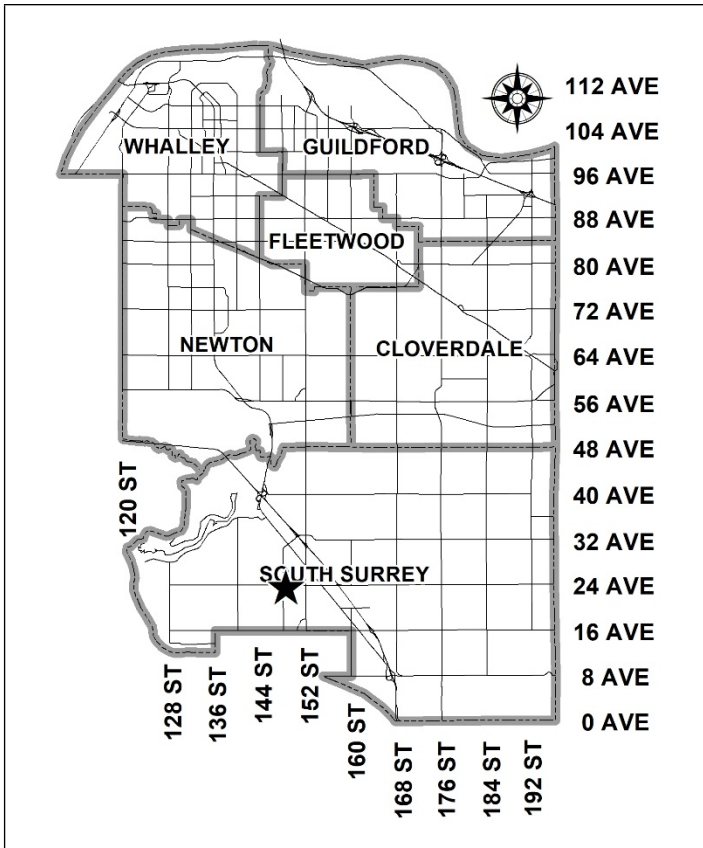


City of Surrey
PLANNING & DEVELOPMENT REPORT
 Application No.: 7922-0354-00
 Planning Report Date: December 12, 2022



PROPOSAL:

