

September 24, 2020

Subject Property:

352 Winnipeg Street

Lot A, District Lot 4, Group 7, Similkameen
Division Yale (Formerly Yale –Lyttton) District, Plan
KAP49367

Application:

Temporary Use Permit PL2020-8834

The applicant is requesting a Temporary Use Permit, to allow the use of 'emergency shelter' for a period of six (6) months. The permit shall expire April 1, 2021.



Information:

You can find the staff report to Council and Temporary Use Permit PL2020-8834 on the City's website at www.penticton.ca/latestannouncements. Select the Public Notice category.

Please contact the Planning Department at planning@penticton.ca or (250) 490-2501 with any questions.

Council Consideration:

Council will consider the temporary use permit at its Regular Council Meeting scheduled for **1:00 pm, Tuesday, October 6, 2020**.

In response to COVID-19, Regular Council meetings will remain closed to the public. All meetings will be live streamed via the City's website at: www.penticton.ca/city-hall/city-council/council-meetings. Select the 'Watch Live' button.

Public Comments:

Any person whose interest may be affected by the proposed temporary use permit, may submit a petition or written comments by mail or email no later than **9:30 am, Tuesday, October 6, 2020** to:

Attention: Corporate Officer, City of Penticton
171 Main Street, Penticton, B.C. V2A 5A9
Email: corpadmin@penticton.ca

No letter, report or representation from the public will be received by Council after the conclusion of the October 6, 2020 Council meeting.

Please note that all correspondence submitted to the City of Penticton in response to this Notice must include your name and address and will form part of the public record and will be published in a meeting agenda when this matter is before the Council or a Committee of Council. The City considers the author's name and address relevant to Council's consideration of this matter and will disclose this personal information. The author's phone number and email address is not relevant and should not be included in the correspondence if the author does not wish this personal information disclosed.

Audrey Tanguay
Planning Manager

Date: October 6, 2020 **File No:** RMS/352 Winnipeg St
To: Donny van Dyk, Chief Administrative Officer
From: Adam Goodwin, Social Development Specialist and Nicole Capewell, Planner 1
Address: 352 Winnipeg Street
Subject: Temporary Use Permit PL2020-8834

Staff Recommendation

THAT Council approve "Temporary Use Permit PL2020-8834", a permit to allow the use 'emergency shelter' for Lot A District Lot 4 Group 7 Similkameen Division Yale (Formerly Yale-Lytton) District Plan KAP49367, located at 352 Winnipeg Street, for a period of six-months with the following conditions:

1. Permitting the number of beds for winter emergency shelter at 352 Winnipeg Street to a maximum of 42 beds;
2. Requiring all other beds in existing support locations in the community be full before using 352 Winnipeg Street;
3. Requiring appropriate staffing supports to be on-site 24 hours a day;
4. Requiring security to be provided on-site 24 hours a day;
5. Require communication be sent to the neighbouring properties from BC Housing indicating resources available for neighbours; and
6. That operations at Penticton's other shelter location remain operational during the winter months. There may not be a consolidation of shelter services to 352 Winnipeg Street.

AND THAT staff be directed to issue "Temporary Use Permit PL2020-8834".

Strategic Priority Objective

Community Safety: The City of Penticton will support a safe, secure and healthy community.

Proposal

The applicant (BC Housing) is requesting a Temporary Use Permit (PL2020-8834), to allow for an 'emergency shelter' to operate on the subject property until April 1, 2021, in response to capacity issues at the existing shelter due to COVID guidelines.

Background

The subject property is zoned C5 (Urban Centre Commercial) with a site-specific provision to allow for self-storage (approved in May 2020) and designated by the City's Official Community Plan as 'Urban Residential'.

After exploring many potential sites in Penticton, BC Housing and Penticton and District Society for Community Living (PDSCL) identified the subject property as a suitable location for a temporary COVID-19 Isolation Emergency Response Centre (ERC).

The site was identified during the early stages of COVID-19 to be an ERC. ERCs are set-up across the province to act as emergency locations for individuals experiencing homelessness in case there is a local COVID-19 public health crisis (e.g., outbreak, lack of space elsewhere to socially distance). The ERC includes pre-staged services set-up inside the building to ensure it is turn-key in the event it needs to operationalize. Therefore, the building already has a number of services available should they be required (e.g., socially distanced sleeping pods, health services). The facility was never used as a ERC, but remains on standby for that purpose.

