

July 26, 2018

Subject Property:

2250 Camrose Street

Lot 1, District Lot 251, Similkameen Division Yale
District, Plan 12353

Application:

Rezone PL2018-8281

The applicant is proposing to rezone the property to provide the Salvation Army with a new location for their operations. The following site specific zoning amendment is being considered:



Zoning Amendment Bylaw 2018-53:

Add the following site specific provision to the M1 (General Industrial) Zone:

The use of the premises by a non-profit society to provide:

- Family service operations including life skills training (may include cooking, budgeting, first aid), employment skills training, and work experience facilitation; and
 - Operating a second hand store which primarily sells donated used merchandise; and
 - Operating a food bank for the purposes of storing and distributing food products for non-profit and charitable purposes; and
 - Operating administrative offices;
- shall be permitted.

Information:

The staff report to Council and Zoning Amendment Bylaw 2018-53 will be available for public inspection from **Friday, July 27, 2018 to Tuesday, August 7, 2018** at the following locations during hours of operation:

- Penticton City Hall, 171 Main Street
- Penticton Library, 785 Main Street
- Penticton Community Centre, 325 Power Street

You can also find this information on the City's website at www.penticton.ca/publicnotice.

Please contact the Planning Department at (250) 490-2501 with any questions.

Council Consideration:

A Public Hearing has been scheduled for **6:00 pm, Tuesday, August 7, 2018** in Council Chambers at Penticton City Hall, 171 Main Street.

Public Comments:

You may appear in person, or by agent, the evening of the Council meeting, or submit a petition or written comments by mail or email no later than **9:30 am, Tuesday, August 7, 2018** to:

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

No letter, report or representation from the public will be received by Council after the conclusion of the August 7, 2018 Public Hearing.

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.

Blake Laven, RPP, MCIP
Manager of Planning



Council Report

penticton.ca

Date: July 17, 2018
To: Peter Weeber, Chief Administrative Officer
From: Nicole Capewell, Planner 1
Address: 2250 Camrose Street
Subject: Zoning Amendment Bylaw No. 2018-53

File No: PRJ2018-149

Staff Recommendation

THAT "Zoning Amendment Bylaw No. 2018-53", a bylaw to allow a site specific provision for Lot 1 District Lot 251 Similkameen Division Yale District Plan 12353, located at 2250 Camrose Street, inserted as Section 12.1.4.4 as follows: "On Lot 1, DL 251, SDYD, Plan 12353 located at 2250 Camrose Street, the use of the premises by a non-profit society:

- o Providing family service operations to include life skills training (may include cooking, budgeting, first aid), employment skills training, and work experience facilitation; and
- o Operating a second hand store which primarily sells donated used merchandise; and
- o Operating a food bank for the purposes of storing and distributing food products for non-profit and charitable purposes; and
- o Operating administrative offices

shall be a permitted use.", be given first reading and be forwarded to the August 7, 2018 Public Hearing.

Strategic Objective

The subject application demonstrates that it is aligned with the Council Priorities of Social Development and Economic Vitality. The application supports creating effective partnerships to support services for youth, families and seniors in the community. The proposed development will also provide support services to local residents, which will include assisting in job skills training and therefore contributing to the expertise of the local work force.

Background

The subject property (Attachment 'A') is currently zoned M1 (General Industrial) and is designated by the City's Official Community Plan (OCP) as I (Industrial). Photos of the site are included as Attachment 'D'. The subject property is on the edge of the industrial district, and while it is primarily surrounded by industrial properties, there are also commercial and residential uses nearby.

The current building on the subject property was originally built as a warehouse in 1963. In 1989, the building was renovated and expanded for newspaper manufacturing by Webco West. The property has since been used for producing, publishing and distributing newspapers. The Salvation Army will be retrofitting the existing building to provide adequate spaces for their proposed operations.

Proposal

The applicant is proposing to rezone the subject property to provide the Salvation Army with a new location for their operations. The proposed rezoning will maintain the current Industrial zoning, which will ensure the long term vitality of industrial lands within the City. The proposed rezoning will provide a site specific text amendment to allow for:

The use of the premises by a non-profit society:

- o Providing family service operations to include life skills training, employment skills training, and work experience facilitation; and
- o Operating a second hand store which primarily sells donated used merchandise; and
- o Operating a food bank for the purposes of storing and distributing food products for non-profit and charitable purposes; and
- o Operating administrative offices.

