

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7909-0137-00

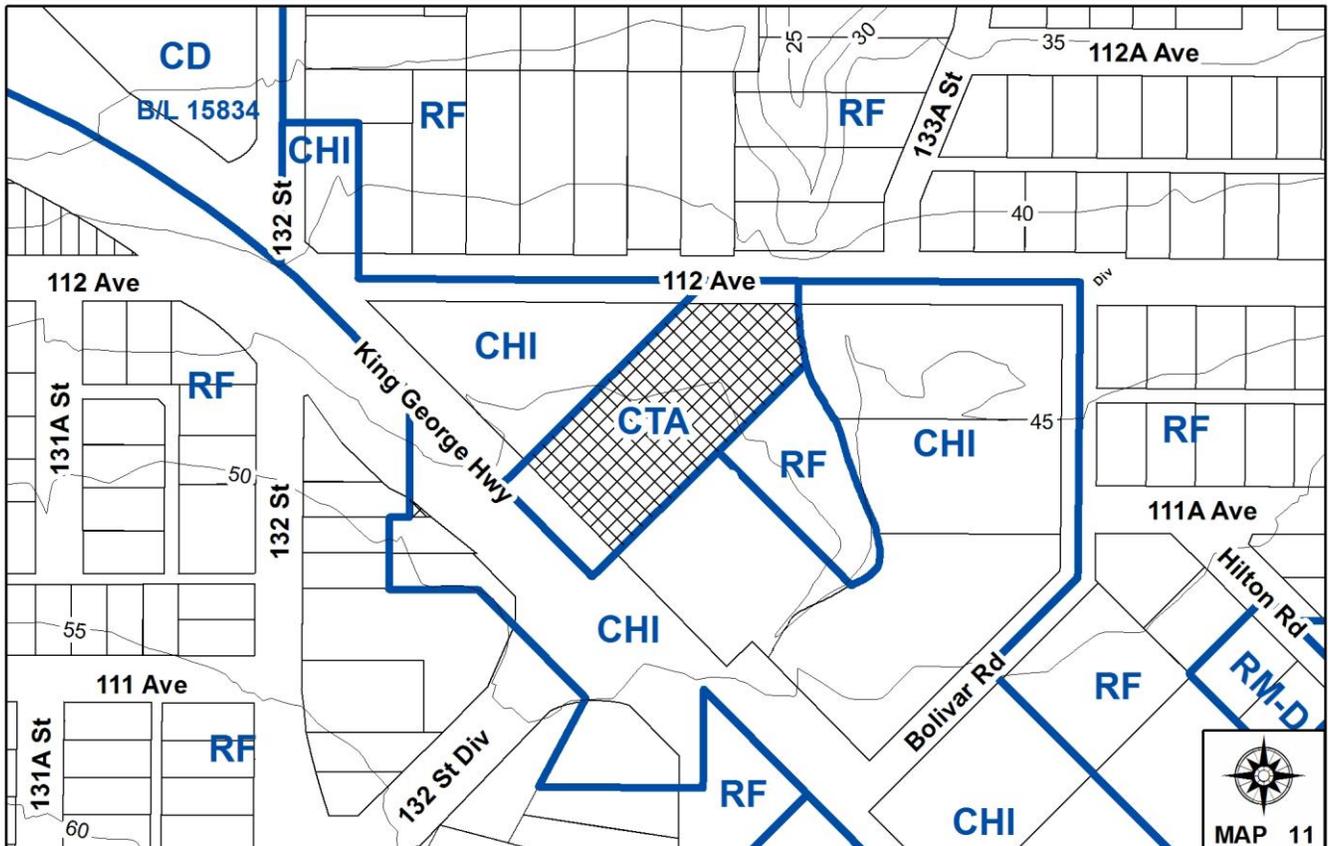
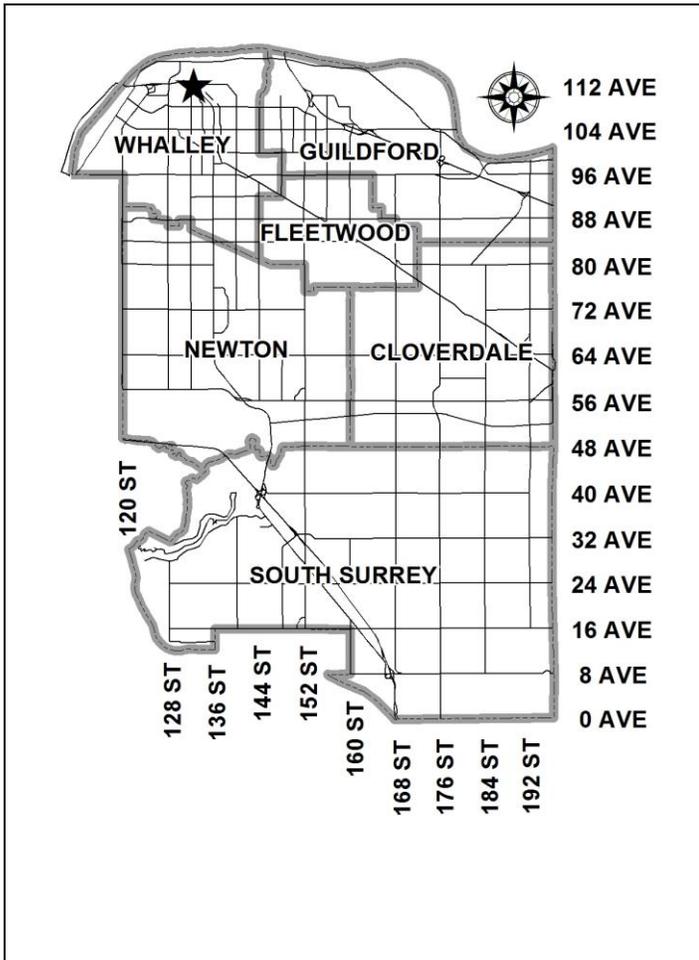
Planning Report Date: November 16, 2009