The applicant is requesting a Temporary Use Permit PL2020-8834 for a six-month period. The permit would allow for the temporary use of the property as an 'emergency shelter', throughout the upcoming winter months. The Zoning Bylaw No. 2017-08 describes an emergency shelter as "a boarding home operated by non-profit society or government agency which provides temporary emergency accommodation, meals and support services to individuals who are in a housing crisis".

The request for a temporary use permit is a direct result of the COVID-19 crisis. Currently, the Compass House Shelter provides up to 30 beds for individuals experiencing homelessness. In the winter months, additional beds and spaces are provided as an emergency winter shelter (a total of 55 beds during the winter months were funded last year, although the numbers sheltered were likely much higher). However, the COVID-19 provincial guidelines will be in place through the 2020/21 winter shelter season, which has required BC Housing to look elsewhere in the community to accommodate the winter beds, as no more than 30 persons are permitted at Compass Court.

Staff note that the property owner still intends to continue moving forward with development plans for the property in the spring (self-storage on site and significant renovations to the building). The property owner understands the hardships that COVID-19 has placed on many communities and that the temporary use of the property as an emergency shelter will assist in providing beds to those in need through the winter months.

Technical Review

The application was reviewed by the City's Technical Planning Committee. No significant items were identified. Potential permits and requirements were provided to the applicant. Any building changes will be subject to Building Permit issuance and compliance with the BC Building Code and Building Bylaw.



Figure 1 - Property Location Map

Analysis

When considering an application for a temporary use permit, the Official Community Plan has established a set of guidelines for Council and staff to assess each request based on:

1. Compatibility with its Land Use Designation
2. Minimizing conflict with adjacent land uses
3. Avoiding impacts on environmentally-sensitive areas
4. Not creating a significant increase in the level of demand for services
5. Not permanently altering the site where it is located

Staff consider that the proposal is not in conflict with the majority of the items listed above. In reviewing the requested land use, staff considered that there may be conflict with existing adjacent land uses. As such, staff have included a number of conditions that are subject to the approval of the Temporary Use Permit. These conditions are intended to minimize conflict with adjacent land uses for the limited duration of the permit. Staff understand the significant impacts that COVID-19 has had on the community, including those experiencing homelessness and programs adapting their services to respond to the pandemic.

In addition to the temporary use permit being limited to a six-month duration (October 2020 to March 2021), staff are recommending the following conditions be placed on the permit:

1. Permitting the number of beds for winter emergency shelter at 352 Winnipeg Street to a maximum of 42 beds.
 - a. While the facility can accommodate over 70 persons, staff consider a restriction on the numbers appropriate. The City's main emergency shelter at Compass House will still be operating all winter with the 30 year-round shelter beds. Staff consider the 42 beds will meet the community's need given last year's numbers of sheltered persons per night through the winter (65 – 75 persons a night were sheltered).
 - b. Staff note that the 42 beds does not include the 20 beds / isolation pods that are set aside for COVID isolation at Victory Church.
2. Requiring all other beds in existing support locations in the community be full before using 352 Winnipeg Street.
 - a. 352 Winnipeg Street will be used to supplement the existing services that are in the community. This location is not intended to replace other beds in the community, but rather used as an emergency location to ensure the safety and well-being of individuals experiencing homelessness during the winter months.
3. Requiring appropriate staffing supports to be on-site 24 hours a day.
 - a. As indicated within the applicant's Letter of Intent (Attachment 'X'), this is already anticipated to occur and would include prescriptions filled and delivered to site, outreach overdose prevention and primary care supports, as well as ongoing case management for those connected with mental health and substance use services through Interior Health.
4. Requiring security to be provided on-site 24 hours a day.
 - a. The applicants have indicated that camera systems and access control to the site have already been installed, and that 24-hr, 7 days a week, a private security operator will also be provided.
5. Require communication be sent to the neighbouring properties from BC Housing indicating resources available for neighbours (i.e., contacts for BC Housing, information on shelter, neighbourhood advisory process, contacts for PDSCL on-site manager, information about the services being provided by Interior Health Authority).

- a. The applicants have indicated this service is already planned for, including 24-hr staffing from BC Housing and PDSCL. Local residents will be provided with contact information and a direct line to the manager of the site for any questions and concerns that they may have.
6. That operations at Penticton's other shelter location remain operational during the winter months. There may not be a consolidation of shelter services to 352 Winnipeg Street.

