

City of Surrey
PLANNING & DEVELOPMENT REPORT

Application No.: 7922-0370-00

Planning Report Date: January 30, 2023

PROPOSAL:

- **Temporary Use Permit**

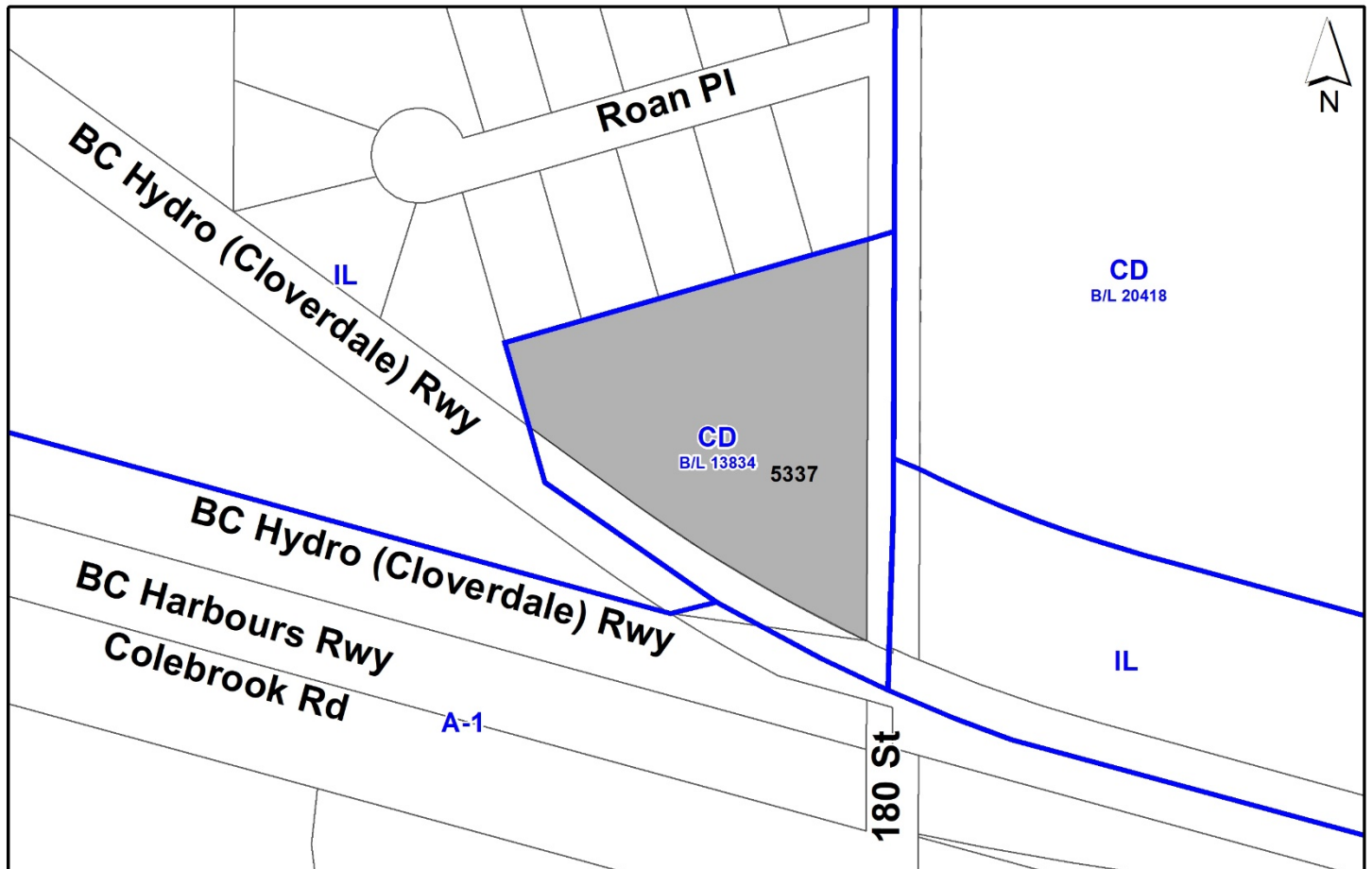
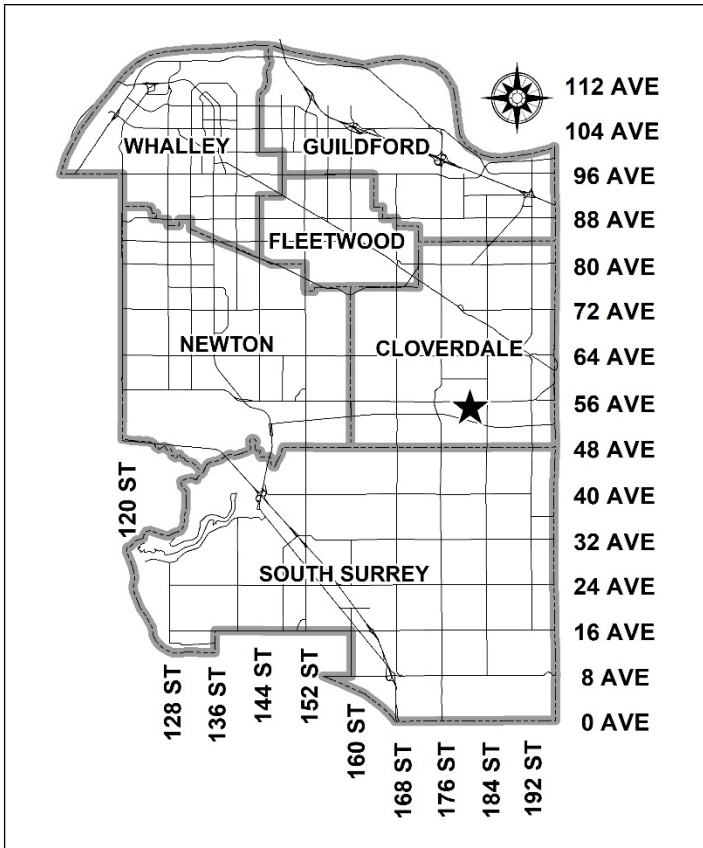
To allow a temporary winter shelter for individuals experiencing homelessness to operate within an existing church.

