

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7909-0082-00

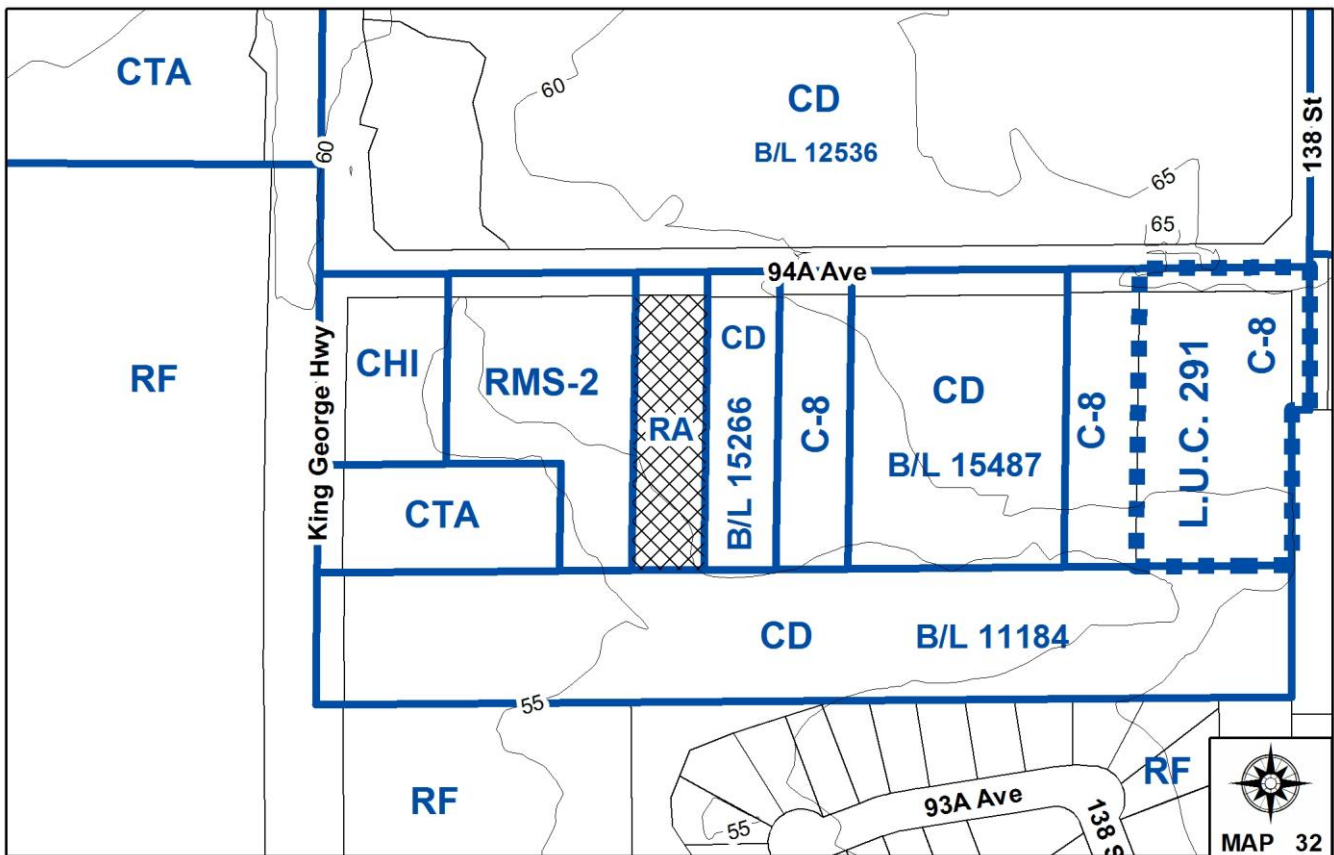
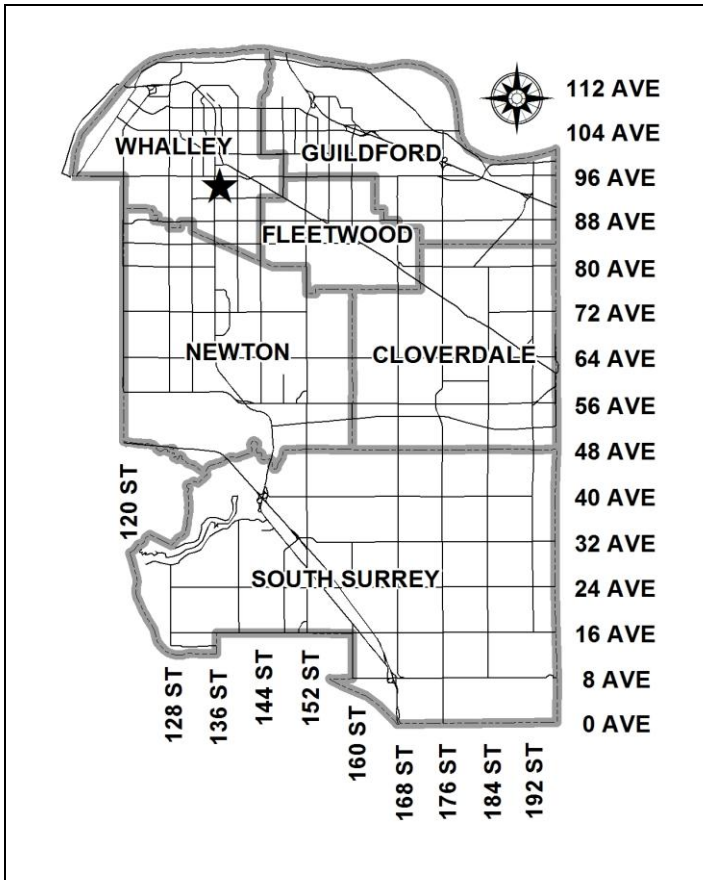
Planning Report Date: July 13, 2009

