

**PARKS & COMMUNITY SERVICES COMMITTEE  
RECOMMENDATION INDEX  
Wednesday, July 21, 2004**

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**C. DELEGATION**

**1. Elizabeth Fry Society of Greater Vancouver**

It was Moved by Councillor Villeneuve  
Seconded by P. Glass  
That the Parks and Community Services Committee supports the project  
in-principle and would recommend that Council encourage the organization to follow through the planning  
process and take the next steps.

Carried

**2. Seniors Housing Information Program**

It was Moved by Councillor Tymoschuk  
Seconded by N. Beuk  
That the Parks and Community Services Committee would recommend  
to Council that a letter of support be provided for the Seniors Housing Information Program.

Carried

**D. NEW BUSINESS**

**1. Parkland Encroachment Policy Presentation and Discussion**

It was Moved by Councillor Villeneuve  
Seconded by R. Soares  
That the Parks & Community Services Committee advises that it  
endorses the proposed encroachment policy.

Carried

**City of Surrey**

***Parks & Community Services Committee  
Minutes***

Boardroom  
City Hall West  
7452 - 132 Street  
Surrey, B.C.  
**WEDNESDAY, JULY 21, 2004**  
Time: 7:00 p.m.



**Present:**

Chairperson: M. Martin  
Councillor Villeneuve (7:11 p.m.)  
Councillor Tymoschuk  
N. Beuk  
M. Connor (7:07 p.m.)  
R. Soares

**Absent:**

Councillor Steele  
B. Sandhu

**School Board Trustee:**

P. Glass (7:05 p.m.)

**Also Present:**

U. Mital, City Manager  
G. McKinnon, General Manager, Parks,  
Recreation & Culture  
S. McKinnon, Manager Arts & Community  
Development Services  
J. McLeod, Manager Long Range Planning &  
Policy Development  
G. Ward, Manager, Parks and Urban Forests  
J. Lamontagne, Manager, Planning, Research &  
Design  
S. Palmer, Legislative Services

**A. ADOPTION OF AGENDA**

The Committee is requested to pass a motion adopting the agenda of July 21, 2004.

It was  
meeting be adopted.

Moved by Councillor Tymoschuk  
Seconded by R. Soares  
That the Parks and Community Services agenda for the July 21, 2004

Carried

**B. ADOPTION OF MINUTES**

Adoption of the minutes of the Parks & Community Services Committee meeting held May 19, 2004.

It was  
19, 2004 be adopted.

Moved by R. Soares  
Seconded by N. Beuk  
That minutes of the Parks and Community Services Committee of May

Carried

**C. DELEGATION**

**1. Elizabeth Fry Society of Greater Vancouver**

Requesting the support of the Parks and Community Services Committee for its proposal to co-locate Sheena's Place (presently located in Whalley) and Liz's Place (located in Fleetwood) to a new location in Fleetwood. The Society has been speaking to members of the Planning Department who have been helping them to find a suitable location in the Fleetwood area.

Ms. Shawn Bayes, Executive Director, Elizabeth Fry Society of Greater Vancouver (the Society) was in attendance and provided the following comments:

- The Society has been working with high risk women and children for 65 years and opened Sheena's Place, located in Whalley, the first residential treatment center for women and their children, in 1993.
- The first residential treatment program in B.C. (Liz's Place) was established for people on methadone with poly-substance abuse, which is located in the Fleetwood area.
- The Society has been accredited by the Council on Accreditation attesting that the organization meets the highest national standards and is delivering the best quality services to the community.
- The Society is proud to join COA's Community of Excellence that includes more than 1,000 private and public organizations that serve over 6,000,000 children, individuals, and families in the United States and Canada.
- Since opening in 1993, the organization has had to turn away increasing numbers of women requiring support each year (1,200 in the previous year).
- Eight hundred women and children are assisted each year and of the numbers of people coming through the shelter, 42% have been charged with criminal activity, 37% have been diagnosed as struggling with drug addiction, and 36% with mental health issues or infectious diseases.
- The Society has met with Planning & Development staff, who provided advice as to site selection that would meet the needs of the community and fit within the City's land use plan.
- Two sites were selected - one in the Fleetwood area and one in Cloverdale.
- There is already an existing facility in the Fleetwood area, which is the Northwood United Church located at 161 Street and 82 Avenue. An agreement-in-principle is underway to purchase the property.
- Co-locating Liz's Place and Sheena's Place to the proposed site would enable an expansion of beds from 16 to a projected 24, contingent upon the site and zoning with 15 longer term transitional housing units for

women and their children, the provision of outreach services, addictions counselling, meeting space for community groups and a women's drop in support center.