PROPOSAL:

- **Rezoning** from CTA to CD (based on RMS-1 and RM-45)
- **Development Variance Permit**

in order to permit the modification of an existing motel into a 56-unit apartment complex for the homeless and those at risk of becoming homeless and ancillary support services.

LOCATION: 13245 King George Highway
OWNER: Provincial Rental Housing Corporation
ZONING: CTA
OCP DESIGNATION: Commercial



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for rezoning.
- Approval for Development Variance Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- A Development Variance Permit is required to defer the works and services requirements of the Subdivision & Development By-law for the portion of 112 Avenue.

RATIONALE OF RECOMMENDATION

- Supports Surrey's Plan for the Social Well-Being of Surrey Residents.
- Supports the City of Surrey Crime Reduction Strategy.
- Consistent with Official Community Plan Section 1-4, "Accommodate Affordable, Rental and Special Needs Housing in All Parts of the City".
- Complies with the Sustainability Charter.
- The works and services are proposed to be deferred until the site redevelops in the future.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the subject site from "Tourist Accommodation Zone (CTA)" (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 type of persons residing in the proposed development.
3. Council approve Development Variance Permit No. 7909-0137-00, (Appendix V) varying the following, to proceed to Public Notification:
 - (a) to vary the Subdivision & Development By-law, 1986, No. 8830 by deferring works and services along the portion of 112 Avenue.
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 road dedication plan to the satisfaction of the Approving Officer; and
 - (c) 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:	Support
Fire Department:	Existing entrances to the site from King George Highway and 112 Avenue are to be maintained for fire access. The Fire Department recommends that the security gates at the King George Highway entrances be installed with keypads for access. Additionally, the Fire Department recommends that these gates be motorized and connected to the fire alarm system in order that they will open automatically.
Building Division:	Building Division advises that the applicant is required to obtain a building permit to undertake modifications to the existing motor hotel.