Public health and safety is identified as a top priority, and through the use of the conditions listed above, staff feel the impacts of an emergency shelter at the subject property will be lessened or mitigated. Further, the proposal to have beds available at 352 Winnipeg Street will be a trial in alleviating the neighbourhood pressure at the Compass House Shelter and on encampments on public lands.

BC Housing has committed to fully resource this facility to ensure suitable integration in to the neighbourhood.

Staff are recommending that Council support the issuance of a permit for a six-month period. Any future request for subsequent temporary use permits on the subject property would be re-evaluated by staff and require Council's consideration.

Alternate Recommendations

Alternate Recommendation:

Council may feel that an emergency shelter is not appropriate for this location, even with the number of restrictions in place, even on a temporary basis. If this is the case, Council should deny the Application. If Council were to deny the application, BC Housing and community housing partners will need to try to find another location in the community to house persons experiencing homelessness in Penticton this winter and it is likely that the problems surrounding compass Court will continue and Bylaw Services will continue to deal with the impacts of housing encampments on City land.

THAT Council deny "Temporary Use Permit PL2020-8834".

Attachments

Attachment A – Zoning Map
Attachment B – Official Community Plan Map
Attachment C – Letter of Intent
Attachment D – Temporary Use Permit

Concurrence

Director <i>BL</i>	Chief Administrative Officer
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Respectfully submitted by both,

Adam Goodwin
Social Development Specialist

Nicole Capewell
Planner 1

Attachment A – Zoning Map



352 Winnipeg Street

Zoning Map



Terms of Use: The City of Penticton is a depository of public information in both printed and digital form. The source, accuracy and completeness of this information varies. As a result, the City does not warrant in any way the mapping information including the accuracy or suitability thereof. The user of this information does so at their own risk and should not rely upon the information without independent verification as to the accuracy or suitability thereof.



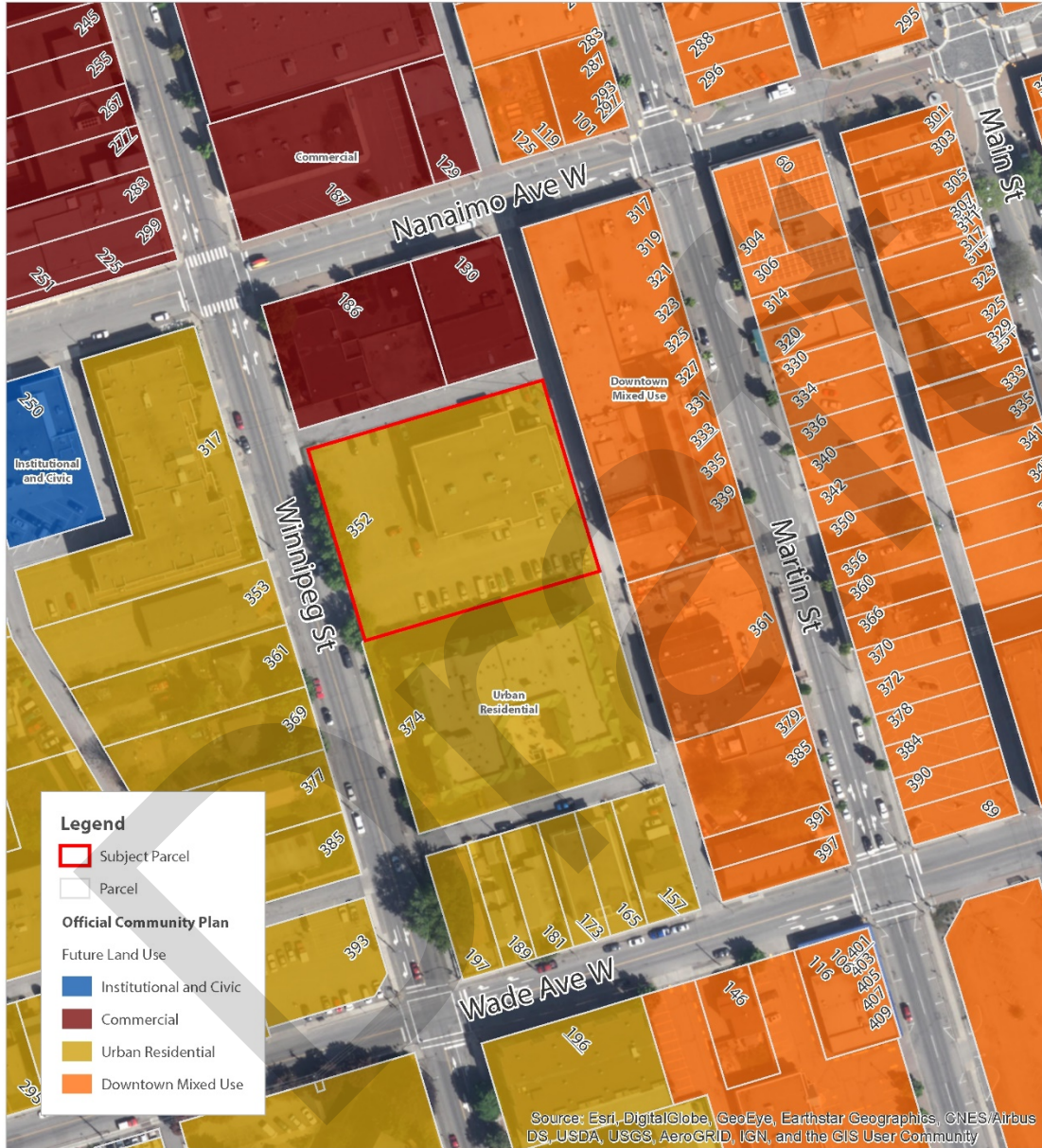
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penticton.ca



