



# Corporate Report

NO: C012

COUNCIL DATE: December 6,

2004

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## COUNCIL-IN-COMMITTEE

TO: **Mayor & Council**                      DATE: **December 3,  
2004**

FROM: **General Manager,  
Planning and  
Development**                      FILE: **13674-11110**

SUBJECT: **Proposal by NightShift Street Ministries Society  
Regarding a Three-Stage Plan to Operate a Multi-  
faceted Mission Centre at 13674 Grosvenor Road**

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Provide direction to staff with respect to the processing of building permit applications and business license applications to allow NightShift Street Ministries Society to use the property at 13674 Grosvenor Road for a multi-faceted mission centre.

## INTENT

The purpose of this report is provide information regarding the proposal by NightShift Street Ministries Society (the "Society") to use the property at 13674 Grosvenor Road (i.e., the Philippine Community Centre) for a multi-faceted mission centre.

## BACKGROUND

A delegation from the Society appeared as a delegation to Council at the Regular Council Land Use Meeting on November 29, 2004. Correspondence was included in the agenda package from the Society that documented the Society's proposal, with respect to the use of the property at 13674 Grosvenor Road. A copy of that correspondence is attached as Appendix I. Due to time constraints, Council deferred hearing the delegation to the next Council-in-Committee meeting (now scheduled for December 6, 2004) and requested that staff provide an information report to Council on the Society's proposal for that meeting.

## DISCUSSION

### A. **The Proposed Site and site Context:**

- The Society has advised that they have reached an agreement-in-principle, with the Philippine Community Society, to occupy the building at 13674 Grosvenor Road, currently known as the Philippine Community Centre and intend to operate programs from that property on a joint venture basis;
- The property is zoned CD (By-law 14533) and is still subject to a Development Permit application (7902-0004-00) from the Philippine Community Society to renovate the existing building. The Development

Permit is in process, but not approved;

- The property is on the east side of Hilton Road, just south of Grosvenor Road (see Appendix II);
- Hilton Road forms part of the East Whalley Ring Road, which eventually will connect to King George Highway to the north, through the former Grosvenor Road Elementary School site. Upgrading and construction of the East Whalley Ring Road, through the former Grosvenor Road Elementary School site (the City owns this former school site), is scheduled for the Spring of 2005;
- The Philippine Community Centre property is adjacent to established single family residential lots on the northeast, east and south sides;
- Across Hilton Road, to the west, there are older small commercial buildings;
- There is a duplex at the southwest corner of the site and an H-shaped building on the east half of the site. A small parking pad, which can accommodate four parking spaces, is located at the northeast corner of the site (see Appendix III);
- The Society is proposing to renovate and occupy the H-shaped building, which has 7,255 square feet of ground floor area and has a 1,617 square-foot basement; and
- The subject building has not been occupied for a long time and, as a result, it is badly neglected. Renovations to bring it up to Building Code standards may be expensive.

#### B. Land Use and Zoning Regulations

- The site was zoned to a CD Zone on December 3, 2001, to accommodate the proposed Philippine Community Centre for cultural and social purposes. The Development Permit was approved by Council, to proceed, on September 3, 2002. However, the applicant has not proceeded with completing the Development Permit or the project;
- The CD Zone allows assembly hall and community service uses, along with a child care centre, eating establishment, office and recreational facilities, as outright uses;
- Surrey Zoning By-law, 1993, No. 12000 defines "community service" use as:

***"a use by a non-profit society:***

- (a) providing information, referral, counselling, advocacy or physical or mental health services on an out-patient basis;***
- (b) dispensing aid in the nature of food or clothing; or***
- (c) providing drop-in or activity space;***

*but does not include churches, residential uses and independent group homes".*

- Most of the programs proposed by the Society can be accommodated under the definitions of assembly hall use or community service use, with several exceptions, which will be identified in Section C below;
- Since the CD Zone is based on the C-5 Commercial Zone, any proposed development will be subject to a Development Permit, unless the proposed development is limited to internal renovation for which a

Development Permit may be exempted, in accordance with the OCP development permit exemption provisions; and

- On November 15, 2004, Council passed the following resolution:

*"WHEREAS the City of Surrey is considering a study and review of Community Services use within the City Centre lands:*

- 1. That Council direct staff to prepare a report to Council on by-law amendments for requiring the preparation by the applicant and consideration by Council of a community impact study prior to the issuance of a business license or building permit for any new community service uses within the City Centre lands; and*
- 2. That Council direct staff to withhold the processing and issuance of any building permit or business license within the City Centre lands until the above study and report is considered by Council".*

### C. **Society Proposal**

The Society proposes a three-stage program to establish operations on the subject property:

- **Stage 1 - Temporary Trailer Phase** - To provide food and clothing distribution, relationship building, spiritual support and referral services in a temporary trailer on the subject property, for three months, from December, 2004 to February, 2005, during building permit processing and commence renovation of the existing building;
- **Stage 2 - Adjustment Period** – To provide food and clothing distribution, rehabilitation services, worship, one-on-one prayer counselling, cold/wet and emergency shelter (February to March) and bathroom/laundry services inside the partially renovated building, for an adjustment period of six months, from March, 2005 to August, 2005; and
- **Stage 3 - Established Phase** – To provide full services, which include all the services of the first two stages plus recovery programs, Children at Risk, minimum barrier emergency shelter, day care, life skills program and certain business services, all within the existing and renovated building, starting September, 2005.

### **Issues with Stage 1**

- The property is currently owned by the Philippine Community Society and is still under an active (i.e., not yet approved) Development Permit application. The City must receive written authorization from the property owner that allows the Society to proceed with its proposal. Furthermore, the property owner must withdraw the current Development Permit application if the owner does not intend to complete the Development Permit, as currently proposed. No new Development Permit application is necessary if the proposal by the Society is limited to internal renovations of the existing building only and the only external changes involve a trailer being placed on the property temporarily;
- A building permit will need to be issued for the temporary placement of the trailer (portable building) on the property. The building permit will be subject to the following requirements:
  - The temporary portable building must meet the minimum setback to all property lines, as specified in the CD By-law for the property: Front yard = 15 metres, rear yard = 15 metres, side yard = 6 metres and, if applicable, flanking a street = 15 metres. In addition, the minimum separation from other buildings or structures on the property is 12 metres;
  - Separate permits are required for all new plumbing, electrical and sign work;

- Factory-built buildings/components must be CSA-certified to qualify for a building permit and before placement on site. Documentation regarding such certification must be submitted to the City as part of the building permit application process;
  - Portable fire extinguishers must be available in the temporary building in accordance with NFPA 10;
  - There must be a fire hydrant within 90 metres (295 feet) of the subject portable building;
  - The applicant will need to demonstrate that there is a fire fighting access route, as required by the Building Code;
  - Stairs, handrails, guards and ramps must conform to the requirements of the Building Code and disabled access must be provided;
  - Washrooms must be provided in compliance with the requirements of the Building Code;
  - A Professional Engineer must submit details of the structure's anchorage system with the Letters of Assurance;
  - Fixed extinguishing systems protecting commercial cooking equipment is required for any cooking equipment located in the temporary portable building, in compliance with NFPA 96 Standard; and
  - Fraser Health Authority's approval is required, prior to final inspection and issuance of the business license.
- A business license needs to be issued, subject to a fire inspection approval and Fraser Health Authority's approval, related to facilities for the preparation and distribution of food from the portable building;
  - Physical impacts/features of the proposal should be considered. Physical impacts may include noise nuisance, littering and activities related to the use of the site by patrons/clients outside the building and trailer, location and appearance of the trailer, parking for staff and volunteers, up-keep of the property and buffering between the site and the adjacent single-family residences;
  - The following information on existing "nearby" social services within Surrey City Centre, north of 104 Avenue, is provided as information:

Services in the area for homeless persons:

- Front Room – 24 hour Drop-in Centre, 10667 - 135A Street (evening meal, laundry, shower, community resources);
- Gateway Shelter - 36 bed temporary homeless shelter (i.e., November to March), 10667 – 135 A Street;
- Klahowya Aboriginal Centre - cultural programs, meals, homeless youth drop-in centre, 13629 – 108 Avenue;
- Surrey Reconnect – Services to Street Youth, 10667 - 135A Street;
- Salvation Army – Mobile Food/Social Services Truck; and
- Surrey North Community Health Centre/Free Medical Clinic, 10693 135A Street;

