such additional funding and facilitation support will likely be needed as these aren't items typically included within the BC Housing operating and funding agreements.

Building and Service Agreement(s)

Building use and service agreement(s) between Lookout Society and the City will be used as a tool for ensuring that the shelter program is operated in a way that proactively mitigates community concerns and operational challenges. Based on learnings from last year's program, additional community feedback during the TUP process and conversations with people with lived experience, the following conditions are recommended to be included in the appropriate agreement for the 2025/2026 winter shelter season:

- **Hours of Operation:** 16 hours per day, approximately 6:00 PM to 10:00 AM daily, November 2025 through April 2026.
- **Guest Capacity:** Estimated maximum 20 individuals (18 guests, two staff) unless infrastructure upgrades are made to the building (additional washroom).
- **Site Security:** A minimum of two staff on-site at all times to ensure safe and secure operations of the shelter.

- **Perimeter Maintenance:** Daily perimeter clean-ups will be conducted, to collect and dispose of debris and ensure the property remains clear of loitering.
- **Community Engagement:** Operator to establish an outreach position (funding dependent) that has dedicated hours towards community engagement to ensure open lines of communication, address conflict and concerns in a timely fashion, and work collaboratively to be good neighbours.
- **Community Integration:** Operator will actively participate and or lead a Community Integration Table and provide support for the participation of shelter guests to participate in this table as well.

Should Council approve the Temporary Use Permit, it is recommended that the City enter into the necessary building use and service agreement(s) with Lookout Society for the same term as the permit (i.e. up to three years) for the purposes of providing winter shelter annually from November 1 to April 30. The terms and conditions of the agreement(s) will reflect the City's standard agreements (i.e. leases, licenses, and or service agreements) for other similar uses as well as the conditions outlined above. Should funding be secured to make building upgrades that would allow for an increase in capacity and or a request is made for increased hours of operation, recommendations on such amendments to the agreement would be brought to Council for decision.

POLICY ANALYSIS:

Social Infrastructure Policy 26: Work regionally to identify sufficient and suitable locations for emergency shelters, including during weather related events and evacuations.

FINANCIAL IMPLICATIONS:

As the owner of the property, the City is required to pay the Temporary Use Permit Application fee (\$2,500) and as per *Development Procedures Bylaw No. 3106 Section 7*, cover the costs associated with the Community Information Meeting consisting of postage, print materials and administrative staff cost recovery (\$2,914.08). In total, the direct financial implications to the City for the application are \$5,414.08, as of the time of writing this report.

The City has engaged Urban Matters consultancy to provide ongoing contracted support related to homelessness planning and response in the City of Courtenay, including support for Temporary Winter Shelter planning, to augment staff resources. The total value of this contract is \$50,000 for services between September 2025 and April 2026.

Increasing the number of guests or extending service hours now or in the future would require further building improvements to upgrade water lines, install an additional washroom and hand washing/ food preparation sinks, and possibly showers. Additional facility work is also required to address minor electrical issues that were experienced last year. Staff have engaged with a contractor to determine the scope and cost of work.

In the TUP application, Lookout Society has proposed providing shelter services 24 hours a day, 7 days a week. This model includes fulltime staffing, including up to four daytime staff. If the shelter is not operated in this manner these staffing positions are reduced and there will be a need for greater funding to provide the community outreach and engagement work outlined in this report.

The following breaks down identified cost estimates for activation and operation of the winter shelter, above and beyond expected BC Housing Funding.

Building Improvements and Renovations: Unknown

- Unknown cost for water and electrical improvements to building.

Community Integration Table: \$15,000

- \$10,500 estimated cost for facilitation.
- \$1,500 for honoraria for peer participation
- \$3,000 recommended budget for meeting costs and community events.

Community Engagement: \$60,900

- \$40,000 for neighbourhood outreach and support work by shelter staff (5 days/ week, 8 hours/ day for 28 weeks)
- \$20,900 for peer outreach and neighbourhood clean-up program (4 hours of peer time at \$25/ hour for 182 operating days plus supplies and administration fee) operated by shelter operator or third-party peer program provider.

