

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0129-00

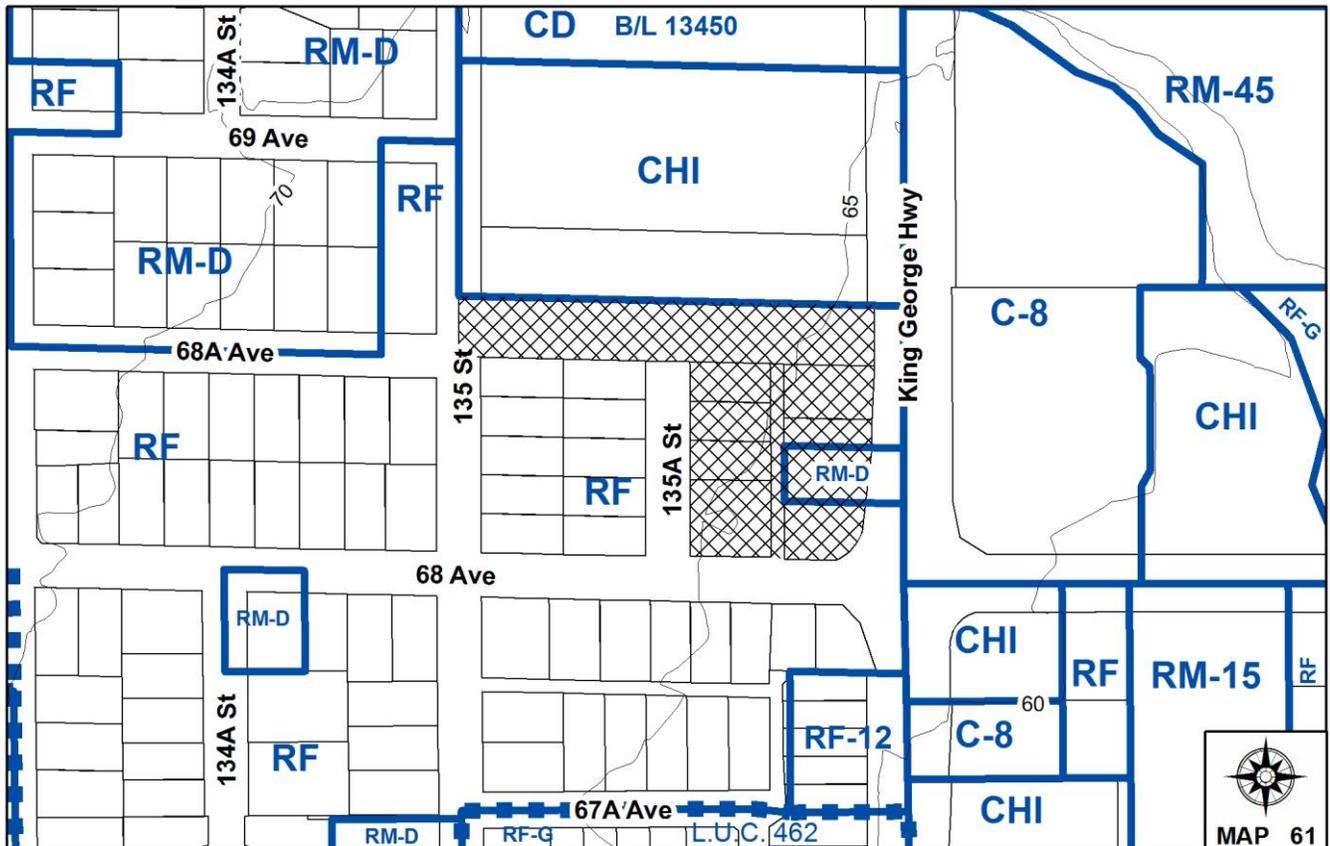
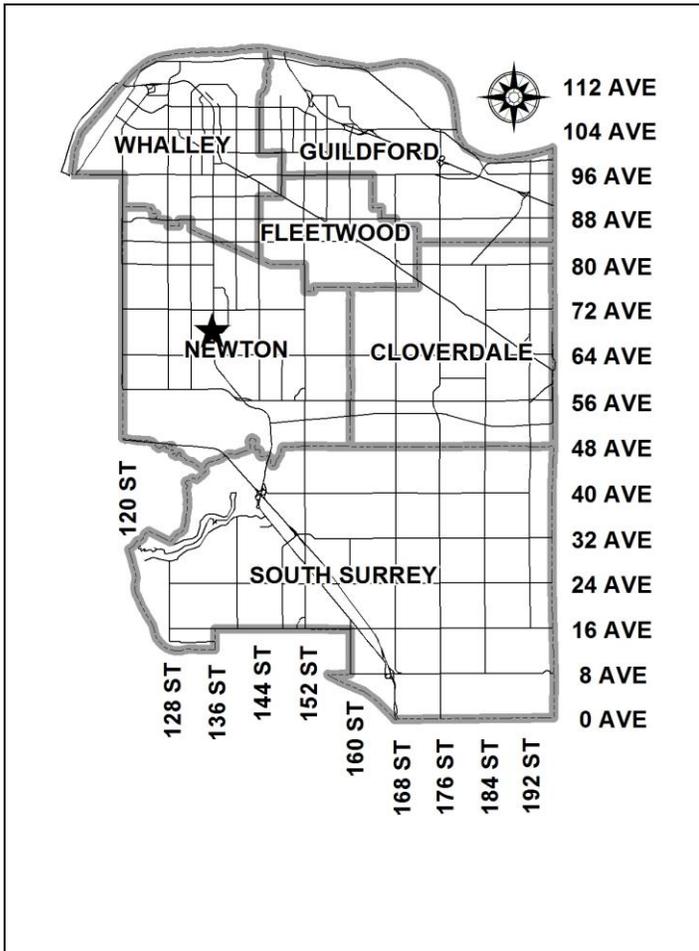
Planning Report Date: July 27, 2009