**Discussion:**

It was noted that the Society has a letter of intent from VanCity and a letter of support for SCPI funding.

The statement was made that the proposed location is in a residential/multi-family area. To address any problems that may arise, the Society holds annual Open Houses and it was noted that the Society receives support from various Christian schools and churches in the area by way of donations. It was also pointed out that the Society would next approach the local residents' associations, churches, and area residents regarding the proposed relocation.

The subject of proposed parking was discussed and it was stated that most clients don't have vehicles. Staffing currently comprises no more than 10 persons at any one time in the building. The current proposal is for 33 parking spaces.

Further comments were then provided:

- The length of stay for transitional housing is from 18 months to 2.5 years.
- End stage housing is for clients who require ongoing stability, meaning a stay of a longer period of time.
- Security measures are in place through surveillance cameras, doors that lock automatically at 6:00 p.m. and don't unlock until 8:30 a.m., a buzzer system to gain entry, and highly educated, specially trained staff. The environment is built in such a way as to provide a high degree of visibility to ensure the safety of staff and clients.
- The Society does not discharge anyone to the street; they are ensured they have a place to go.
- The cold, wet weather program is offered at the New Westminster facility only.

It was

Moved by Councillor Villeneuve

Seconded by P. Glass

That the Parks and Community Services Committee supports the project in-principle and would recommend that Council encourage the organization to follow through the planning process and take the next steps.

Carried

**2. Seniors Housing Information Program**

Requesting that the Committee recommend that Council send a letter of support for the Program's Expression of Interest to HRSDC for phase three funding to support two full time outreach workers and a resource developer to ensure program sustainability.

Note: At the Public Hearing held June 21, 2004, Council referred this delegation request to the Parks and Community Services Committee.

Val McDonald, Executive Director, Seniors Housing Information Program (SHIP) was in attendance and provided the following comments:

- SHIP has provided information on housing and services for seniors living in or wishing to live in the Lower Mainland of B.C. since 1987.
- Many of these seniors and vulnerable adults have no support systems and depend on community-based services to assist them.
- 1600 seniors and vulnerable adults, 267 of them identified as homeless or at risk of homelessness, were served in 2003/04.
- SHIP began offering client outreach services in 2000 funded by Human Resources Skills Development Canada (HRDC), Supporting Community Partnership Initiatives (SCPI) through the Regional Steering Committee on Homelessness.
- SHIP Client Outreach staff work one-on-one with seniors in order to assess the short and long-term

housing and health care needs of the individual and then proceed to search for safe, emergency housing and services, assist them in securing safe and stable long-term housing, and provide advocacy and support, including working with housing providers to prevent or avoid eviction.

- In 2003, Outreach staff were able to secure housing for over 100 of their clients.
- SHIP provides research and senior housing forecasting tools for developers.
- In terms of client intake, SHIP receives and manages approximately 200 seniors per month.
- A report titled, "Out of Sight - Out of Mind" was produced in 2002 illustrating the growing trend of seniors homelessness and reinforcing the need for emergency housing and services for seniors. The report was prepared by Hightower and Associates and may be viewed at [www.seniorshousing.bc.ca](http://www.seniorshousing.bc.ca).
- Funding was secured by the Greater Vancouver Housing Corporation, B.C. Housing, City of Vancouver, and HRDC, as well as SCPI funding for 2004/05.
- The organization works primarily in New Westminster, Burnaby, Coquitlam, Surrey, and Richmond.
- The client caseload just for Outreach Services has increased from 17 to 95 clients, there has been an increase of homelessness and at risk seniors to 54 in the last quarter, and a database is currently being prepared to show the lack of available services.
- SCPI funding to support the needs of the homeless will end March 31, 2006.
- SHIP Outreach services costs \$120,000 annually to sustain.
- SHIP would like to work directly with Surrey, to pursue a joint funding initiative with the municipalities of Vancouver, Richmond, Burnaby, New Westminster, and Coquitlam. Other funding sources, such as corporations, would be explored as well.
- Funding is required to hire part-time staff to help with a sustainability plan.