PROPOSAL:

- **Rezoning** from RA to CD (based on RM-45 and RMS-2)
- **Development Permit**

in order to permit the development of a facility to provide drug and alcohol treatment, rehabilitation and supportive housing.

LOCATION: 13670 - 94A Avenue
OWNER: City of Surrey
ZONING: RA
OCP DESIGNATION: Commercial



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- None.

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- Complies with the Surrey City Centre Plan.
- Complies with Surrey's Plan for the Social Well-Being of Surrey Residents.
- Complies with the Crime Reduction Strategy.
- The applicant has demonstrated community support for the proposal.
- The proposed density and building form are appropriate for this part of City Centre.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the subject site from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. a Housing Agreement By-law be introduced to regulate the types of people residing in the proposed development.
3. Council authorize staff to draft Development Permit No. 7909-0082-00 in accordance with the attached drawings (Appendix II).
4. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (c) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (d) resolution of all urban design issues to the satisfaction of the Planning and Development Department;
 - (e) registration of a Section 219 Restrictive Covenant for tree protection on the west side of the site;
 - (f) registration of a shared access easement agreement with the owner's of the adjacent property to the east (13686 - 94A Avenue); and
 - (g) approval of a Housing Agreement By-law.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

Parks, Recreation & Culture: Parks has no objections to the project.

SITE CHARACTERISTICS

Existing Land Use: Vacant lot, the southern portion has the Quibble Creek watercourse and the northern portion is used by the Rotary Club for temporary parking for Surrey Memorial Hospital.

Adjacent Area:

| Direction | Existing Use | OCP Designation | Existing Zone |
|----------------------------|--|-----------------|-----------------------|
| North (Across 94A Avenue): | Surrey Memorial Hospital, proposed for rezoning and expansion (Application No. 7909-0098-00). | Urban | CD (By-law No. 12536) |
| East: | The Phoenix Centre (drug and alcohol recovery centre). | Commercial | CD (By-law No. 15266) |
| South: | Undeveloped portion of commercial nursery and garden centre which is also encumbered by Quibble Creek. | Urban | CD (By-law No. 11184) |
| West: | Bear Creek Lodge senior's facility. | Commercial | RMS-2 |

DEVELOPMENT CONSIDERATIONSBackground

- In April of 2008, the City of Surrey (City) and the BC Housing Management Commission (BC Housing) signed a Memorandum of Understanding (MOU). The intent of the MOU was to outline the proposed partnership between the City and BC Housing to respond to homelessness in Surrey.
- Three projects are currently being proposed under the terms of the MOU:
 - Creekside Health and Housing Centre at 13670 – 94A Avenue in the Surrey Memorial Hospital precinct and is the subject site for this application;
 - Alder Gardens is at 13775/95 – 70 Avenue and is the proposed site for a new social housing project for single women with children. This Newton site is proposed to be redeveloped as part of Application No. 7908-0260-00 (Pre-Council); and
 - Timber Grove is at 13922-101 Avenue and will provide supportive housing for men and women who are homeless or at risk of homelessness. This Whalley site is proposed to be redeveloped as part of Application No. 7909-0022-00 (Public Hearing scheduled for July 13, 2009).
- The Creekside Health and Housing Centre responds to recommendations of the Crime Reduction Strategy and Plan for the Social Well-Being of Surrey Residents related to the need for additional addictions treatment services and supportive housing.