Building Use fees: \$14,580 (foregone income)

The provision of 971 Cumberland for use as a Temporary Winter Shelter results in the City foregoing lease revenue from other potential tenants for the period of November through April annually. The annual value of this foregone lease revenue is estimated at \$14,400. The market lease rate calculations for the property at 971 Cumberland Road are based on its total area of 4,847 square feet and an estimated market lease rate of \$14 per square foot. This results in a monthly market lease amount of \$5,650, totaling \$33,900 for six months. The monthly utility costs are estimated at \$1,500 per month. Similar building agreements between the City and shelter service providers offer City space at a subsidized price of approximately 57% of market value. Based on the market value of commercial leasing for this property, the subsidized monthly rent would be \$3,220, plus utilities. In 2025 there was no funding for building use fees (rent or utilities) available as it is not an eligible expense under the EWR program structure. As a Temporary Winter Shelter, the shelter program funding includes utilities, and may include rental costs. A final fee will need to be negotiated with the shelter operator and funder.

- \$19,320 Annual lease revenue (\$3,200 for 6 months)
- \$14,580 Annual foregone market rental lease revenue November to April (inclusive)

The total estimated costs for the 2025/2026 season are summarized below:

- Building improvements and renovations: unknown
- Community Integration Table: \$15,000
- Community Engagement: \$60,900
- Building Use fees: \$14,580 (foregone income)

The total estimated additional funding required to operate the Temporary Winter Shelter under the preferred conditions outlined in this report is \$90,480. If the shelter operates for three years in a similar nature, the total funding required over three years would be \$271,440.

City staff will work with Lookout to approach BC Housing for both capital and operating dollars to fund necessary building improvements, community integration, community engagement, and building use costs. If there are any shortfalls, staff recommend that the City request funding from the Comox Valley Regional District, via service 451 Homelessness Supports Service, as well as the Town of Comox, to ensure that community integration and engagement are effectively resourced and funded to respond to community and operator feedback, as well as fund the loss of rental income incurred by the City and the required building improvements.

Staff are seeking Council's approval for these expenditures, as at the time of writing this report, no other funding sources were pursued while the Temporary Use Permit application was in process. Although staff will seek funding from BC Housing, the CVRD and the Town of Comox, the level of support from these partners is uncertain at this time; as such any outstanding unfunded expenses will fall to the City if Council approves the TUP and Lookout Society to proceed with the provision of winter shelter services at 971 Cumberland Road through agreement(s) with the terms and conditions outlined in this report.

The act of issuing a Temporary Use Permit for sheltering incurs no additional cost.

ADMINISTRATIVE IMPLICATIONS:

Processing Temporary Use Permit applications is a statutory component of the corporate work plan and a core duty of the Development Services Department. Work to date has primarily been carried out by Development Services staff and the Recreation, Culture and Community Services Department including contracted services. Other Departments have provided referral comments, and the communications team has assisted with public notification.

Oversight and engagement with the shelter provider and BC Housing regarding the Temporary Winter Shelter have been led by Recreation, Culture and Community Services through staff and contracted services.

STRATEGIC PRIORITIES REFERENCE:

This initiative addresses the following strategic priorities:

- Social Infrastructure - Continue working with community agencies to deliver day services. Explore role in the provision of social support services, including future of Connect Centre.

PUBLIC ENGAGEMENT:

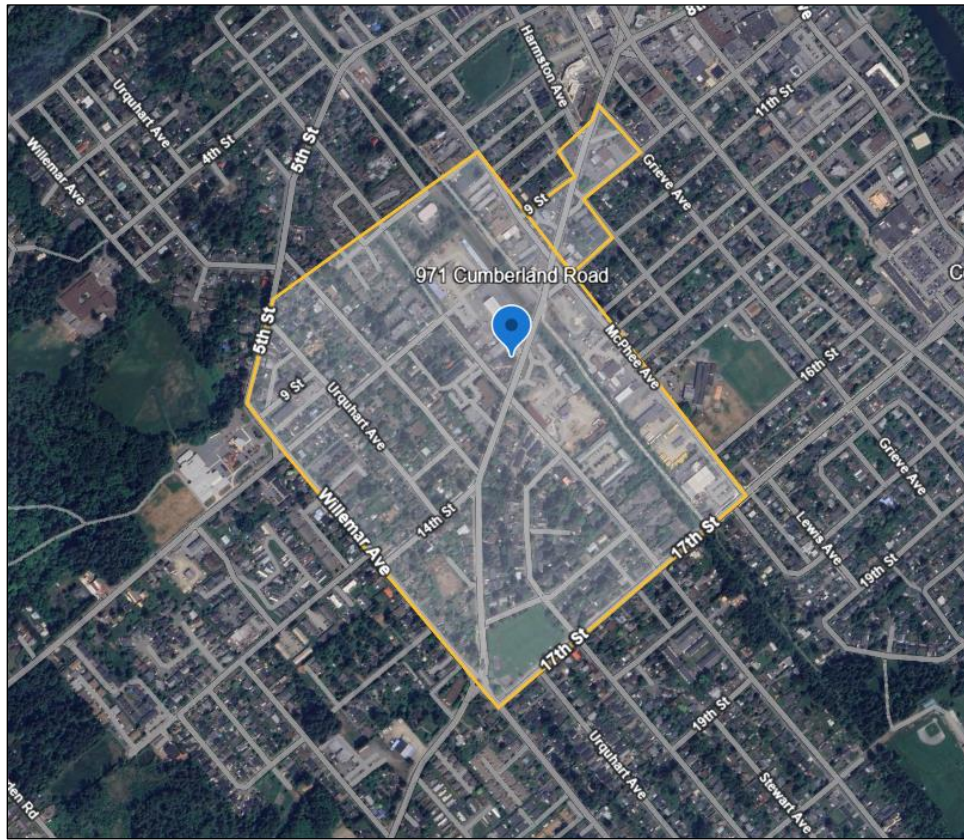
Two engagement and notification processes were held for this Temporary Use Permit application. The first was a Community Information Meeting which is a discretionary engagement regulated by Courtenay's Development Procedures Bylaw No. 3106. The second was the statutory public notice requirement that is mandated by the *Local Government Act* and *Community Charter*.

Community Information Meeting

As part of the Development Procedures Bylaw requirements for processing Temporary Use Permits, Lookout Society in conjunction with City staff held a public meeting on September 9, 2025, from 4:30-6:30 pm at the Florence Filberg Centre.

Notice of this event was placed on the City's website and an invitation with additional information was mailed to owners and occupants within a defined radius from the subject property. While the standard radius for a TUP mailout is 100 metres, in this case a larger area was targeted for mailout notifications resulting in of 1,046 mailouts delivered. As part of these notifications, a link to provide written feedback was included for members of the public who could not attend the in-person meeting on September 9 or if attendees preferred to provide their input via that medium. A Notice of Application sign was installed on-site providing an overview of the application details for those passing by the site.

Figure 4: Community Information Meeting Mailout Radius



A separate smaller meeting was also held on September 8, inviting approximately 12 businesses who operate in close proximity to 971 Cumberland Road to share their unique perspectives and provide focused feedback and input. Two businesses attended the meeting where the main concerns raised were regarding the permanency of the shelter and safety impacts in the neighbourhood if the shelter is permitted.

The decision to do both a targeted meeting with businesses and a wider publicly accessible Community Information Meeting (CIM), were in response to recommendations within the Extreme Weather Response Shelter – End of Season Report (Attachment 2). These recommendations came primarily from residents within the surrounding area who wished to be informed and engaged earlier on in the process than had occurred for the Extreme Weather Response Shelter the year prior.