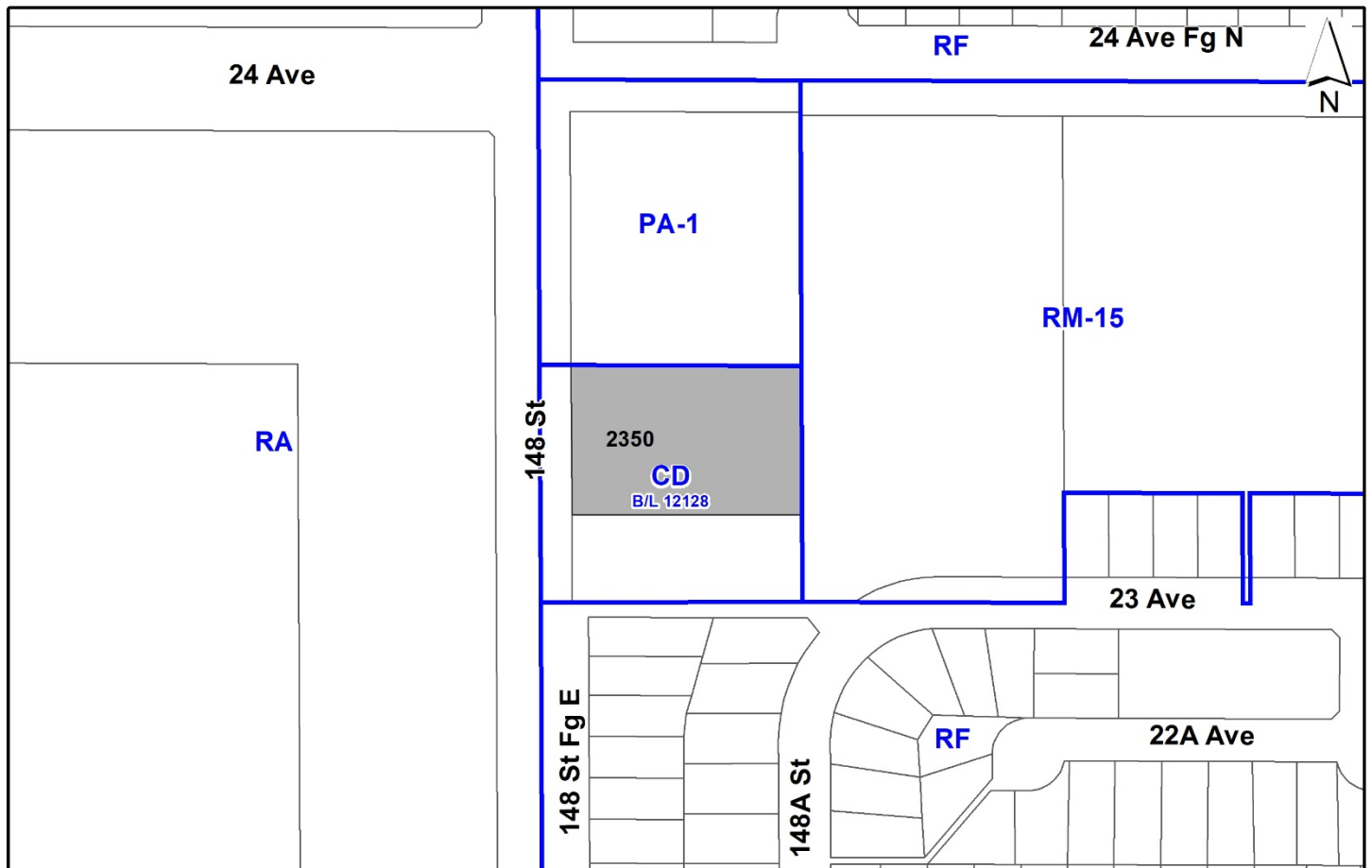
- **Temporary Use Permit**

To allow a temporary winter shelter for individuals experiencing homelessness to operate within an existing church.

LOCATION: 2350 - 148 Street

ZONING: CD Bylaw No. 12128

OCP DESIGNATION: Urban



RECOMMENDATION SUMMARY

- Approval for Temporary Use Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Proposing to permit a temporary winter shelter for individuals experiencing homelessness on the site up to and including April 15, 2023. A temporary winter shelter is not an allowable use under Comprehensive Development Bylaw No. 12128.

RATIONALE OF RECOMMENDATION

- Overnight shelter beds are an essential service to support individuals experiencing homelessness. There has been one overnight shelter facility servicing South Surrey and White Rock since the fall of 2010.
- The shelter that has been operating in South Surrey and White Rock since the fall of 2010 has been located in a number of locations as an Emergency Weather Shelter (EWS) under the *Assistance to Shelter Act*.
- An EWS may be implemented on a property independent of zoning restrictions.
- Since the fall of 2016 the South Surrey/White Rock EWS has been operating at the following locations:
 - Fall/Winter 2016/2017 – Fall/Winter 2017/2018: Peninsula United Church (White Rock)
 - Fall/Winter 2018/2019 – Fall/Winter 2019/2020: Star of the Sea Community Hall (White Rock)
 - Fall/Winter 2020/2021: Peace Portal Alliance Church (15128 – King George Boulevard)
 - Fall/Winter 2021/2022 – Fall/Winter 2022/2023: Mount Olive Lutheran Church (2350 – 148 Street)
- EWSs may only operate when a community declares an extreme weather alert. While the EWS model provides safe accommodation for individuals experiencing homelessness, they can create issues with service delivery and community safety concerns when the shelter is not operational.
- Over the past six years the EWS has seen an average of 1589 guests over 93 nights. The number of nights that the EWS has been open and the overall number of guests have trended upwards over the past two years (an average of 2,558 guests over 125 nights over the past two years).
- To address the continued demand with increasing severe weather of the fall/winter months and the servicing and community safety issues, BC Housing has provided funding for the

South Surrey/White Rock shelter to operate as a Temporary Winter Shelter (TWS) instead of an EWS.