SITE CHARACTERISTICS

Existing Land Use: Former motor hotel (Howard Johnson), purchased by the Provincial Rental Housing Corporation (PRHC) in 2008, which is currently in use as temporary supportive housing.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across 112 th Ave):	Existing single family dwellings.	Urban in the OCP.	RF
East:	Existing commercial use, vacant residential property, and vacant commercial property across Bolivar Creek.	Commercial in the OCP, Low Density Residential (1.5 FAR) in the City Centre Plan.	CHI and RF
South:	Existing commercial use (truck canopy sales).	Commercial in the OCP, Low Density Residential (1.5 FAR) in the City Centre Plan.	CHI
West:	Existing commercial use (roofing business).	Commercial in the OCP.	CHI

DEVELOPMENT CONSIDERATIONSBackground

- In 2004 the Premier of British Columbia created the Task Force on Homelessness, Mental Illness and Addictions, which consisted of mayors from across the Province. In response to the recommendations of this Task Force, the Provincial Homelessness Initiative (PHI) was created to fund housing developments that integrate subsidized housing with support services for people who are homeless or at risk of becoming homeless. PHI projects are intended to break the cycle of homelessness by helping people to move beyond temporary shelter to more secure housing in which they can stabilize their personal situations and re-establish connections to the community.
- Addressing homelessness and housing affordability issues are also a priority for the City of Surrey as homelessness and housing affordability are directly related to the social sustainability of the community. The City's Sustainability Charter identifies "adequate, appropriate and affordable housing" as one of the elements for achieving sustainability.
- Surrey's Plan for the Social Well-Being of Surrey Residents, adopted by Council in February, 2006, identifies key gaps in Surrey's housing stock that include a need for shelter beds (125-150 beds); for transitional and supportive housing units (500 units), and for housing for low income families and singles (5,000 units).

- The City of Surrey Crime Reduction Strategy, released in February 2007, also identifies housing as key components of this strategy and includes recommendations for the establishment of a sobering centre, development of transitional and supportive housing, and an increase in the number of homeless outreach workers.
- As a result of these plans and policy objectives, the City of Surrey is proactively responding to the issue of homelessness in the City. In September 2007, Surrey committed its Affordable Housing Reserve Fund of over \$9,000,000 to establish the Surrey Homelessness and Housing Fund. The Fund is providing a source of seed funding to leverage public and private investment in addressing homelessness in Surrey.
- In March 2008, the City of Surrey signed a Memorandum of Understanding (MOU) with BC Housing with respect to the development of two supportive housing projects on City-owned land (the YMCA project in Newton and the Creekside Health and Housing Centre in the Surrey Memorial Hospital precinct). A subsequent supportive housing project in City Centre (Timber Grove, under Application No. 7909-0022-00) was added to the MOU.
- In addition to developing new supportive housing projects, BC Housing's PHI program has purchased existing housing stock, including single room occupancy (SRO) hotels in Vancouver, Victoria and New Westminster. In Surrey, the Province purchased the Howard Johnson motel at 13245 King George Highway (the subject site) to provide 56 supportive housing units for people who are homeless or at-risk of homelessness in Surrey. BC Housing has committed to fund the on-going operations of the project.

Site Context

- The 0.64-hectare (1.57-acre) subject site is located at 13245 King George Highway immediately outside the City Centre area. The site is bounded by King George Highway to the south-west and 112th Avenue to the north. Bolivar Creek forms the north-east property boundary.
- The site is designated Commercial in the Official Community Plan (OCP) and is currently zoned "Tourist Accommodation Zone" (CTA). It is the site of a collection of four buildings that were formerly operated as a Howard Johnson motel.
- In 1997, a Development Permit and Development Variance Permit were approved to construct new gabled roofs and to reduce setbacks (Application No. 7996-0092-00).
- A fence is erected and a Restrictive Covenant is registered over the north-eastern portion of the site, protecting the riparian area.
- The applicant is proposing to rezone the site to "Comprehensive Development Zone" (CD) based on the "Special Care Housing 1 Zone" (RMS-1) and the "Multiple Residential 45 Zone" (RM-45) to allow the modification of the existing motel and to permit a change in use from tourist accommodation to supportive residential housing.
- The proposed CD Zone is permitted under the current Commercial designation of the subject property in the Official Community Plan (OCP). As part of the finalization of the City Centre Plan, however, a new residential OCP designation is likely for this site and for surrounding sites.