Approximately 55 people attended the Community Information meeting on September 9. Between an in-person comment box, an online comment option and direct email comments, 32 public comments have been received at the time of writing this report. All comments can be reviewed directly in Attachment 5 - Community Information Meeting Public Comments. The key themes included in the discussion with the community and in their written comments were, in no particular order:

- concern that if permitted, a shelter may become permanent or extend in duration longer than the term of the TUP,
- concern around an increase in crime and a decrease in safety for the surrounding neighbourhood,

- support for the TUP and a prioritized concern for the well-being of the unhoused community,
- concern that police capacity is already inadequate and that a shelter would place further strain on that capacity,
- concern that services which support people experiencing homelessness and/or mental health and substance use are too concentrated to the neighbourhood/area where the TUP is being proposed,
- concern that if more services are offered it will create more demand for those services, including people relocating from elsewhere to access those services,
- support for the TUP but concern around its ability to operate safely and not result in a decrease in safety for the surrounding neighbourhood,
- concern around a decrease in property values/inability to sell a home in the near vicinity,
- concern that some of the nearby uses were incompatible and could put those users in danger (primarily the nearby daycare and schools), and
- a desire to understand the long-term use and redevelopment of 971 Cumberland Road and the neighbouring City owned properties (public works yard).

Statutory Public Notice

Notice of Council's consideration to approve a Temporary Use Permit was given in accordance with section 494 and 466 of the *Local Government Act* and section 94 of the *Community Charter*. Notification consisted of an announcement posted on the City's website and social media channels for two consecutive weeks in advance of the October 1, 2025, Council meeting, a mailout to residents and property owners within 100 metres of the subject property, and an advertisement run in the Comox Valley Record on September 17 and September 24, 2025.

One hundred and seventy-three (173) notices were sent to owners and occupants within the 100m radius from the subject property. There were three (3) public comments received at the time of writing this report. All comments received by 1:00 p.m. on Wednesday, October 1, 2025, will be presented to Council at the regular council meeting.

OPTIONS:

1. THAT Council approve Temporary Use Permit Application No. 2501 and direct the Director of Development Services to issue the Temporary Use Permit in substantial conformance with the draft permit as shown in Attachment 1 for the property legally described as LOT A, SECTION 69, COMOX DISTRICT, PLAN 26945 (971 Cumberland Road); and

THAT Council delegate authority to the Director of Recreation, Culture, and Community Services to determine the form of agreements, and negotiate all terms and conditions deemed necessary or as legally required to facilitate the provision of winter shelter services at 971 Cumberland Road including the following conditions:

- **Hours of Operation:** 16 hours per day, approximately 6:00 PM to 10:00 AM daily, November 2025 through April 2026.
- **Guest Capacity:** Estimated maximum 20 individuals (18 guests, two staff) unless infrastructure upgrades are made to the building (additional washroom).
- **Site Security:** A minimum of two staff will be on-site at all times to ensure the safe and secure operations of the EWR.
- **Perimeter Maintenance:** Daily perimeter clean-ups will be conducted, to collect and dispose of debris and ensure the property remains clear of loitering.

- **Community Engagement:** Operator to establish within their staffing an outreach position that has dedicated hours towards community engagement to ensure open lines of communication, address conflict and concerns in a timely fashion, and work collaboratively to be good neighbours.
- **Community Integration:** Operator will actively participate and or lead a Community Integration Table and provide support for the participation of shelter guests to participate in this table as well; and

THAT Council authorizes \$90,480 for the provision of winter shelter services in the 2025/2026 winter season from general revenue and, direct staff to request funding from the Comox Valley Regional District and Town of Comox to cover all or part of the expected expenditures related to shelter operations and community integration, and to collaborate with Lookout Housing and Health Society and BC Housing to secure funding for building improvements for any expansion of services at this site.

2. THAT Council provide alternative direction to staff.
3. THAT Council deny Temporary Use Permit Application No. 2501 for the property legally described as LOT A, SECTION 69, COMOX DISTRICT, PLAN 26945 (971 Cumberland Road).

ATTACHMENTS:

1. Draft Temporary Use Permit No. 2501
2. Extreme Weather Response Shelter – End of Season Report, May 21, 2025
3. Temporary Use Permit Application – Written Project Proposal
4. Community Information Meeting Mailout and Information Package
5. Community Information Meeting Public Comments

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Patricia Maloney, RPP, FCIP, Acting Director of Development Services

Concurrence: Geoff Garbutt, M.Pl., MCIP, RPP, City Manager (CAO)