LOCATION: 5337 - 180 Street

ZONING: CD (Bylaw No. 13834)

OCP DESIGNATION: Industrial

TCP DESIGNATION: Industrial / Business Park



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Proposing a Temporary Use Permit 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. 13834.

RATIONALE OF RECOMMENDATION

- Overnight shelter beds are an essential service to support individuals experiencing homelessness.
- The Pacific Community Church located on the subject property has been hosting an overnight shelter since the fall of 2017.
- In past seasons the shelter has been operating as an Extreme Weather Response (EWR) shelter under the *Assistance to Shelter Act*.
- An EWR shelter may operate on a property independent of zoning restrictions.
- An EWR shelter may only operate when a community declares an extreme weather alert. While the EWR model provides safe accommodation for individuals experiencing homelessness, they can create issues with service delivery concerns when the shelter is not operational.
- During the 2021/2022 fall-winter season, the EWR shelter located in the Pacific Community Church was open 106 out of a possible 151 nights, including one period where the shelter was continuously operating for 50 consecutive nights. This equates to the facility being in operation for 70% of the cold weather season.
- To address the continued demand, the increasing severe weather of the fall/winter months and the service delivery issues, BC Housing has provided funding for the Pacific Community Church shelter to operate as a Temporary Winter Shelter (TWS).
- The services offered by a EWR shelter 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 EWR shelter, 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 Cloverdale Area.

RECOMMENDATION

The Planning & Development Department recommends that Council approve Temporary Use Permit No. 7922-0370-00 (Appendix II) to proceed to Public Notification.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	TCP Designation	Existing Zone
Subject Site	Pacific Community Church	Industrial / Business Park	CD (Bylaw No. 13834)
North and West:	Light Impact Industrial	Industrial / Business Park	IL
East (Across 180 St):	Vacant (future Surrey Hospital and BC Cancer Centre – Development Application 7921-0139-00); and outdoor storage.	Industrial / Business Park or Institutional	CD (Bylaw No. 20418) and IL
South (Across Cloverdale Railway):	Surrey Animal Resource Centre	Agricultural in the OCP	A-1

Context & Background

- The site is located at 5337 – 180 Street in Cloverdale.
- The site is designated “Industrial” in the Official Community Plan (OCP), “Industrial/Business Park” in the Cloverdale Town Centre Plan and zoned “Comprehensive Development Zone (CD)” Bylaw No. 13834.
- The site is home to the Pacific Community Church. The Church has been located on the site since 2001.
- The site is also home to the Cloverdale Community Kitchen, a service operated by the Church since 2013. The community kitchen first began operating as a soup kitchen, but has expanded its program offerings, such as meals-on-wheels, a Christmas hamper, and food bank.
- Currently the kitchen serves hot meals every weekday evening. The kitchen can serve anywhere between 60 and 120 people, each weeknight. Guests range from individuals experiencing homelessness, the elderly, and low-income families/individuals.
- The Pacific Community Church further expanded its services in 2017 by opening an overnight shelter facility. Overnight shelter beds are an essential service to support individuals experiencing homelessness.