## Discussion

A brief discussion ensued with respect to counselling services for seniors regarding budgeting and V. MacDonald responded that staff is available, on site, to deal with seniors with addictions, not able to live independently, and having trouble budgeting.

The suggestion was raised to contact various service clubs for funding, to which the response was that SHIP had already approached those groups and learned that service clubs don't fund ongoing program costs.

Councillor Villeneuve commented that there is funding available through service clubs, banks, and one time grants from cities for capital projects - not sustainable funding unless there is buy-in from the federal and provincial governments. She continued that it is difficult for cities to get involved in programming costs but a lobbying role could be played.

V. MacDonald noted that SHIP has received letters of support from the Ministry of Community, Aboriginal and Women's Services and then advised that the UBCM had recently been awarded \$2 million to work with municipalities to put a process into place to look after the needs of our aging population.

The suggestion was then made to partner with an existing society. V. MacDonald commented that they had formed a partnership with the Western Society for Seniors Services sharing office space, services and rent. In addition, it was noted that SHIP has forged strong partnerships with organizations such as B.C. Housing, the Coalition to End Abuse for Seniors, the Brain Injury Association, Vancouver Coastal Authority and the Fraser Health Authority but that did not mean that dollars are available.

N. Beuk commented that it is time to re-educate the children of aging persons to the need of providing housing for aging parents.

V. MacDonald noted that they would like to have a letter of support from the City on Surrey on file for future funding applications and to create an opportunity in the municipality to talk about the needs of an aging population and whose responsibility it is to meet their needs.

Discussion ensued with respect to granny flats or secondary buildings on lots as approved by the City of Langley. It was pointed out that under Family Law, children are responsible by law to care for aging parents.

Councillor Villeneuve commented that the City has a new zone incorporating the use of coach houses wherein people

could provide granny or accessory suites on their property to house elderly parents.

The suggestion was raised to approach the faith community for support as looking after aging parents becomes a moral principle.

It was Moved by Councillor Tymoschuk  
Seconded by N. Beuk  
That the Parks and Community Services Committee would recommend to  
Council that a letter of support be provided for the Seniors Housing Information Program.  
Carried

## **D. NEW BUSINESS**

### **1. Parkland Encroachment Policy Presentation and Discussion**

The Manager, Parks and Urban Forests was in attendance and provided a PowerPoint presentation with respect to parkland encroachment. The following comments were then provided:

- Approximately 40% of Surrey's parkland is natural featuring forested areas like Green Timbers and Surrey Lake.
- It is essential that parkland is managed for core recreation purposes; some areas are designated as wildlife refuges and some are managed for habitat for environmental reasons.
- There are hundreds of kilometers of private property bordering these areas and visited infrequently by parks staff, usually only by request or through hazardous tree management programs.
- There are 480 such sites in Surrey and of those, 445 have the potential for encroachment.
- A random, scientific sampling was undertaken of 35 sites, which indicated an 80% encroachment rate or 28 parks surveyed have encroachments.

The Manager, Parks and Urban Forests then provided a visual sampling of various encroachments on city parkland. It was noted that the majority of encroachments occur in natural areas or parkland that is slated for development and it has been found that when one adjacent landowner encroaches, their neighbours often follow suit. He continued that encroachment into parks takes on many forms, including:

- Clearing native vegetation to increase back yard size of private residences;
- Installation of lawns, swing sets, trampolines, vegetable gardens, tree forts, etc.;
- Truck and recreational vehicle parking;
- Development of permanent structures such as garages, patios, and other outbuildings.

The statement was made that the total estimated natural park area encroached upon measures 10.9 ha or 26.9 acres, roughly the size of 16 soccer fields or an area larger than Holland Park or Dartshill Park or Hazelnut Meadows and results in the loss of city land for community benefit.

#### **Discussion:**

The Manager, Parks, Recreation & Culture referenced an on table memo relative to the topic of encroachment on parkland. He continued that the major concern is that of liability, which, once the City becomes aware of a situation on City lands that may be hazardous, the city is expected to act in the best interest of the City and general public. Various options were then discussed.