- The services offered by a EWS and a TWS are identical except that a TWS may operate without an extreme weather alert being issued by a local community. A TWS is allowed to operate, by regulation, every night from November 1st until April 30th. The shelter is proposing to operate every night up to and including April 15, 2023.
- Unlike an EWS a TWS must comply with Zoning regulations, which necessitates the temporary use permit application.
- Staff recommend support for the temporary use permit to improve access to shelter beds in the South Surrey/White Rock Area.

RECOMMENDATION

The Planning & Development Department recommends that Council approve Temporary Use Permit No. 7922-0354-00 (Appendix II) to proceed to Public Notification.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	OCP Designation	Existing Zone
Subject Site	Mount Olive Lutheran Church	Urban	CD Bylaw No. 12128
North:	Jehovah Witness Kingdom Hall	Urban	PA-1
East:	Townhouses	Urban	RM-15
South:	Townhouses	Urban	CD Bylaw No. 12128
West (Across 148 Street):	Sunnyside Acres Urban Forest Park	Conservation and Recreation	RA

Context & Background

- The site is located at 2350 – 148 Street in South Surrey.
- The site is designated Urban in the Official Community Plan (OCP) and zoned “Comprehensive Development Zone (CD)” Bylaw No. 12128.
- The site is not located in a secondary plan area.
- The site contains the Mount Olive Lutheran Church worship hall, which was approved by building permit in 1996.
- Overnight shelter beds are an essential service to support individuals experiencing homelessness. There has been one overnight shelter facility servicing South Surrey and White Rock since the fall of 2010, with the Mount Olive Lutheran Church hosting the shelter as of the fall of 2021.
- The shelter that has been operating in some capacity in the South Surrey and White Rock area since the fall of 2010 has been located in a number of locations as an Emergency Weather Shelter (EWS) under the *Assistance to Shelter Act*.
- An EWS may be implemented on a property independent of zoning restrictions.
- Since the fall of 2016 the South Surrey/White Rock EWS has been operating at the following locations:
 - Fall/Winter 2016/2017 – Fall/Winter 2017/2018: Peninsula United Church (White Rock)
 - Fall/Winter 2018/2019 – Fall/Winter 2019/2020: Star of the Sea Community Hall (White Rock)

- Fall/Winter 2020/2021: Peace Portal Alliance Church (15128 – King George Boulevard)
- Fall/Winter 2021/2022 – Fall/Winter 2022/2023: Mount Olive Lutheran Church (2350 – 148 Street)
- Over the past two fall/winter seasons, the EWS was open for 139 nights and 112 nights out of a possible 151 nights, respectively, which is a stark increase from the preceding fall/winter seasons.
- To address the continued demand with increasing severe weather of the fall/winter months and the servicing and community safety issues, BC Housing has provided funding for the South Surrey/White Rock shelter to operate as a Temporary Winter Shelter (TWS) for this season instead of an EWS.
- The services offered by a EWS and a TWS are identical except that a TWS may operate without an extreme weather alert being issued by a local community. A TWS may be open every night from November 1st until April 30th.
- Unlike an EWS, a TWS must comply with Zoning regulations, which necessitates the temporary use permit application.
- While the EWS model provides safe accommodation for individuals experiencing homelessness they can create issues with service delivery and community safety concerns when the shelter is not operational.
- Having the shelter open every night provides stability, consistency and a sense of routine for guests of the shelter.
- Having consistent operating hours will also make it easier to retain staff and volunteers and procure supplies to make the shelter more successful.