Current Proposal

- The subject site is located at the south edge of the Surrey City Centre Plan on the south side of 94A Avenue at 13670 – 94A Avenue. The property is currently zoned One-Acre Residential Zone (RA) and is designated Commercial under the Official Community Plan.
- The site is 0.35 hectare (0.87 ac.) in size. To the south of the site and extending onto the southwest corner of the subject site is Quibble Creek. The creek and the surrounding forested area following the creek separate the site from the residential neighbourhood further to the south.
- To the west of the subject site is Bear Creek Lodge which is a seniors assisted living residence. To the east is an alcohol and drug recovery facility owned and operated by the Phoenix Society.
- The subject site is referred to as the "Creekside Health and Housing Centre" and is the proposed location for a facility for people who require drug and alcohol treatment, rehabilitation and/or supportive housing. The facility is proposed to include 44 supportive housing units, 32 stabilization and transitional living residence beds, a health care clinic and a sobering and assessment centre.
- BC Housing has committed funding for the development and ongoing operation of the supportive housing component. Operating funding from the Ministry of Health for the stabilization and transitional living residence beds, the health care clinic and the sobering and assessment centre has not yet been confirmed.
- This facility will be targeted for people who live in Surrey and are receiving addictions treatment services, as well as low income singles that are homeless or at-risk of homelessness. The facility will accommodate both males and females.
- The City owns the land and is proposing to lease the property to BC Housing for 60 years.
- The proposed four-storey facility will accommodate a clinic and a sobering and assessment centre on the ground level. Short-term and longer term residential units on the second, third and fourth storeys.
- The clinic will provide care and treatment to individuals living with mental health and addiction issues and will include office space for physicians, psychiatrists, nurses, social workers and other health care workers. The clinic will operate generally between the hours of 8:00 a.m. and 6:00 p.m. Initially the clinic will be open Monday to Friday but may be open 7 days a week in the future.
- The sobering assessment centre (the Centre) will be located at the front of the building on the ground level. The Centre will serve individuals who are under the influence of drugs and/or alcohol and who need a safe, appropriate and accessible place to become sober. The Centre will operate 24 hours a day, seven days a week.
- This Centre will be the first of its kind in Surrey. The Centre will reduce the number of individuals who are brought to Surrey Memorial Hospital Emergency Department who are under the influence of drugs/alcohol and do not have other medical issues. In addition, it is anticipated

that the Centre will reduce the need for ambulance and police intervention and custody for those who are inebriated in public and creating a disturbance.

- In addition to the clinic and sobering assessment centre on the ground level of the building, there are 32 Stabilization and Transitional Living Residential (STLR) units located on the second and the third floors of the building. These STLR unit areas will include sleeping units, a shared dining area, bathroom facilities and lounge areas on both the second and third storeys. These residential units provide short term (typically 30-90 days) accommodation for individuals who have completed withdrawal management and benefit from being in a supportive and safe environment. The STLR units will be licensed by Fraser Health Authority.
- There are also 44 supportive housing units located in the facility. These units are located on the remaining half of the second and third floors and on the entire fourth floor. The supportive housing units are self-contained dwelling units, with cooking and bathroom facilities. These units are for individuals who have progressed through the rehabilitation process and are now capable of more independent living. The length of stay for residents in these units ranges from 6 months to 2 years.
- The site is located across the street from Surrey Memorial Hospital, which is located on the north side of 94A Avenue.
- The proposed facility is also located on the same side of the street and within the same block as two other facilities of a similar nature. Directly to the east of the subject site is an alcohol and drug recovery residence owned and operated by the Phoenix Society.
- The Phoenix Society has been selected to operate the supportive housing component of the proposed development. Ongoing operating funding will be provided by BC Housing.
- Further to the east along 94A Avenue is the Creekside Withdrawal Management Centre, which assists people during the withdrawal period immediately following the withdrawal from alcohol, street drugs or prescription drugs.