PROPOSAL:

- **OCP Amendment** from "Urban" and "Commercial" to "Multiple Residential" and from "Commercial" to "Urban"
- **Partial Rezoning** from RF and RM-D to CD (based on RM-30)
- **Development Permit**

in order to permit the development of a 36-unit drug and alcohol recovery supportive housing development.

LOCATION: 6800 Block of King George Highway
OWNER: The John Volken Foundation
ZONING: RF and RM-D
OCP DESIGNATION: Urban and Commercial
LAP DESIGNATION: Urban Residential



RECOMMENDATION SUMMARY

- Refer the application back to staff to work with the applicant to modify the proposal based on the parameters included but not limited to those outlined in this report prior to the application proceeding to By-law Introduction.

DEVIATION FROM PLANS POLICIES OR REGULATIONS

- The site is designated "Commercial" and "Urban" in the OCP, and is also designated "Highway Commercial" and "Urban Residential" in the Newton Local Area Plan (LAP). The applicant, Welcome Home, proposes amendment to both OCP and LAP designation to allow development of a long-term, drug and alcohol recovery supportive care housing project, based on the Therapeutic Community (TC) model.

RATIONALE OF RECOMMENDATION

- Welcome Home would provide additional addiction treatment and recovery capacity in Surrey, in keeping the City's Crime Reduction Strategy (CRS). Welcome Home has operated in Surrey for the last five years in residential group homes in proximity to the site, and has recently completed their retail warehouse facility north of the subject development site. Welcome Home is committed to providing a rehabilitation services to the community and to be a positive contributor to the social well-being of the City.
- Despite the above, the Welcome Home proposal raises the following concerns which have been discussed with the applicant, but to date remain unresolved:
 - While located on an Arterial road, the site is at an edge of single family residential neighbourhood;
 - The scale of the proposed facility is substantial relative to other recovery facilities, with a proposed maximum build-out of 72 units and 192 people (pending the number of people per unit);
 - Welcome Home has yet to provide a clear understanding of the clientele of the facility, and the selection process employed for selecting the residents in the program;
 - Welcome Home has yet to establish how the proposal will satisfy the need for accountability and oversight of the proposed facility by external authorities/agencies, in order to ensure appropriate standards of practice for such facility; and
 - The public consultation for the proposal (pre-notification letters, development signage and two (2) public information meetings) has generated concerns by residents about locating this facility in this residential neighbourhood, as well as concern about the over-concentration of social housing and socially-impacting uses in the Newton area.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council refer the applicant back to staff to work with the applicant to modify the proposal, in accordance with the parameters outlined in this report, prior to the application proceeding to By-law Introduction, including but not limited to the following:
 - (a) Reduce the scale and number of occupants of the proposed facility;
 - (b) Obtain Provincial Licensing approval or Accreditation; and
 - (c) Confirm the clientele and selection process for occupants.