352 Winnipeg Street

Official Community Plan Map



Legend

- Subject Parcel
- Parcel

Official Community Plan

Future Land Use

- Institutional and Civic
- Commercial
- Urban Residential
- Downtown Mixed Use

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

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LETTER OF INTENT

by

BC Housing Management Commission (BC Housing)

Regarding the Temporary use of the Victory Church at 352 Winnipeg Street as a means of temporary shelter in the City of Penticton for vulnerable persons who are Homeless.

Intent

BC Housing (BCH) and its non-profit partner, Penticton and District Society for Community Living (PDSCL), wish to utilize the Victory Church at 352 Winnipeg Street in Penticton as a temporary capacity expansion shelter in response to the ongoing COVID-19 pandemic.

Background: COVID-19 Response

In spring of 2020, after exploring potential sites in Penticton suitable for a COVID-19 Isolation Emergency Response Centre (ERC), the Victory Church was leased through a private owner. In preparation for the location's COVID-19 intended use, BC Housing and our partners undertook engagement with the community.

That site has the ability to isolate any community members that would be unable to isolate themselves should they be required to do so. The location has the potential to isolate up to 70 individuals using three separate rooms, and sleeping "pods" purchased by BCH that provide a bed and nightstand, as well as partition walls that provide a degree of privacy for the user. Portable showers and additional washrooms have been brought in and installed outside of the building, and privacy fencing surrounds the entire area.

While the upstairs was developed onto an Emergency Response Centre, a parallel COVID-19 response effort has been made on the ground floor, which has been renovated into a one-stop drop-in centre that promotes enhanced hygiene. This Hygiene Centre allows for use of the portable toilets and showers, as well as laundry facilities and hygiene products. Both the design and implementation of the ERC and Hygiene centre are the results of a strategic planning group involving Interior Health and their Vulnerable Populations team, BC Housing, the City of Penticton, PDSCL, SOSBIS and other various non-profit partners in Penticton. The Hygiene Centre has been operating well for several months and has been positively received by the community.

A third response in Penticton has been to have a number of motel rooms on hand for those who have no ability to isolate if need be, but could do so safely with little staff support. While these rooms were fully utilized in the early days of the response, most of those individuals using them have since been housed, leaving those rooms in check for any emergent COVID related need.

To date, there has not been a need to open the ERC portion of the Victory Church. If and when a community member with no ability to isolate tests positive, or if multiple individuals are required to isolate while awaiting test results, and these individuals will require on site, 24 hour a day staff support, the Victory Church ERC can be operationalized within hours.

Background: Current Shelter Operations

In the summer months, the Compass House Shelter is funded by BC Housing to provide up to 30 beds for those experiencing homelessness. In the winter months, between November 1 and March 31, BC Housing provides funding for an additional 25 beds, operating a total of 55 beds. Current Compass House shelter capacity while observing Health Authority personal distancing guidelines is 30 individuals. Those COVID-19 guidelines will be in place throughout the 2020/2021 winter shelter season, and as such an additional shelter site for Penticton is critical.