Proposed CD Zone

- The applicant is proposing to rezone the property from One-Acre Residential Zone (RA) to Comprehensive Development Zone (CD).
- The proposed facility encompasses a number of uses. As a result the proposed CD By-law will be based generally on the RMS-2 Zone and the RM-45 Zone, however it will also include uses in addition to those permitted in these two zones. The RMS-2 Zone is intended to accommodate and regulate care facilities in the Town Centres and the RM-45 Zone is intended to accommodate 4-storey multiple unit residential buildings.

- The proposed CD By-law deviates from both the RMS-2 Zone and the RM-45 Zone in many areas, including permitted uses, density, lot coverage, setbacks and parking. The deviations are due to the unique combination of services proposed to be provided in the facility.

| | RMS-2 Zone | RM-45 Zone | Proposed CD By-Law |
|---------------------------|---|---|---|
| Permitted Uses | Care facility, one dwelling unit, and limited accessory uses. | Multiple unit residential buildings and child care centres. | Multiple unit residential building, care facility and accessory uses including; limited office uses, methadone clinic, community services, limited general service uses, limited personal service uses, limited retail stores and a facility to assist people with the short-term recovery from the acute effects of drug/or alcohol. |
| Density (FAR) | 1.0 | 1.30 on a 1 ha. (2.5 ac.) site | 1.9 |
| Lot Coverage | 45% | 45% | 55% |
| Setbacks | 7.5 m. (25 ft.) from all lot lines | 7.5 m. (25 ft.) from all lot lines | Front – 6.0 m. (20 ft.) to building face, 5.4 m. (18 ft.) to building projection, 4.8 m. (16 ft.) to canopies Rear – 31.5 m. (103 ft.) East side– 3.0 m. (10 ft.) to building face, 1.5 m. (5 ft.) to canopies, 1.2 m. (4 ft.) to building projection West side– 3.5 m. (11 ft.) to building face and 1.2 metres (5 ft.) to canopies |
| Height of Building | 13 m. (43 ft.) | 15 m. (50 ft.) | 15 m. (50 ft.) |
| Parking | Ratios for employee, doctor and visitor parking | 1.2 spaces per dwelling unit | Minimum of 34 parking spaces |

- The permitted uses for the project consist of; multiple unit residential building, care facility and accessory uses including limited office uses, methadone clinic, community services, limited general service uses, limited personal service uses, limited retail stores and a facility to assist people with the short-term recovery from the acute effects of drug/or alcohol.
- The proposed land use complies with the approved Surrey City Centre Land Use and Density Concept (adopted by Council on February 9, 2009), which designates the lands to the west, north and east of the subject site as Mixed Use Area 4, the Hospital Precinct. The proposed land use is reflective of other similar land uses in the area, including the Phoenix Centre and the Creekside Withdrawl Management Centre, which are both also located on 94A Avenue, along with Surrey Memorial Hospital.
- The proposed Floor Area Ratio (FAR) of 1.9 complies with the Surrey City Centre Plan. The proposed FAR of 1.9 is significantly less than the maximum 3.5 FAR identified in the Surrey City Centre Plan for this area.

- The proposed lot coverage of 55% is slightly more than the 45% lot coverage permitted in both the RM-45 and the RMS-2 Zone, which are the zones used as the basis for the CD By-law. However, as lot coverage is based on the developable area of the site, the lands encumbered by Quibble Creek, approximately 800 square metres (8,610 sq. ft.) of the site, are excluded from the lot coverage calculation.
- There are 34 underground parking spaces proposed for the site. The majority of the parking spaces will be for employees of the facility. Of the proposed 34 parking spaces, approximately 24 parking spaces will be designated for employees of the facility, approximately 4 parking spaces for residents and approximately 6 parking spaces for visitors.
- Generally individuals using these facilities do not have a vehicle. Those arriving at the facility will either be dropped off or will be accessing the facility by transit.

Proposed Housing Agreement

- As part of the rezoning application a Housing Agreement By-law is being brought forward. The Housing Agreement is intended to restrict the occupancy of the proposed facility to individuals who are homeless, at risk of being homeless and meet the housing needs criteria established by the Provincial Rental Housing Corporation (PRHC), otherwise known as BC Housing.