The City Manager commented that existing policy did not address the problems of liability sufficiently and concerns of significant increase in encroachments.

He noted that the City is receiving calls from citizens asking why some residents are permitted to use parkland for their exclusive use.

The statement was made that it would be time consuming and expensive to deal with separate rental

agreements as property owners change constantly and that the Committee should look at developing and supporting a policy advocating more proactive measures to be taken as complaints are received.

Councillor Tymoschuk left the meeting at 8:38 p.m.

It was noted that the current encroachment policy transfers liability to the property owner but does not cause them to remove anything, in other words, the action is grandfathered. A brief discussion then ensued with respect to the Gilley Street encroachment.

Councillor Tymoschuk returned to the meeting at 8:40 p.m.

The suggestion was made that a policy be developed allowing for no encroachment, complaints would be acted upon, liability passed on to the property owner, and a clear message sent by the City that other encroachments be removed.

Discussion then ensued with the following comments being provided:

- Policy should include notification to residents of the encroachment, providing them with an option to remove or to enter into a rental/lease agreement with the City.
- Educate the public on encroachment and also the danger of growing ivy, which destroys parkland and follow up with zero tolerance.
- Some property owners had indicated that they wish to retain the encroachment for its resale value and the suggestion was made that the City rent that portion of land to the owner, ensuring that disclosure is made upon the sale of the property.
- If people are trespassing knowingly, and the City confers this benefit to these individuals, not all would do so legally. It is not advisable to deal with some people differently than others and there are environmental and legal issues as well.
- Removal of encroachments may be done through By-law enforcement and if the owner is not willing to enter into a rental agreement, any City expense for removal could be put on the tax roll.
- The focus of the policy should be on liability issues, fairness and the rate of increase of encroachment.

The Manager, Parks and Urban Forests commented that a cost benefit analysis had not yet been undertaken. He noted that due to tree hazard issues, introduction of invasive plant species, dumping, and complaints, the costs of not removing encroachments are high. He stated that guidance from the Committee is requested to give the go ahead to deal more aggressively with these types of encroachments.

The comment was made that staff are frustrated due to the lack of action and it is believed that the City could stem the tide of encroachments within five years through education and action.

With respect to transferring legal liability for encroachments, the suggestion was raised to consider the use of legal instruments such as restrictive covenants for significant situations. It was noted that this might act as a deterrent and provide the owner with an option to give up the encroachment. The Manager, Parks, Recreation & Culture stated that staff would spend the time to remove encroachments over an extended period of time, and following through with an aggressive education campaign.

Based on the discussion, the City Manager summarized the following as the main elements of a proposed Encroachment Policy:

1. removal of "outright" liability creating encroachments;
2. use of Restrictive Covenants on titles making the homeowner legally responsible for liabilities as a means of deterrent for future encroachments;
3. aggressive education program; and .
4. option of Rental Agreements.

It was

Moved by Councillor Villeneuve  
Seconded by R. Soares

That the Parks & Community Services Committee advises that it endorses the proposed encroachment policy.

Carried

**2. Policy Discussion Regarding Individual Park Lots in Subdivisions**

The Manager, Planning, Research and Design provided a PowerPoint presentation and comments regarding individual park lots in subdivisions.

He noted that a typical park dedication of 5% is dedicated for the purposes of providing walkways and sewer upgrades from one subdivision to another.

He stated that a request had been received from one property owner residing next to an existing walkway to purchase a portion of the land in order to maintain it to his level of satisfaction.

Discussion ensued with respect to the request and the following comments were provided:

- If sold, proceeds from the sale of a portion of the property would be minimal (\$5,000 to \$6,000). If sold as one lot, proceeds could reach as high as \$150,000 and would be legally sub dividable.
- If a portion of the property were sold, the subdivision would be rendered as non-conforming and every house would have to be re-zoned.
- Other alternatives include:
  - leasing a portion of the property to the requestor;
  - allowing the encroachment; or
  - enrolling the property owner in the Partners-in-Parks volunteer program.

M. Connor left the meeting at 9:07 p.m. and returned at 9:09 p.m.

In addition, the statement was made that under new legislation, the proposal would have to go through a counter petition or alternate approval process. The City Manager noted that there is flexibility within the *Community Charter* to determine the catchment area.