Other existing community service uses in the area:

- Children's Foundation, 10453 - 137 Street;
- Community Living Support Program, Surrey Community Services Society, 10677 King George Highway;
- Cwenengitel Aboriginal Support Program, 13321 - 108 Avenue;
- Djaef Mahler AIDS Benefit Society, 10693 - 135A Street;
- Surrey HIV/AIDS Support Network, 10693 - 135A Street;
- Metis Family Services, 10615 King George Highway; and
- MCC Thrift Store, 10653 King George Highway;
- Union Gospel Mission Thrift Store, 10776 King George Highway;
- SRS Vocational Services Society, 10694 - 135 Street;
- Surrey Food Bank, 10732 – 135 Street
- Surrey Mental Health & Addictions, Gateway Station Tower, 13401 108 Avenue;
- Ministry of Children and Family Development, 13680-105A Avenue; and

- Surrey RCMP District #1 - 10720 King George Highway;
- The proposed Stage 1 program is permitted, under the current CD Zone on the subject property, as a community service use. However, the Society will need to obtain a building permit and business license from the City, which would only be issued, subject to compliance with all City by-laws and regulations and the regulations of other agencies, such as the Fraser Health Authority and subject to Council approval. Such compliance will require a fair amount of effort and time on the part of the Society, based on staff's review of the proposal.

### **Issues with Stage 2 and Stage 3**

- The Society will need to obtain a building permit and business license from the City, which would only be issued, subject to compliance with all City by-laws and regulations, including the regulations of other agencies such as the Fraser Health Authority and subject to Council approval;
- The Stage 2 and Stage 3 programs are proposed to be carried out inside the existing building, subject to some renovations being completed;
- Several uses, such as cold/wet emergency shelter, 12-step recovery program, drug recovery and relapse prevention, Children-at-Risk, minimum barrier emergency shelter and step-up/transitional shelter are not permitted under the site's current zoning and, therefore, a rezoning would be necessary if these uses are to be accommodated on the site. The full rezoning process would be necessary, including a public hearing;
- The existing building is in a very neglected condition and, therefore, upgrading and renovation will likely be costly. For building permit purposes, the following requirements should be noted:
  - A registered professional must carry out a building code analysis of the existing building. This analysis of the existing building will establish the necessary upgrading in relation to the requirements of the BC Building Code and the proposed occupancy classifications (uses);
  - A building permit application must be submitted to the City for upgrading the building, based on the code analysis. A registered professional must prepare design drawings and other documentation related to such upgrading, which will need to be submitted in conjunction with a building permit application;
  - Fees are payable for the building permit;
- If Stage 1 is approved under Option B above, Council could require the Society to submit a community impact statement for Council's consideration in addition to conducting a public consultation process as part of the rezoning approval process;
- Depending on the extent of building renovations and site improvements, a development permit may be required. This would be necessary if there are any significant changes to the exterior of the building or the property;
- The number of parking spaces on the site may be a problem, relative to the requirements of the CD Zone or the Zoning By-law, depending on the extent of the uses within the existing building. If there is a deficiency in parking, a Development Variance Permit may be necessary, which would require Council approval, or, alternatively, supplementary parking may need to be located on nearby sites.

### **Course of Action Based on Council's Prior Direction**

Council's Resolution of November 15, 2004 would indicate the following additional action:

The Society should prepare a Community Impact Statement before further consideration of the proposal by Council. It would be appropriate for the Society to hold a public information meeting as part of preparing the Statement.

### **CONCLUSION**

It is recommended that Council provide direction to staff with respect to the processing of building permit

applications and business license applications to allow NightShift Street Ministries Society to use the property at 13674 Grosvenor Road for a multi-faceted mission centre.

Murray Dinwoodie  
General Manager  
Planning and Development

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Attachments:

Appendix I Delegation Package from NightShift Street Ministries – November 29, 2004

Appendix II Map Showing Location

Appendix III Air Photo

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Appendix I





















Appendix II



Appendix III





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