- In addition to the shelter at the Pacific Community Church, Cloverdale is served by the Bill Reid Place which is located at 17752 Colebrook Road, to the south of the site across the Cloverdale Railway. The Bill Reid Place offers 16 shelter beds and 12 transitional housing units.
- The Pacific Community Church shelter has been operating as an Extreme Weather Response (EWR) shelter under the *Assistance to Shelter Act*.
- An EWR shelter may be implemented on a property independent of zoning restrictions.
- During the last fall/winter seasons, the EWR shelter was open for 106 nights out of a possible 151 nights, or 70% of the total possible nights, including one period where the shelter operated for 50 consecutive nights.
- To address the continued demand for shelter space and increasing severe weather of the fall/winter months, BC Housing has provided funding for the Pacific Community Church shelter to operate as a Temporary Winter Shelter (TWS) for this season instead of an EWR shelter.
- The services offered by a EWR 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 EWR shelter, a TWS must comply with Zoning regulations, which necessitates the temporary use permit application.
- While the EWR model provides safe accommodation for individuals experiencing homelessness they can create issues with service delivery 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.
- 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.
- BC Housing has offered to fund the Pacific Community Church shelter as a TWS rather than an Extreme Weather Response (EWR) shelter.
- The funding of the shelter is provided by BC Housing and is operated by Options BC.
- 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 Extreme Weather Response (EWR) shelter as per the *Assistance to Shelter Act*.

- The Pacific Community Church 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 EWR shelter operated at a 20 person capacity due to COVID-19 spacing requirements. 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.
- The proposed TWS will provide more reliable access to emergency shelter beds in the Cloverdale area, as the facility will not be reliant on extreme weather alerts to be allowed to be open.
- Staff will be investigating the possibility of amending the Zoning Bylaw to allow a TWS as a permitted use in certain circumstances to avoid the need for a Temporary Use Permit.
- Staff recommend support for the Temporary Use Permit to improve access to shelter beds in the Cloverdale area.

Referrals

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

Parks, Recreation & Culture: Hunter Park is the closest active park with amenities that include a playground and walking paths and has natural areas. The park is 1.6km walking distance from the site.

PUBLIC ENGAGEMENT

- Pre-notification letters were sent on December 21, 2022, and the Development Proposal Signs were installed on January 17, 2023. Staff has received input from 2 neighbouring property owners to-date. A summary of their comments is shown below (*staff comments in italics*):
 - The two respondents have noted an increase in litter on 180 Street near the site and at the end of the cul-de-sac, since the shelter has been operating.

(Options BC, the shelter operator, has indicated that they do not have the resources to pick-up the litter around the site. Litter pick-up along 180 Street would need to be led through a volunteer initiative. Staff have asked Options BC and Pacific Community Church if they could lead a periodic neighbourhood clean-up.)

- One respondent expressed concern that the site is not an appropriate long-term location for a shelter and is concerned that the community kitchen located on the property is bringing in more unhoused individuals to the area than can be accommodated by the shelter.

(The occupancy of the Pacific Church EWR over the past few years confirms that there is a need for accommodation for unhoused people in the Cloverdale area.

As detailed in Corporate Report R219; 2022, which was endorsed by Council at the December 12, 2022, Regular Council – Public Hearing meeting, staff are in the process of developing the Surrey Homelessness Prevention and Response Plan, which is intended to replace the 2013 Master Plan for Housing the Homeless, and aims to provide a coordinated strategy for Surrey to address homelessness through the provision of permanent housing solutions.)

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. 7922-0370-00

approved by Ron Gill

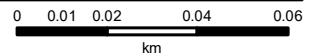
Jeff Arason
Acting General Manager
Planning and Development

BD/ar



Scale: 1:1,679

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CITY OF SURREY

(the "City")

TEMPORARY USE PERMIT

NO.: 7922-0370-00

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: 001-983-521

Lot 9, Except: Part Subdivided by Plan 70047; Section 5 Township 8 New Westminster District
Plan 10274
5337 – 180 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)



Scale: 1:1,679

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