Current Proposal

- The subject property is the site of four existing buildings that were formerly operated as a Howard Johnson motor hotel. In the fall of 2008, the motor hotel was purchased under the auspices of the Provincial Homelessness Initiative (PHI) by the Provincial Rental Housing Corporation (PRHC, otherwise known as BC Housing) in order to provide subsidized, affordable residential apartments. This housing will be integrated with support services for people who are homeless or at risk of becoming homeless.
- The existing structures have a floor area of approximately 2,128 square metres (22,906 sq.ft) and a Floor Area Ratio (FAR) of 0.33.
- The PRHC has renamed the site Peterson Place. Peterson Place will consist of four distinct buildings which will incorporate apartment units and amenity space. These apartment buildings are to be named “Peterson Place” and “Bolivar Court”.
- The “Peterson Place” building consists of the two-storey building on the south side of the property, while the “Bolivar Court” buildings include those in the west and north-west corners of the property in addition to the central building, for a total of three buildings (see Appendix II).
- The apartment buildings consist of 56 units, 47 of which are studio units, 8 of which are two-bedroom units, and 1 of which is a one-bedroom unit. “Peterson Place” consists of 38 units, while “Bolivar Court” consists of 18 units. All the units are self-contained with their own bathroom and kitchen.
- The “Peterson Place” building is currently being used as a temporary supportive housing facility for approximately 20 residents who have been temporarily relocated from a Single Room Occupant Hotel (SRO) in New Westminister. The building in New Westminister was purchased by the Province and is currently undergoing renovations. Upon successful completion of this work later this fall, these residents will be moved back to the renovated facility in New Westminister.
- One of the “Bolivar Court” buildings is currently housing approximately 15 residents who had been living in another motel in Surrey, in units that were leased by BC Housing. When the lease expired, BC Housing moved these people into “Bolivar Court” where they are intended to remain.
- As the existing use on the subject site is temporary accommodation, it is permitted in the current CTA zoning. Rezoning is proposed in order to provide more permanent accommodation.
- When the current “Peterson Place” building residents are moved back to New Westminister, and the proposed rezoning is approved, BC Housing intends to undertake internal renovations in order that the facility meets health and safety standards.
- No significant external renovations are proposed and therefore no Development Permit is required.
- In addition, no existing trees are proposed to be removed as part of this application.

Operation and Residents of Peterson Place

- Peterson Place will be managed and operated by Fraserside Community Services Society on behalf of BC Housing. Established in 1972, Fraserside is a non-profit society that provides services, including supportive housing, to individuals and families in Surrey, New Westminster, Burnaby, and the Tri-Cities.
- Fraserside will provide property management and security staff on site 24 hours a day, 7 days a week. Access to the site will be controlled and monitored 24 hours a day, 7 days a week, including the use of four security cameras.

Residents

- Residents of Peterson Place will be men, women and families who are homeless or at risk of becoming homeless. Priority will be given to people who currently reside or whose origins are in Surrey.
- Peterson Place is intended to provide long term supportive housing. Based on Fraserside's experience with other similar facilities, it is anticipated that most residents will remain at the facility for at least two years, and often longer.
- Peterson Place will be operated under the terms and conditions of the Residential Tenancy Act, such that all residents will: be required to sign a residential tenancy agreement; pay rent; have no time limit on their length of tenancy; and be evicted from the facility for contravention of the tenancy agreement, non-payment of rent or for disruptive behaviours.

"Peterson Place" and "Bolivar Court" Buildings

- The Peterson Place complex includes 56 units in four separate buildings, "Peterson Place" and "Bolivar Court". There will be two separate target populations served and living in the four different buildings on the property.