At this time, the applicant is not proposing any new construction or variances to any City bylaws.

Financial Implication

This application does not pose any financial implications to the City. Any costs associated with the development will be the applicant's responsibility.

Technical Review

This application was reviewed by the City's Development Services Department and there were no servicing or technical issues identified. The proposed parking plan (Attachment 'H'), shows the existing parking located at the subject property. There are currently 34 parking spaces located on site, which meet requirements for the proposed uses (required 26 spaces).

If the request for the zoning amendment is supported by Council, BC Building Code and City Bylaw provisions will apply.

Analysis

Support Zoning Amendment Bylaw

The intent of the applicant is to rezone the property to allow the Salvation Army to operate their many programs under one roof. The building at 2250 Camrose Street has loading docks and unobstructed interior space, making it well suited for the Salvation Army's Thrift Store and Food Bank operations.

Generally industrial areas in the City are preserved for industrial uses, however the applicant has consulted with the Penticton Industrial Development Association (PIDA) regarding the rezoning of this property. The PIDA has provided correspondence (Attachment 'F') indicating their support for the Salvation Army to operate at this location, provided that the property maintains the industrial zoning, and should the Salvation Army vacate the property, that the use would be reverted back to industrial. To achieve this, Staff are recommending a site specific text amendment to allow a non-profit society to operate:

- Providing family services including life skills training (cooking classes, budgeting, first aid), employment skills training, and work experience facilitation (resume building);
- Operating a thrift store;
- Operating a food bank (including storage and distribution); and
- Operating administrative offices.

As identified in the Letter of Intent (Attachment 'E') provided by the applicant, the subject property is well suited for the Salvation Army to improve and increase their operations:

- To combine both of the existing thrift stores in the City into one location;
- To operate their family services offices; and
- To introduce new programming opportunities for families and individuals, which will include food and nutrition, job skills training, financial management and other programs that have been requested by the community.

The building located on the property has approximately 1,300m² (14,000 sq. ft.) of available floor space (including a second floor above the north portion of the building). The Salvation Army will be utilizing the entire space within the building. As indicated on the proposed site plan, (Attachment 'G') the floor area will be shared equally between the thrift store, warehouse and storage (for both thrift store and food bank), and office space (including administrative offices and programming space for their family services).

The south area of the building will be used for the thrift store, and allow a drop-off location for donations on the east side of the building. The middle of the building will be used for the sorting and storing of all thrift store and food bank donations. The north end of the building has a second storey, where the administrative offices will be located, and the main floor will be used for the food bank 'shopping' area, as well as for training and programming.

The proposed development is supported by the following objectives of the City's OCP:

- *The City will encourage the coordination of community social services and use of public facilities through cooperation, liaison, and where appropriate, joint provision and participation among social agencies.*
 - o The subject property will provide the Salvation Army with a larger location, where they can operate all of their services more efficiently. The proposed development also allows the Salvation Army to introduce new programming that has been requested by the local community. The proposed development will increase the social services available to the local community.
- *The City will continually communicate and cooperate with the various private and public providers of social services to assist in identifying community social problems and develop feasible solutions.*
 - o The proposed development has involved the consultation of the Penticton Industrial Development Association to ensure that the proposed rezoning will not negatively impact the long term vitality of industrial lands in the City.
- *The City will work with private and public agencies to identify youth assets to provide the greatest possible opportunities for our youth.*
 - o The proposed business plan of the Salvation Army for the subject property will introduce new family services programming. The Salvation Army also takes youth through the Jump Start Program and provides them with work experience. They also welcome youth to work at the thrift stores through the Individual Placement Program (IPP) through WJS Canada.
 - The mandate of WJS Canada is to contribute to individual and community wellness by providing outcomes-based services in the areas of support to persons with disability; child, youth and family services; youth justice; acquired brain injury; and therapeutic service for families and individuals.

Importance of Industrial Lands

In 2018, the City of Penticton Commercial and Industrial Capacity Study was completed to provide a comprehensive inventory of the City's commercial and industrial inventory and an analysis of future land requirements to support strategic planning, decision making and economic development strategies. This study determined that the City of Penticton has approximately 280 acres (12.2 million sq. ft.) of industrial zoned land, the majority of which is located in the industrial area to the east of Main Street along Industrial Avenue. The study forecasted that by 2046, the City of Penticton is expected to experience demand for an additional 16 acres of industrial land in the low growth scenario, 60 acres in the medium growth scenario and 96 acres in the high growth scenario.