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix II.
School District:	The School District does not have any comments regarding this proposal.
Parks, Recreation & Culture:	The Parks, Recreation and Culture Department expressed concerns that this project will place pressure on existing parks, recreation and culture facilities in the area. The applicant will be discussing this issue with City staff. The Welcome Home facility includes a gymnasium and amenity space for residents. The applicant further noted that said gymnasium can be made available to the public, in the future.
Surrey RCMP:	The RCMP is not opposed to the project in principle, and has indicated that the proposed housing development falls within the outline of the Surrey Crime Reduction Strategy, under the ability to "rehabilitate" and "regenerate" strand. However, the RCMP is cautious about this facility in regards to its size and the fact if alls outside of the traditional Provincial Licensing health model.
Crime Prevention Office:	The Manager of Crime Prevention can support the project in principle because it will provide additional addiction treatment and recovery capacity for Surrey. However, concerns have been raised about the size of the facility, oversight and accountability, and operational issues such as safety and security.

SITE CHARACTERISTICS

Existing Land Use: The site is currently vacant.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	Commercial building.	Commercial	CHI
East (Across King George Highway):	Shopping plaza.	Commercial	C-8
South (Across 68 Avenue):	Single family dwellings.	Urban	RF
West (Across 135A Street):	Single family dwellings.	Urban	RF

DEVELOPMENT CONSIDERATIONSBackground*Location and Proposed Land Use*

- The subject site, which is approximately 1.3 hectares (3.2 acres) in area, comprises nine (9) properties and a portion of an existing dedicated lane, which is considered surplus and is proposed to be closed and consolidated with the site. The properties are located at the northwest corner of 68 Avenue and King George Highway, and are zoned RM-D and RF. The site is designated "Commercial" and "Urban" in the Official Community Plan (OCP) and "Highway Commercial" and "Urban Residential" in the Newton Local Area Plan (LAP).
- The proposal is consolidate the properties and the surplus lane and rezone to allow the development of a 72-unit, long-term supportive care housing project for drug and alcohol recovery, based on a Therapeutic Community (TC) model. The first phase of the project proposes development of 36 units.
- The original proposal was to develop the entire project (72 units consisting of 24 studio units; 20, one-bedroom units; 20, two bedroom units and 8, three-bedroom units) at one time. However, due to concerns regarding the size of the complex raised by staff and the public, the applicant has agreed to phase the project by developing the 36 units as a first phase.
- The proposal requires an OCP amendment from "Commercial" and "Urban" to "Multiple Residential" and "Urban", and an LAP amendment from "Urban Residential" and "Highway Commercial" to "Multiple Residential (Townhouse)".