Peterson Place Buildings

- The "Peterson Place" building consist of 38 units (32 studio units and 6 two-bedroom units). These units will be located in the two-storey apartment building on the south side of the property. The building also houses the common laundry facilities and a small indoor amenity space.
- The studio units will be rented to singles, while the two bedroom units will be rented to families.
- Prospective residents for the "Peterson Place" buildings will be referred to the facility through the Provincial Housing Registry, a centralized database that is maintained by BC Housing. Tenants will be selected, in conjunction with Fraserside, who would benefit from residency in Peterson Place but who, at the same time, are able to live independently in the facility. Individuals whose substance abuse would negatively impact the facility, or the community at large, will not be eligible for tenancy.

- “Peterson Place” residents will be capable of, living independently and will be able to access their support needs in the community. These residents will primarily face issues of poverty and inappropriate housing options, and may be managing mental health and or/addictions challenges.

Bolivar Court Buildings

- The “Bolivar Court” buildings consist of 18 units (15 studio units, 2 two-bedroom units, and 1 one-bedroom unit) and indoor amenity space, including counselling rooms. Of these, 16 units will be located in the central building, while the 2 two-bedroom units will be located in the building in the north-west corner of the property, and the related amenity space will be located in the building in the west corner of the property.
- Prospective residents for “Bolivar Court” will be selected by Fraser Health Authority, in conjunction with Fraserside. All residents will have some form of mental health problem. Some may also have addictions issues.
- “Bolivar Court” offers its residents housing, as well as support services that are funded and provided by Fraser Health Authority. All residents must agree to remain engaged in the support program.
- The “Bolivar Court” services include supportive care, housekeeping, and life skills training. Staff also assist tenants with access to medical appointments, goal setting, shopping and developing better daily living skills. All will be involved with individual program plans to assist in achieving their living goals.
- Fraser Health nursing staff also provide on-site services to the “Bolivar Court” residents, including a therapy group.
- The “Bolivar Court” program will generally be staffed by three or four people during the day, 5 days a week.
- One staff person will be located on the site overnight and on weekends. The site will be secured 24-hours-a-day, 7-days-a-week.

Amenities

- The base zone for the site (the RM-45 Zone) requires that 168 square metres (1,808 sq.ft.) of indoor amenity space be provided (3.0 sq.m./32 sq.ft. per dwelling unit). A total of 178 square metres (1,916 sq.ft.) of indoor amenity space will be provided throughout the existing complex. Indoor amenity space in the “Peterson Place” building includes a 28 square metre (300 sq.ft.) “gathering place” or common room. The “Bolivar Court” has rooms in a separate, 153 square metre (1,646 sq.ft.) building that will be used to provide counselling and nursing services to residents of the “Bolivar Court” buildings. Common laundry facilities will be provided for the use of residents, and are located in the “Peterson Place” building.
- An outdoor grassed amenity area is located at the east end of the site, and the landscaped area at the front of the building will also be used for more passive outdoor activities. The base zone for the site (the RM-45 Zone) requires that 168 square metres (1,808 sq.ft.) of outdoor

amenity space be provided (3.0 sq.m./32 sq.ft. per dwelling unit). In total, the applicant will be providing approximately 268 square metres (2,885 sq.ft.) of outdoor amenity space.

Access and Parking

- The applicant is required to dedicate additional road right-of-way along King George Highway and 112th Avenue. However, Engineering will support a variance allowing for the works and services along 112th Avenue to be deferred until future redevelopment of the site.
- At present, the site gains access via two driveways fronting King George Highway and one driveway fronting 112th Avenue. These existing driveways will not be permanently closed. However, security gates will be installed at all of the entrances. Only the north access along King George Highway will remain open for vehicle traffic, and will be right-in/right-out only. The south access on King George Highway and the access from 112th Avenue will be opened for emergencies only; they will otherwise remain closed for security purposes.
- Based on the Zoning By-law requirement for parking, a total of 85 parking spaces are required. The applicant currently provides a total of 56 parking spaces. However, it is expected that most tenants will not have vehicles. Therefore, the actual requirement for parking is greatly reduced. The CD Zone, therefore, requires a minimum of 35 parking spaces be provided. This will allow conversion of some of the existing parking spaces into additional outdoor amenity space.