PRE-NOTIFICATION

- Pre-notification letters were sent on May 21, 2009 and staff received two phone calls. Both phone calls were from individuals wanting more information on the project and clarification on the location.
- The applicant also conducted an informal public consultation process to gauge neighbourhood support for the project. In particular, the applicant consulted with:
 - Surrey Memorial Hospital, located north of the subject site across 94A Avenue;
 - Bear Creek Lodge, a seniors facility located directly west of the subject site; and
 - Administrative staff at Queen Elizabeth High School, located approximately a block to the west of the subject site, on the west side of King George Highway.
- According to the applicant, none of the parties contacted identified any issues with the proposed rezoning and development.

DESIGN PROPOSAL AND REVIEW

Site Layout

- The site is long, narrow and rectangular in shape.

- The south portion of the site is impacted by Quibble Creek. Prior to this application being submitted, the City brought forward this site to the Environmental Review Committee (ERC) meeting on February 20, 2008. At this meeting the boundaries for a stream protection covenant were established. A Restrictive Covenant for stream protection was subsequently registered on title of the property.
- In addition to the stream protection Restrictive Covenant, a second area to be protected was identified at ERC. This area included two trees along the west property line, just north of the covenant area for the creek. A Restrictive Covenant for tree protection for this area of the site will be registered on title as part of this project.
- The proposed building will be located on the north portion of the site, fronting 94A Avenue.
- The project proposes one driveway access, which will be located on the neighbouring property to the east. The Phoenix Society, which owns the neighbouring property to the east, has agreed to share their driveway access with the Creekside Health and Housing Centre, which will be regulated by a reciprocal access agreement, registered on title on both lots as part of this application.
- Approximately 1.94 metres (6 ft.) of road dedication are required along the north side of the site for the widening of 94A Avenue.

Building Concept

- The proposed building is four storeys in height with one level of underground parking. The underground parking is accessed by a ramp located at the southeast corner of the building.
- The building design is contemporary with a flat roof, clean lines and subtle details. The primary building material colours are muted neutral tones in tan and grey. Subtle colour accents in green and dark red are provided on the window spandrels and in the metalwork. The building has grey metal siding and copper coloured cement siding. The balcony and canopy soffits will be clad in red cedar.
- The facility provides three distinct services; a clinic, a sobering assessment centre and short term and long term residential accommodations for those recovering from addictions. These three services represent three distinct stages of an individual coping with drug and/ or alcohol addictions and as such, it is desirable to keep the three different uses separate. As a result the building has three separate entrances, one for each service.
- The clinic entrance is located on the west side of the building. The residents of the STL and supportive housing units access the building on the east side of the facility part way along the length of the building. The residential entrance is located across from the entrance to the Phoenix residential units. The sobering assessment centre's entrance is at the front of the building and includes an area for vehicle drop-off, as many of the clients will be dropped off by ambulance or police vehicle.
- There is one free-standing sign located slightly northeast of the front entrance to the building. This sign is approximately 1.2 metres (4 ft.) wide and 1.8 metres (6 ft.) high and is constructed of concrete and steel to match the building materials. The sign is setback 2.0 metres (6.5 ft.) from

the front property line. The building also has signage on the building identifying the entrances to the clinic, the recovery centre and the residences.

- The building is targeting LEED Gold ratings. To achieve that rating some of the building features will include: heat recovery exhaust systems, a high performance building envelope, low flow water conserving plumbing fixtures and energy efficient appliances.
- Due to the site constraints, including the stream protection area along the south portion of the site and the tree protection area on the west side of the site, the building covers much of the remainder of the site. As a consequence, all the trees outside the tree and stream protection areas need to be removed as part of the project.
- The proposed landscaping includes trees and shrubs along the west side of the site between the property line and the sidewalk leading to the clinic. The front of the site includes two landscaped beds and lawn delineating the sidewalk leading to the clinic entrance and the entrance to the sobering assessment centre at the front of the building. There are trees lining the driveway entrance along the east edge of the site, leading to the ramp to the underground parking and to the residential entrance on the east side of the building. There are more landscape beds and grass along portions of the east side of the site.