Welcome Home Society

- The applicant, The Welcome Home Society (Welcome Home), is a non profit organization, funded exclusively by the John Volken Foundation. It currently operates a long-term, abstinence-based, residential program, for individuals recovering from alcohol and drug related addiction problems or individuals who had trouble with the law. There are currently 16 men participating in the program in several group homes in the Newton area in the vicinity of the site.
- The Welcome Home program has operated in Surrey since 2004 and is not regulated by any level of government nor does it receive any government funding.
- The Welcome Home recovery program is modelled on The Therapeutic Community (TC) Model. A TC is described as a peer-based drug-free environment in which people with addictive (and other) problems live together in an organized and structured way in order to promote change and make possible a drug-free life. There is little published literature on the Therapeutic Community (TC) Model. The most recent example of information is a study conducted by the John Volken Foundation and the City of Vancouver Social Planning Department, entitled "The Therapeutic Community Treatment Model", which is summarized in Appendix IV.
- Welcome Home representatives indicate that occupants at this residential facility are taught all aspects of successful living within a safe and stable environment with a focus of addressing their substance abuse problems. The participants advance their education, acquire practical job skills, cultivate proper social behaviour, and learn a new way of life while at Welcome Home. Once life challenges have been overcome and a new way of life adopted, the participants would leave the facility and continue their lives forward in a positive way.

Specifics of the Welcome Home Program

- The program is a self-help approach, which evolved outside of mainstream psychiatry, psychology and medicine, where a person is rehabilitated through peer role models and peer pressure, augmented by non-program participant staff. This approach falls outside of the conventional health model of drug and alcohol recovery.
- The current program is for men only. However, depending on the future success of the male program, Welcome Home intends to introduce a program for women, who have similar problems as the men.
- An outline of the Welcome Home Program is provided in Appendix V.

PRE-NOTIFICATION AND PUBLIC CONSULTATION PROCESS

- The following public consultation process was undertaken for this project:
 - Development Sign on the property advertising the development;
 - Direct mail out of pre-notification notices to property owners within 100 metres (300 ft.) of the site; and
 - Two (2) Public Information Meetings.

- As part of rezoning, pre-notification letters were sent out to property owners within 100 metres (300 ft.) of the proposed development, on July 3, 2007. Staff received 29 letters and two (2) partitions, opposing the proposed development. Of the 29 letters, three (3) had multiple signatories (one with 4 signatures, another with 9, and a third with 32 signatures). All except two of the letters were sent via e-mail, and majority did not include a home address, therefore, it is not possible to verify by location.
- Two petitions against the proposal, signed by 898 people, were submitted; one on March 12, 2008 to the Planning & Development Department and the other on November 10, 2008 to the Clerk's Office. The 898 people are individuals who have signed the first petition and/or second petition. 862 people listed an address that was verified to be within the City of Surrey, and 36 outside Surrey (see location map attached as Appendix VI.).
- The main concerns raised in the letters and the petitions were:
 - Over concentration of social and correctional services and housing along King George Highway and in the general Newton Town Centres area;
 - Increase safety risk for the Newton community especially for seniors and children; and
 - The negative impact of quality of life for the area residents and businesses.

Public Information Meeting (PIM)s

- As part of the public consultation process, staff requested that the applicant hold a Public Information Meeting (PIM), which was held on October 30, 2007. A second PIM was subsequently held on May 6, 2009.

October 30, 2007 PIM

- The first PIM was held on October 30, 2007, to seek input from the local community and to solicit feedback from area residents.
- 910 invitations were sent to surrounding residents within 1 kilometre (0.6 mile) of the subject site, and to four (4) neighbourhood associations. The applicant estimated that approximately 70 people were in attendance; however there was no comprehensive tally of the number of attendees. Also in attendance were representatives of the Welcome Home Society, the project and two members of City staff.
- Only 8 people signed the attendance sheet. Of the 8 who signed, 7 indicated support for the proposal.
- The meeting was held in an "Open-House" format, with a brief introductory presentation in the beginning, facilitated by representatives of the Welcome Home Society, followed by an open questions and answers session.
- Boards showing the proposed development and summary of the Welcome Home program were displayed at the meeting.
- Below is the summary of the October 30, 2007 Public Information Meeting (PIM) report, prepared by the Welcome Home Society:

- The attendees were generally supportive of what Welcome Home was trying to do, but wished the facility was located away from Newton, which they believe has over-concentration of social and socially-impacting facilities. Some needed more information.
- The residents who were outright opposed to the project were concerned about an "over concentration" of social service agencies in the neighbourhood, as well, which in their view attracted the homeless people and addicts to the Newton neighbourhood. Included in the "over concentration" were motels on King George Highway, cheque cashing (Money Mart) stores and pawnshop stores etc. Hyland House, specifically the overnight housing at this facility, was of concern to the residents.
- Other issues raised were: safety, the size and the lack of public involvement.
- Observations made by staff and a summary of the applicant's report on the October 30, 2007 PIM is provided as Appendix VII.