Proposed CD Zone

- The proposed CD Zone is based upon the “Special Care Housing 1 Zone” (RMS-1) and the “Multiple Residential Zone” (RM-45). The table below provides a comparison between the proposed CD Zone and the RMS-1 Zone and RM-45 Zone, and describes the proposed modifications:

	RMS-1	RM-45 Zone based on 0.63-ha site	Proposed CD Zone
Permitted Uses	<ul style="list-style-type: none"> • Care facilities • 1 dwelling unit per lot • Personal Service uses • Child care • Office uses • Easting Establishment • Convenience Store 	<ul style="list-style-type: none"> • Multiple unit residential • Child care • Office uses - excluded 	<ul style="list-style-type: none"> • Multiple unit residential and related amenity spaces • (Definition of amenity space includes Office)
Units per Acre	N/A	37.5 upa	36.4 upa
FAR	0.5	1.08	0.33
Lot Coverage	25%	45%	30%
Building Setbacks	7.5 m (25 ft.) from all lot lines	7.5 m (25 ft.) from all lot lines	Front (south-west): 5.5 m (18 ft) Rear (north): 7.5 m (25 ft) Side (south-east):

			3.16 m (10 ft) Side (north-west): 1.9 m (6 ft)
Parking	44	85	35

- As the subject site is less than 1.0 hectare (2.47 acres) in area, the sliding density scale of the RM-45 Zone would typically apply. The maximum density permitted would therefore be 37.5 upa (92.5 uph), with a maximum floor area ratio (FAR) of 1.08. The proposed density in the CD By-law is 36.4 upa (89.6 uph) with a floor area ratio (FAR) of 0.35.
- The permitted uses in the proposed CD Zone vary from those permitted in the RMS-1 Zone and RM-45 Zone. Multiple residential dwelling units will be permitted, similar to the RM-45 Zone. Personal service uses, child care centres, eating establishments and convenience stores are not included. However, office uses that support the uses required for Peterson Place will be permitted, and defined as amenity space.

Proposed Housing Agreement

- In conjunction with the proposed rezoning application, City Council will be asked to adopt a Housing Agreement By-law. The Housing Agreement is intended to restrict occupancy of the proposed facility to those who are homeless or at risk of becoming homeless.

PRE-NOTIFICATION

Pre-notification letters were sent out on September 2, 2009 and staff received the following telephone responses:

- A property owner in the neighbourhood, who stated that they have no experience with a project of this type, called to enquire about the details of the project, and expressed concern about the security of their property.

(Staff explained to the caller that there would be full-time security on the Peterson Place property, which includes both the “Peterson Place” and “Bolivar Court” apartment buildings.)

- A resident of the neighbourhood stated that they are totally against the proposed residential facility, and are very upset that it is being considered in their neighbourhood.

(Staff discussed the security and resident selection requirements with the caller, and the connection between stable housing for individuals and reduced crime.)

- One caller stated that they felt that the proposed Peterson Place facility would directly and negatively affect the neighbourhood. They expressed concern about an increase in theft and a decrease in safety, and also are concerned that the housing facility would result in a setback in the recent improvements in the neighbourhood.

(Staff discussed the security and resident selection requirements with the caller, and the connection between stable housing for individuals and reduced crime.)

- A representative of the Bolivar Heights Community Association expressed general support for the goals and objectives of these types of residential facilities. However, their concerns are

that these apartments are too close to a residential area, and too close to other similar supportive residential uses in the same area. They are concerned that there will not be enough staff to support the residents, which could potentially result in an increase in problems on and around the site.