The Manager, Long Range Planning and Policy Development commented that under the *Local Government Act*, money from the sale of parkland has to go to the Parks Acquisition program to purchase more parkland. The statement was then made that these types of park uses are not being continued because they are expensive and non-utilitarian based on CPTED principles.

Councillor Villeneuve suggested that property owners be elicited to become involved in the Partners-in-Parks program which has been successful as a socializing tools for seniors and others, encourages enjoyment of the City's parkland, community events, and the development of such projects as community gardens. She advised these steps should be taken before land is sold and that a brochure should be developed and distributed on the Partners-in-park program.

A brief discussion ensued with respect to community gardens and the following comments were provided:

- Surrey's projected population is expected to reach 400,000 over the next year and to grow to 560,000 over the next five years.
- Green space is increasing difficult to achieve.
- Strathcona Park has a waiting list for its community gardens.
- More energy needs to be directed to protecting small parks and land use contributed by developers for specific purposes.

N. Beuk discussed the life cycle of small park playgrounds and maintenance of these playgrounds by surrounding residents.

**3. Update for Major Capital Projects**

The Manager, Planning, Research and Design provided the following update for major capital projects:

**1. Air Conditioning Project - Parks, Recreation & Culture**

Discussion ensued with respect to the provision of a digital direct control air conditioning system, which can be adjusted from the Works Yard. It was noted that final installation of the software system is underway and the system operational within the next day or two.

**2. New Sign - Bear Creek Park - Surrey Arts Centre**

It was noted that Council had approved the Development Variance Permit for the new Bear Creek Park sign for the Surrey Arts Centre. The comment was made that the sign would be a variable message sign advertising various events taking place at the Arts Center.

**3. Tender - Surrey Museum**

It was stated that the Surrey Museum tenders are due July 22, 2004 at 11:00 a.m. The project will be located at Highway No. 10 and 176 Street in Cloverdale adjacent to the existing Seniors Center heritage City Hall. The proposed design integrates well with the 1912 heritage City Hall and will become a landmark for the City. Drawings for the project were shown to the members of the Committee.

**4. North Surrey Recreation Center Renovations**

The comment was made that Council approved improvements to the North Surrey Recreation Center including the expansion of the lobby area reflecting the design of the Central City Tower and addition of a weight and cardio area. The proposed renovations will provide transparency and follow CPTED design principles. It was noted that there has been a lot of interest from the community and SFU students in the proposed additional weight and cardio facilities.

**5. Fraser Heights RCMP Satellite Office and Community Centre**

Discussion ensued with respect to the proposed Fraser Heights RCMP satellite office, small community center, skateboard park and playing field. The location will be in the area to the south of the Fraser Heights Senior Secondary School at 160 Street and 104 Avenue. The design would be an economical tilt-up construction, which is quick to build and would provide a nice transition from the RCMP offices to the proposed gymnasium location. In response to a question from P. Glass, the statement was made that the design fits all seismic load requirements.

**6. South Surrey Multipurpose Facility**

The statement was made that Council approved the Development Permit for the construction of the South Surrey Multipurpose facility to be located in the area of the existing youth center. It was noted that there would be room for future expansion, and would feature a community lounge space and kitchen facility similar to the Guildford Community Center, for use by various community groups. The comment was made that social programming connecting with the seniors community would be provided as well.

The project timeline includes construction starting in September 2004 and completion projected for September 2005.

**7. Bear Creek Parking Lot Expansion**

Discussion ensued with respect to the proposed modification and expansion of the Bear Creek parking lot, which will be going before Council for approval. It was noted that the parking spaces would be of regulation size.

**8. South Surrey Swimming Pool**

An update was provided regarding the proposed South Surrey swimming pool renovations. The

comment was made that the family change room would be relocated and renovated, washrooms upgraded, and the parking lot modified and expanded providing more visibility, easier access, and lighting in accordance with CPTED principles. It was noted that pools are shut down every third year for maintenance and the proposed renovations would be combined with maintenance work during the scheduled shut down. The comment was made that there are no proposed changes to the existing hot tub.