May 6, 2009 Public Information Meeting (PIM)

- The second PIM was held on May 6, 2009, to address specific issues raised in letters from the residents of the nearby area and by staff. Invitation letters were sent to 161 households and businesses within 100 metres (300 ft) of the subject site and to 4 resident associations in the Newton area.
- The applicant estimated that approximately 50 people were in attendance. A register for attendees was provided, but nobody signed it.
- The meeting was held in a similar manner as the first one, starting with a presentation, followed by an "Open-House" facilitated by representatives of the Welcome Home Society and an open question and answer session.
- The summary of specific issues discussed as a follow-up to the October 30, 2007 PIM and how Welcome Home responded to them, as well as results of the October 30, 2007 PIM are attached at Appendix VIII.

Although some positive comments were made during this second meeting, some community members continued to write to the City, repeating the concern regarding the size of the proposed facility and the deterioration of quality of life of the Newton area, in their opinion as a result of over concentration of social services in the area.

Project Design Review

Detailed review of the proposed site and building design is under way. The project will be designed to high standards, and will include some elements of sustainability. A high quality of landscaping is also proposed. As part of the staff review, CPTED issues will be considered. Should council endorse the recommendations of this report, staff will conclude the design review process, and provide Council with full design details when the project is brought forward for by-law introduction.

PROJECT EVALUATION

While there are some positive aspects for this development, there remains several key concerns which have been discussed with the applicant, but remain unsolved. An analysis of the advantages and disadvantages of the subject are discussed below.

The advantages and community benefits for approving the project are:

- The proposed development will provide additional addiction treatment and recovery capacity in Surrey, in keeping the Surrey Crime Reduction Strategy (CRS). One of the objectives of CRS is to "Rehabilitate and Reintegrate" including providing reasonable opportunities for people involved in destructive or negative behaviours, particularly addictions, to be rehabilitated and reintegrated as productive and healthy members of society. The facility will provide services to men only at the beginning, and gradually providing the ability to introduce women into the program.
- The Surrey RCMP can support the proposed development, citing that the proposal falls within the outline of the Surrey Crime Reduction Strategy, under the ability to "rehabilitate" and "regenerate" strand. The proposed facility buildings have been scrutinized through the auspice of completing a CPTED review via the Advisory Design Panel review process.
- The applicant has agreed to enter into a "Good Neighbour Agreement" with the City, to address any site specific and operational issues with the Community, such as safety and security, which were raised in the two Public Information Meetings. In addition, a housing agreement, which will establish restrictions and conditions of phasing and occupancy requirements of the facility, will be established. The agreement will also ensure that the accreditation and/or licensing be kept current in perpetuity.
- The Welcome Home program has operated in Surrey for the last five years in group homes in the area.
- The proposed facility contributes to the recreation facilities in the City as it has a gymnasium and cafeteria-style kitchen to cater for the needs of the participants, without the need for the program participants to leave the complex, except for their skills training in the merchandise and skills training facility.
- The proposed location is flanked by two (2) major roads, and is well served by transit.
- The site is in close proximity to their general merchandise and skills training facility. The program needs to be location at the subject site because of its proximity to the Life Training Centre, which is being used as training facility for the participants in the program. It is large enough to accommodate the size of the facility that the organization is seeking.
- The proposal will be designed to high quality design, which incorporated a form and character that fits in with the character of the area. The design also induced sustainability features consistent with the City's Sustainability Charter and applies CPTED principles. A preliminary site design is shown on Appendix II.