ADVISORY DESIGN PANEL

- The project was reviewed at the June 11, 2009 ADP meeting.
- Most of the ADP suggestions have been satisfactorily addressed and are reflected on the attached plans. However, some issues remain outstanding and will need to be addressed prior to final approval. The principal issue that needs to be addressed is the final review and acceptance of the arborist report and landscape plans by the City Landscape Architect.
- The applicant has agreed to address any issues prior to consideration of Final Reading of the Rezoning By-law and issuance of the Development Permit.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

| | |
|---------------|--|
| Appendix I. | Lot Owners, Action Summary and Project Data Sheets |
| Appendix II. | Proposed Site Plan, Building Elevations, Landscape Plans and Perspective |
| Appendix III. | Engineering Summary |
| Appendix IV. | ADP Comments |
| Appendix V. | Proposed Housing Agreement By-law |
| Appendix VI. | Proposed CD By-law |

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by DYS Architecture and Eckford & Associates Landscape Architect, respectively, both dated July 8, 2009.

Jean Lamontagne
General Manager
Planning and Development

AP/kms

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Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent: Name: Doug Purdy and Jack Clarkson, CPA Development Consultants
 Address: 228 West 21st Avenue
 Vancouver, BC
 V5Y 2E5
 Tel: 604-736-5546

2. Properties involved in the Application

(a) Civic Address: 13670 - 94 Avenue

(b) Civic Address: 13670 - 94A Avenue
 Owner: City of Surrey
 PID: 009-535-586
 Lot 5 Section 33 Township 2 New Westminster District Plan 11488

3. Summary of Actions for City Clerk's Office

(a) Introduce a By-law to rezone the property.

(b) Introduce a Housing Agreement By-law.

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-45 and RMS-2)

| Required Development Data | Minimum Required / Maximum Allowed | Proposed |
|-------------------------------------|---------------------------------------|--------------------------------------|
| LOT AREA* (in square metres) | | |
| Gross Total | | 3,540.8 sq.m. |
| Road Widening area | | 59.2 sq.m. |
| Undevelopable area | | 793.6 sq.m. |
| Net Total | | 2,688.0 sq.m. |
| | | |
| LOT COVERAGE (in % of net lot area) | | |
| Buildings & Structures | | 55% |
| Paved & Hard Surfaced Areas | | 25% |
| Total Site Coverage | | 80% |
| | | |
| SETBACKS (in metres) | | |
| Front | 6.0 m | 6.0 m/4.8 m to canopy/5.4 m to bldg. |
| Rear | 31.5 m | 31.5 m |
| Side #1 (West) | 3.0 m | 3.5 m/ 1.2 m to canopy |
| Side #2 (East) | 3.0 m | 3.0 m/1.5 m to canopy/1.2 m to bldg. |
| | | |
| BUILDING HEIGHT (in metres/storeys) | | |
| Principal | 15 m | 15 m |
| Accessory | | |
| | | |
| NUMBER OF RESIDENTIAL UNITS | | |
| Bachelor | | 44 units supportive housing |
| One Bed | | |
| Two Bedroom | | |
| Three Bedroom + | | |
| Total | | 44 units supportive housing |
| | | |
| FLOOR AREA: Residential | | 2,512.3 sq.m. |
| | | |
| FLOOR AREA: Commercial | | |
| Retail | | |
| Office | | |
| Total | | |
| | | |
| FLOOR AREA: Industrial | | |
| | | |
| FLOOR AREA: Institutional | | 2,358.2 sq.m. |
| | | |
| TOTAL BUILDING FLOOR AREA | | 4,870.5 sq.m. |

**** 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) | 1.81 | 1.9 |
| AMENITY SPACE (area in square metres) | | |
| Indoor | | |
| Outdoor | | |
| PARKING (number of stalls) | | |
| Commercial | | |
| Industrial | | |
| Residential Bachelor + 1 Bedroom | | |
| 2-Bed | | |
| 3-Bed | | |
| Residential Visitors | | |
| Institutional | | |
| Total Number of Parking Spaces | 34 | 34 |
| Number of disabled stalls | | |
| Number of small cars | | |
| Tandem Parking Spaces: Number / % of Total Number of Units | | |
| Size of Tandem Parking Spaces width/length | | |

| | | | |
|---------------|----|---------------------------------|-----|
| Heritage Site | NO | Tree Survey/Assessment Provided | YES |
|---------------|----|---------------------------------|-----|