Compass House also provides access to health services for residents, including access to substance use addiction and mental health referrals and other social supports. Opioid overdose prevention services and supplies are also provided.

Intent: Temporary Capacity Expansion Shelter (TCES)

If approved, the Victory Church capacity expansion shelter would provide much needed beds that would be available to those in Penticton experiencing homelessness. The shelter would be operational between October 2020, and March 31, 2021.

The interior of the building has been designed to provide areas of isolation and potential shelter overflow needs. The site can also support the needs of the winter shelter and still provide space for those needing to isolate. PDSCL is prepared to continue to operate the winter shelter in the Victory Church location, with meals being delivered from Compass House, as well as continuing to operate the year-round shelter at Compass House. Staffing will be 24 hours a day. Interior Health has committed to providing daytime in-reach supports to Victory Church. This would include, prescriptions filled and delivered to site, outreach, overdose prevention and primary care supports, as well as ongoing case management for those connected with mental health and substance use services through IH.

Shelter guests will be provided with the same services that are available at Compass House, and those needing to isolate will have their needs met and get the care they require in order to isolate in place, and not risk the health and safety of the community of Penticton. BC Housing has provided isolation "pods" for both shelter guests and those needing to isolate. Additional hygiene facilities are on site and fenced in for privacy. The additional shelter capacity will provide us with an opportunity to extend health and safety services to a greater number of vulnerable Penticton residents.

This shelter overflow use will be a temporary measure to promote public health and safety. BC Housing and PDSCL will have 24-hour staffing and local residents will have contact information that provides a direct line to the manager of the site for any questions and concerns they may have. Camera systems and access control to the site have been installed, and 24 hour a day, 7 days a week, private security will be provided.

Public health and safety is a top priority at BC Housing. We know there will be community questions about this change in intended use for the location, and we're committed to ensure an open and

responsive dialogue with our community, both now and on an ongoing basis. Should issues arise, we will work closely and proactively with our community partners to both communicate with the community, and swiftly address their questions or concerns.

Thank you for your consideration,

Matthew Camirand
Supportive Housing Advisor
BC Housing, Interior Region
2020-08-31

Draft



Temporary Use Permit

Permit Number: TUP PL2020-8834

Owner Name

Owner Address

Conditions of Permit

1. This permit is issued subject to compliance with all of the bylaws of the City, except as specifically varied or supplemented by this Permit.

2. This permit applies to:

Legal: Lot A District Lot 4 Group 7 Similkameen Division Yale (Formerly Yale-Lytton)
District Plan KAP49367
Civic: 352 Winnipeg Street
PID: 018-187-391

3. This permit has been issued in accordance with Section 493 of the *Local Government Act*, to allow for the temporary use of the above noted lands for an 'emergency shelter', subject to the following conditions:

- i. Permitting the number of beds for winter emergency shelter at 352 Winnipeg Street to a maximum of 42 beds;
- ii. Requiring all other beds in existing support locations in the community be full before using 352 Winnipeg Street;
- iii. Requiring appropriate staffing supports to be on-site 24 hours a day;
- iv. Requiring security to be provided on-site 24 hours a day;
- v. Require communication be sent to the neighbouring properties from BC Housing indicating resources available for neighbours; and
- vi. That operations at Penticton's other shelter location remain operational during the winter months. There may not be a consolidation of shelter services to 352 Winnipeg Street.

General Conditions

4. In accordance with Section 501 of the *Local Government Act*, the lands subject to this permit shall be developed in general accordance with this permit.
5. In accordance with Section 497 of the *Local Government Act*, this permit shall expire on **April 1, 2021**.

6. **This permit is not a building permit. In order to proceed with this development, the holder of this permit must hold a valid building permit issued by the Building Inspection Department.**
7. This permit does not constitute any other municipal, provincial or federal approval. The holder of this permit is responsible to obtain any additional municipal, federal, or provincial approvals prior to commencing the development authorized by this permit.
8. This permit does not include off-site infrastructure costs that may be required at the building permit stage, such as Development Cost Charges (DCC's), road improvements and electrical servicing. There may be substantial infrastructure and servicing costs payable at a later date. For more information on servicing and infrastructure requirements please contact the Development Engineering Department at (250) 490-2501. For more information on electrical servicing costs, please contact the Electric Utility at (250) 490-2535.

Authorized by City Council, the ____ day of October, 2020.

Issued this ____ day of October, 2020.

Angela Collison
Corporate Officer

DRAFT