The disadvantages and outstanding issues of the project are:

- While the site is located fronting King George Highway, which is an arterial road, the site is at an edge of a mature, single family residential neighbourhood. Some residents have expressed concern about locating residents with behavioural problems, many of whom have had problems with the law, within a residential neighbourhood. Staff have discussed with Welcome Home whether alternate sites have been considered for the proposed use, however, the subject site is preferred due to the location of the Welcome Home store, which acts as the Life Training Centre, in the vicinity;
- Although the size of the facility is reduced by ½ from the original proposal size (72 units reduced to 36 units) via phasing the projected capacity when complete is to be 192 people (96 people for each phase), which is substantially in excess of conventional recovery facilities. Staff are discussing the possible permanent reduction of the scale and number of occupants with the applicant;
- Welcome Home has not provided a clear understanding to the clientele that will reside at this facility, or the selection process employed for selecting the participants in the program. Staff are seeking a detailed program of the residents that would be considered as candidates for this facility;
- Welcome Home has yet to establish how the proposal will satisfy the need for accountability and oversight of the proposed facility by external authorities, in order to ensure minimum standards of practice for such facility. The applicant has explored the process of accreditation by the Commission on Accreditation of Rehabilitation Facilities (CARF), as well as the process and requirements of obtaining Provincial licensing approval under the Community Care and Assisted Living Act, however, neither alternative has been confirmed. As of present, the applicant has suspended the accreditation process and is in the midst of exploring licensing requirements with Provincial staff. City staff have advised that the accountability and oversight issue will need to be resolved before the application will be presented to Council for consideration of By-law introduction; and
- During the public consultation process, a number of concerns were raised by the community, as documented in this report. Although some positive comments were made by the community after the second PIM, there continues to be concerns about the project, especially the general concern about the perceived over-concentration of social and socially-impacting facilities in the Newton area

CONCLUSION

- Approximately two (2) years have passed since this application was submitted. Over this time staff and the applicant have worked together to try to resolve most of the issues raised by staff and the public, including the size of the facility and the issue of accountability and oversight requirements.

- There is a need for long-term drug and alcohol recovery facilities in Surrey. While staff believe that applicant has good intentions and the facility could contribute to the overall health of the City, safeguarding the community at large remains paramount. Staff remain concerned over several key components of the project in this regard, including the location of the site and interface with the adjacent single family residential neighbourhood, size of the facility, lack of clarity around the clientele of the project, and the need for the applicant to confirm what mechanism will be in place to ensure there is accountability and oversight for this facility.
- Therefore, staff recommend that Council endorse the following parameters and refer the applicant back to staff to work with the applicant to modify the proposal, in accordance with the information outlined in this report, prior to the application proceeding to By-law Introduction, including but not limited to the following:
 - Reduce the scale and number of occupants of the proposed facility;
 - Obtain Accreditation or Provincial Licensing approval; and
 - Confirm the clientele and selection process for occupants.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets and Survey Plan
Appendix II.	Proposed Subdivision Layout, Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	Summary of Therapeutic Community (TC) Model
Appendix V.	Outline of the Welcome Home Program
Appendix VI.	Petition Map
Appendix VII.	Observations Made by Staff and Applicant's Report on the October 30, 2007 Public Information Meeting
Appendix VIII.	List of Questions Presented to Welcome Home and Responses during the May 6, 2009 Public Information Meeting
Appendix IX.	Summary of Accreditation and Licensing

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by Walter Francl Architect and Teri Cantin Landscape Architect, respectively, dated June 2, 2009.
- Public Information meeting results dated November 5, 2007 and May 14, 2009.