DEVELOPMENT PROPOSAL

Planning Considerations

- The applicant is proposing a Temporary Use Permit (TUP) to allow the operation of a Temporary Winter Shelter up to and including April 15, 2023.
- The consideration to be made by Council is whether the shelter can open nightly as a Temporary Winter Shelter. Should Council deny the Temporary Use Permit application, the shelter would be allowed to continue operating as an Emergency Weather Shelter as per the *Assistance to Shelter Act*.
- The funding of the shelter is provided by BC Housing and is operated by Options BC.
- BC Housing has offered to fund the Mount Olive Shelter as a Temporary Winter Shelter (TWS) rather than an Emergency Weather Shelter (EWS).

- The Mount Olive shelter provides the following services:
 - Sleeping mat, with pillow, sheets and blankets;
 - Clothing;
 - Toiletries;
 - Snacks;
 - Occasional hot meals;
 - First aid if needed;
 - Bus tickets; and
 - Food cards.
- Last year the EWS operated at a 20 person capacity. The applicant is proposing to increase the capacity in the TWS to 25 people.
- The shelter is open between 10 pm and 7 am. The Shelter is proposed to be operational up to and including April 15, 2023.
- It is expected that this is the last fall/winter season that the shelter will be operating out of Mount Olive Lutheran Church. The location of the shelter for next seasons has not been confirmed, but the applicant has indicated it will unlikely be at Mount Olive Lutheran Church.
- When the shelter closes in the morning, guest are directed, but not required, to use a day-time warming centre, which is located in the Centennial Park Leisure Centre in White Rock. There is a daily shuttle available that runs between the overnight shelter and the warming centre.
- Since opening the shelter, the operators have been actively communicating with their neighbours including the adjacent Jehovah Witness Kingdom Hall and strata councils.
- In response to some of the community concerns obtained from the applicant's outreach to neighbouring landowners, Options BC has retained a 24/7 security service to help prevent petty crime. Options BC also preforms a community sweep in teams of 2 or 3, after the shelter has closed to remove litter and to direct any guests who remain in the area toward the warming centre in White Rock.
- The proposed TWS will provide more reliable access to emergency shelter beds in the South Surrey and White Rock areas, as the facility will not be reliant on extreme weather alerts to be allowed to be open.
- Staff recommend support for the temporary use permit to improve access to shelter beds in the South Surrey/White Rock Area.

Referrals

Engineering: The Engineering Department has no objection to the project.

Parks, Recreation &
Culture:

South Surrey Athletic Park is the closest active parks with amenities that include, playgrounds, a water park, tennis and pickleball courts, soccer fields, baseball diamonds, and a skate park. The park is across the street from the development. Sunnyside Acres Urban Forest Park is the closest natural area park and is across the street from the development.

Transportation Considerations

- The subject site currently provides 89 parking stalls, which conforms to the site specific zoning requirements listed in CD Bylaw No. 12128. Based on current parking requirements in the Zoning Bylaw, the 89 on-site parking stalls provided would also meet the parking requirements for the Church and Shelter use.

PUBLIC ENGAGEMENT

- Pre-notification letters were sent on November 29, 2022, and the Development Proposal Signs were installed on November 29, 2022. Pre-notification letter were re-sent on December 06, 2022 to provide a correction to the original letter.
- Staff have received responses from six neighbouring residents. Five residents were opposed to the use. One resident was concerned about the use, but understood its need as a community service, but was wary about the use becoming permanent. A summary from the public engagement is as follows (*staff comments in italics*):

Residents are concerned that individuals accessing the shelter has led to an increase in crime, such as vandalism and theft, decreased feelings of safety in their neighbourhood, and a degradation of neighbourhood character.

There is an existing homeless population in South Surrey and White Rock. The shelter users are from the community and should have access to safe, consistent housing options. As there are no supportive housing options in South Surrey, the shelter space is the only other viable short-term housing solution.