(Staff explained that Peterson Place, which includes both the “Peterson Place” and “Bolivar Court” apartment buildings, will be staffed 24 hours a day, 7 days a week. Staff also described the security on the site, which will include four cameras and a 24-hour-a-day presence. In addition, Fraserside has indicated that their intent is to become an active part of the Community Association in order to foster a strong relationship with their neighbours.)

- A resident of the neighbourhood stated that they consider the proposed residential facility to be in a poor location, as it is in proximity to illicit activities.

(Staff explained that Peterson Place will provide stable housing and offer support to residents 24 hours a day, 7 days a week.)

In addition, staff received two letters from residents.

- One resident expressed concern that the proposed Peterson Place facility would negatively affect property values in the area, increase property crime and vagrancy in the neighbourhood, and be a set back to the recent positive developments in the area. The writer also expressed concern that the pre-notification process did not adequately inform the residents of the area.
- A second resident also expressed concern that the proposed Peterson Place facility would counter the recent positive developments in the area. The writer commented that they and family members who own property in the area have had problems with trespassing and vandalism.

BY-LAW VARIANCE AND JUSTIFICATION

a. Requested Variance:

- To vary the Subdivision and Development By-law, 1986, No. 8830 by deferring works and services on 112th Avenue until such time as the site redevelops in the future.

Applicant's Rationale:

- The purpose of the proposed rezoning is to facilitate the creation of affordable residential housing.

Staff Comments:

- It is not anticipated that this section of 112th Avenue will be widened within the short or medium term.
- Therefore, upgrading of 112th Avenue is not required at this time.

- As a result, the Engineering and Planning & Development Departments can support the requested variance.

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.	Site Plan
Appendix III.	Engineering Summary
Appendix IV.	Development Variance Permit No. 7909-0137-00
Appendix V.	Proposed CD By-law
Appendix VI.	Proposed Housing Agreement By-law

INFORMATION AVAILABLE ON FILE

- Proposal and Rationale prepared by City Spaces Consulting Ltd. dated July 2009.

Jean Lamontagne
General Manager
Planning and Development

CA/kms

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RMS-1 and RM-45)

Required Development Data	Minimum Required / Maximum Allowed		Proposed
	RMS-1	RM-45	
LOT AREA* (in square metres)			
Gross Total			6,370 sq.m.
Road Widening area			122.2 sq.m.
Undevelopable area			
Net Total			6,247.8 sq.m.
LOT COVERAGE (in % of net lot area)			
Buildings & Structures	25%	45%	30%
Paved & Hard Surfaced Areas			
Total Site Coverage			
SETBACKS (in metres)			
Front	7.5 m		5.5 m
Rear	7.5 m		7.5 m
Side #1 (South)	7.5 m		3.16 m
Side #2 (North)	7.15 m		1.9 m
BUILDING HEIGHT (in metres/storeys)			
Principal	9 m	15 m	10 m
Accessory	4.5 m	4.5 m	
NUMBER OF RESIDENTIAL UNITS			
Bachelor			47
One Bed			1
Two Bedroom			8
Three Bedroom +			
Total			56
FLOOR AREA: Residential			
FLOOR AREA: Commercial			
Retail			
Office			
Total			
FLOOR AREA: Industrial			
FLOOR AREA: Institutional			
TOTAL BUILDING FLOOR AREA			2,127.7 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
	RMS-1	RM-45	
DENSITY	RMS-1	RM-45	
# of units/ha /# units/acre (gross)			87.5/ha 35.7/ac
# of units/ha /# units/acre (net)	n/a	92.5 ha / (37.5 ac)	89.6/ha 36.4/ac
FAR (gross)			0.33
FAR (net)	0.50	1.08	0.33
AMENITY SPACE (area in square metres)			
Indoor	n/a	171 m ²	178 m ²
Outdoor	n/a	171 m ²	268 m ²
PARKING (number of stalls)			
Commercial			
Industrial			
Residential Bachelor + 1 Bedroom		62	
2-Bed		12	
3-Bed			
Residential Visitors		11	
Institutional	44		
Total Number of Parking Spaces	44	85	56
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	NO
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