**9. Surrey Sport & Leisure Complex**

It was reported that Council approved renovations to the Surrey Sport & Leisure Complex on July 19, 2004. Renovations include the addition of two multipurpose rooms with a removable partition and viewing area for ice rinks. It was noted that the facilities may be used for Council meetings during renovations of the City Hall Chambers and that there would be seating for over 200 people and kitchen facilities.

**10. Fleetwood Recreation Center Improvements**

An update was provided regarding improvements to the Fleetwood Recreation Center noting that a new RCMP satellite office would be added to the center, in coordination with the Guildford RCMP office. It was noted that gym space would be fully enclosed and additional meeting space provided.

**11. District Office #2 - 104 Avenue and 148 Street/Fire Halls #2 and #6**

The target construction end date for District Office #2 is expected to be November 2004 and staffing on site by December 2004. As well, renovations at Fire Halls Nos. 4 (104 Avenue and 144 Street) and 6 (152 Street and Fraser Highway) are underway.

**12. City Hall Renovations**

The Manager, Planning, Research and Design noted that a presentation on the proposed City Hall renovations would be forthcoming to Council for feedback before plans are finalized.

The City Manager then commented that there is a serious challenge in managing the building capital program for this year in that all preliminary cost estimates were done in mid-2003 and costs have since increased by 2.5%, presenting very serious challenges in bringing tender bids back on budget. He noted there would be some cost overruns. The statement was made that there has been a 25% increase in costs associated with construction since last October and increases are continuing on a monthly basis.

**E. ITEMS REFERRED BY COUNCIL**

Note – See Item C. 2, Seniors Housing Information Program Delegation.

**F. CORRESPONDENCE**

There were no correspondence items at this time.

**G. INFORMATION ITEMS**

**1. Children's Festival**

An information report was submitted by Community Development Services on the status of the Surrey Children's Festival.

It was

Moved by N. Beuk

Seconded by Councillor Tymoschuk

That the information report regarding the status of the Surrey Children's

Festival be received.

Carried

## **H. OTHER COMPETENT BUSINESS**

### **1. Allocation Schedule - Cloverdale Artificial Turf Update**

The Manager, Parks, Recreation & Culture commented that he had met with the Manager, Business Opportunities and Athletic Fields with respect to allocation times for the Cloverdale artificial turf site. He noted that field times for soccer and football practices on the synthetic turf necessitate the reallocation for existing grass and playing fields. He stated that an agreement-in-principle might have been reached in shifting training and game times.

Councillor Tymoschuk commented that sporting communities should utilize the artificial turf fields. The Manager, Parks, Recreation & Culture then noted that the allocation schedule indicates that field usage typically starts at 5:00 p.m. and that the sporting community was being encouraged to move their practice and games times closer to 3:30 p.m. and 4:00 p.m. He added that coaches had indicated that they have a difficult time attending earlier practices. It was noted that the fields are fully used on weekends. He advised that staff would review the matter further and report back. He then added that the allocation policy encourages the community to work together for resolution, however, staff makes the ultimate decision.

### **2. Fall Sports & Leisure Guide**

P. Glass commented that the new Fall Sports & Leisure Guide is a nice-looking publication, however the photograph and description of the Parks & Community Services Committee does not accurately reflect the composition of the committee. The General Manager, Parks, Recreation & Culture advised the matter would be resolved.

### **3. Delegations to Parks and Community Services Committee**

Councillor Villeneuve requested a policy be developed with respect to delegations requesting letters of support for funding. She continued that their requests must fit certain criteria and asked staff to undertake background investigations of the various organizations requesting support.

The suggestion was made that the process follow that of Council-in-Committee whereby the Committee hears the delegation, then has a question and answer period, after which point a decision is made at another point in time. The request was made that staff provide a policy in memo form suggesting a delegation appearance format for the Parks & Community Services Committee.

### **4. Proposed Barbeque**

The matter was deferred to the September meeting.

## **I. NEXT MEETING**

The next Parks and Community Services Committee meeting has been scheduled for September 15, 2004.

## **J. ADJOURNMENT**

It was

Moved by Councillor Tymoschuk  
Seconded by R. Soares  
That the meeting do now adjourn.  
Carried

The meeting adjourned at 9:46 p.m.

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Margaret Jones, City Clerk

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Acting Chair: Mary Martin  
Parks and Community Services Committee