The shelter has authority to operate as an emergency weather shelter for this season during extreme weather events. The TUP, if approved, will allow the shelter to operate outside of an extreme weather alert. It is anticipated that the shelter will be relocating to another location for the next fall/winter season.

Having the shelter operate on a consistent basis, should reduce the amount of incidents as it will eliminate the scenario of guests showing up to the shelter when its closed.

The shelter operator has acknowledged that there have been some altercations between the shelter users and neighbouring residents, however there have been no major incidents. To address the safety and crime concerns the operator has increased their security contract for the 2022/2023 season and is performing daily sweeps of the immediate neighbourhood to remove litter and encourage shelter guests to relocate to a warming centre in White Rock during the day.

By offering a shuttle to the warming centre in White Rock, a bus ticket and food card, the shelter encourages guests to travel outside of the immediate community and avoid loitering.

One respondent requested that shelter guest be unable to leave once they check in to the shelter to reduce the risk of theft in the neighbourhood.

The shelter does not lock their doors at night and guests are free to leave and re-enter the shelter if they wish. Shelter staff do not have authority to prohibit guests from leaving throughout the night.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Air Photo of the Site
- Appendix II. Temporary Use Permit No. 7922-0354-00

approved by Shawn Low

Jeff Arason
Acting General Manager
Planning and Development

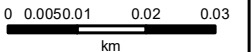
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Sunnyside Acres Urban Forest Park

Scale: 1:1,100

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Map created on: 2022-12-07

CITY OF SURREY

(the "City")

TEMPORARY USE PERMIT

NO.: 7922-0354-00

Issued To:

(the "Owner")

Address of Owner:

1. This temporary use permit is issued subject to compliance by the Owner with all statutes, by-laws, orders, regulations or agreements, except as specifically varied by this temporary use permit.
2. This temporary use permit applies to that real property including land with or without improvements located within the City of Surrey, with the legal description and civic address as follows:

Parcel Identifier: 018-895-557
Lot 1 Section 15 Township 1 New Westminster District Plan Lmp18340
2350 - 148 Street

(the "Land")

3. The authority to issue Temporary Use Permits is granted to municipalities under Sections 492 and 493 of the *Local Government Act* R.S.B.C. 2015, c.1. Pursuant to Implementation, II(c) Implementation Instruments, Temporary Use Permits of Surrey Official Community Plan, 2013, No. 18020, as amended, the entire City of Surrey is designated a Temporary Use Permit area.
4. The temporary use permitted on the Land shall be for a Temporary Winter Shelter.
5. The temporary use permitted on the Land shall be in accordance with:
 - (a) The appearance and location of the buildings, access and parking as shown on Schedule A, which is attached hereto and forms part of this permit.
6. The temporary use shall be carried out according to the following conditions:
 - (a) The temporary winter shelter may only operate between the hours of 10 pm and 7 am; and

- (b) The maximum occupancy of guests in the temporary winter shelter is 25.

- 7. The Land shall be developed strictly in accordance with the terms and conditions and provisions of this temporary use permit. This temporary use permit is not a building permit.

- 8. This temporary use permit is not transferable.

- 9. This temporary use permit shall lapse on April 16, 2023.

AUTHORIZING RESOLUTION PASSED BY THE COUNCIL, THE DAY OF , 20 .
ISSUED THIS DAY OF , 20 .

Mayor – Brenda Locke

City Clerk – Jennifer Ficocelli

IN CONSIDERATION OF COUNCIL'S APPROVAL OF THIS TEMPORARY USE PERMIT AND OTHER GOOD AND VALUABLE CONSIDERATION, I/WE THE UNDERSIGNED AGREED TO THE TERMS AND CONDITIONS OF THIS TEMPORARY USE PERMIT AND ACKNOWLEDGE THAT WE HAVE READ AND UNDERSTOOD IT.

Owner: Signature

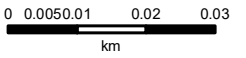
Name: (Please Print)



Sunnyside Acres Urban Forest Park

Scale: 1:1,100

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