Jean Lamontagne
General Manager
Planning and Development

AGA/kms

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- (h) Civic Address: 6855 King George Highway
Owner: The John Volken Foundation
PID: 000-886-203
Lot "B" Except: Part Within Heavy Outline Taken by Highway SRW Plan
63551 Section 17 Township 2 New Westminster District Plan 11180
- (i) Civic Address: 6805 King George Highway
Owner: The John Volken Foundation
PID: 009-472-355
Lot "D" (U48041) Except: Part Within Heavy Outline Taken by Highway
Statutory Right of Way Plan 63551; Section 17 Township 2 New Westminster
District Plan 11180
- (j) Civic Address: 6825 King George Highway
Owner: The John Volken Foundation
PID: 001-847-554
Strata Lot 1 Section 17 Township 2 New Westminster District Strata Plan
NW1611 Together With an Interest in the Common Property in Proportion to
the Unit Entitlement of the Strata Lot as Shown on Form 1
- (k) Civic Address: 6815 King George Highway
Owner: The John Volken Foundation
PID: 001-847
Strata Lot 2 Section 17 Township 2 New Westminster District Strata Plan
NW1611 Together With an Interest in the Common Property in Proportion to
the Unit Entitlement of the Strata Lot as Shown on Form 1
- (l) Lane Dedicated by Plan 11180

3. Summary of Actions for City Clerk's Office

SUBDIVISION DATA SHEET

Proposed Zoning: CD (based on RM-30)

Requires Project Data	Proposed
GROSS SITE AREA	
Acres	3.2 ac
Hectares	1.3 ha
NUMBER OF LOTS	
Existing	9 lots and lane
Proposed	2 lots
SIZE OF LOTS	
Range of lot widths (metres)	
Range of lot areas (square metres)	
DENSITY	
Lots/Hectare & Lots/Acre (Gross)	27.4 m to 70 m
Lots/Hectare & Lots/Acre (Net)	0.1 ha to 1.05 ha
SITE COVERAGE (in % of gross site area)	
Maximum Coverage of Principal & Accessory Building	32%
Estimated Road, Lane & Driveway Coverage	10%
Total Site Coverage	42%
PARKLAND	
Area (square metres)	n/a
% of Gross Site	
Required	
PARKLAND	
5% money in lieu	NO
TREE SURVEY/ASSESSMENT	
	NO
MODEL BUILDING SCHEME	
	NO
HERITAGE SITE Retention	
	NO
BOUNDARY HEALTH Approval	
	NO
DEV. VARIANCE PERMIT required	
Road Length/Standards	NO
Works and Services	NO
Building Retention	NO
Others	NO

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-30)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		9,858.18
Road Widening area		361.07
Undevelopable area		
Net Total		9,497.11
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		32%
Paved & Hard Surfaced Areas		10%
Total Site Coverage		42%
SETBACKS (in metres)		
Front		{ see Multiple Buildings Data Sheet
Rear		
Side #1 (N,S,E, or W)		
Side #2 (N,S,E, or W)		
BUILDING HEIGHT (in metres/storeys)		
Principal		3 storeys
Accessory		2 storeys
NUMBER OF RESIDENTIAL UNITS		
Bachelor		12 units
One Bed		10 units
Two Bedroom		10 units
Three Bedroom +		4 units
Total		36 units
FLOOR AREA: Residential		2,979.3 m ²
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Amenity (gym, cafeteria, office, etc)		4,218.30 m ²
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		7,197.60 m ²

** If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)		0.89
AMENITY SPACE (area in square metres)		
Indoor	108 m ²	4,218.30 m ²
Outdoor	108 m ²	1,613.00 m ²
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom	29	60 stalls
2-Bed	15	35 stalls
3-Bed	6 stalls	8 stalls
Residential Visitors	7 stalls	7 stalls
Institutional		
Total Number of Parking Spaces	57 stalls	110 stalls*
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

** 110 stalls are provided in anticipation of a second phased development amounting to another 36 units.*

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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MULTIPLE BUILDINGS DATA SHEET

Proposed Zoning: CD (based on RM-30)

Required Development Data	Building A (Amenity)	Building C (36 Units)
SETBACK (in metres)		
Front (South)	n/a	3.0
Rear	2.7 m	n/a
Side #1 (East)	21.1 m	6.5 m
Side #2 (West)	4.6 m	n/a
Building Height (in metres/storeys)	2 storey	3 storey
NUMBER OF RESIDENTIAL UNITS/ SIZE RANGE		36 units
Bachelor		12 units
One Bedroom		10 units
Two Bedroom		10 units
Three Bedroom +		4 units
TOTAL FLOOR AREA	4,218.30 m ²	2,979.30 m ²