The industrial sector currently employs 19% of the work force in the City (Statistics Canada Labour Force Data, 2016) and the study indicates that this is expected to remain constant among the low, medium and high growth scenarios. The existing industrial area has a relatively low Floor Area Ratio (FAR), which suggests that future demand could also be accommodated by intensifying and redeveloping existing industrial land into more efficient and better designed layouts.

The City's Official Community Plan provides direction to preserve industrial areas only for industrial uses, as there is a limited supply of land available within the City for these businesses. The following OCP Policies are relevant for the proposed development:

- *Make effective and efficient use of the limited amount of industrial land and efficiently utilize existing services on serviced industrial land.*
 - o The proposed development will consolidate the Salvation Army's uses into one location. The Salvation Army currently operates their thrift store and family services out of 2399 South Main Street (C7 Zoning) and 318 Ellis Street (C5 Zoning). The Salvation Army will utilize the entire building at 2250 Camrose Street for their operations.
- *Minimize conflicts between industries and other adjacent land uses.*
 - o The proposed development is located on the edge of the industrial district. The development will incorporate some components of general industrial uses (warehouse and storage for food bank), and also have a retail component (thrift store). Therefore, allowing this property to incorporate a mix of industrial and commercial uses will help to transition from industrial land to the commercial and residential areas to the west of the property.
- *Uses not compatible with industrial uses will be discouraged in the industrial areas to ensure the integrity of a sound industrial base.*
 - o The Salvation Army is proposing to primarily operate uses that are generally only permitted as accessory uses in the M1 (General Industrial) zone. The M1 zone restricts the space used for permitted accessory uses (office, technical training and retail for products assembled or manufactured on site) to a maximum of 25% of the gross floor area.
- *Continue with ongoing improvements to servicing in the industrial area by providing drainage works, road upgrading and sewer service.*
 - o Following the rezoning of the property, the applicant has agreed to allow a road dedication (corner cut) to be taken at the corner of Camrose Street and Dawson Avenue. This road dedication will allow this intersection to be widened, allowing easier turning for large trucks within the industrial district.

The uses that the Salvation Army is proposing (office, technical training and retail) are permitted within the M1 (General Industrial) zoning as secondary uses to an industrial use. The Salvation Army is not introducing

new uses into the industrial area, however they are proposing these to be their primary operations on the property.

In summary, the proposed site specific text amendment will limit the property to being used for industrial purposes, or for a non-profit society to operate only the uses permitted through this rezoning. This will attempt to restrict the property from being used in the future by commercial businesses. As indicated previously, industrial areas in the City are generally preserved only for industrial uses, however the applicant of the proposed rezoning has received support from the Penticton Industrial Development Association. The applicant is also proposing uses that are permitted as accessory uses within the M1 (General Industrial) zoning, and that these uses be permitted as the primary use on site.

Given the above, there is adequate policy to support the proposal for a site specific text amendment to allow the Salvation Army to conduct their operations at the subject property and support is recommended for First Reading of "Zoning Amendment Bylaw No. 2018-53".

Deny Zoning Amendment Bylaw

Council may consider that the proposed development is not appropriate for the subject property, and that industrial areas in the City should be preserved for industrial uses. If this is the case, Council should deny First Reading of Zoning Amendment Bylaw No. 2018-53".

Alternate Recommendations

1. THAT Council deny first reading of "Zoning Amendment Bylaw No. 2018-53".
2. THAT Council give first reading to "Zoning Amendment Bylaw No. 2018-53", with conditions that Council feels are appropriate.

Attachments

Attachment A:	Subject Property Location Map
Attachment B:	Zoning Map of Subject Property
Attachment C:	Official Community Plan Map of Subject Property
Attachment D:	Images of Subject Property
Attachment E:	Letter of Intent
Attachment F:	Letter of Support (PIDA)
Attachment G:	Proposed Site Plan
Attachment H:	Existing Parking Plan
Attachment I:	Zoning Amendment Bylaw No. 2018-53

Respectfully submitted,

Nicole Capewell
Planner 1

Approvals

Director Development Services	Chief Administrative Officer
	PW

Attachment A – Subject Property Location Map



Legend
 Subject Property
 Parcels

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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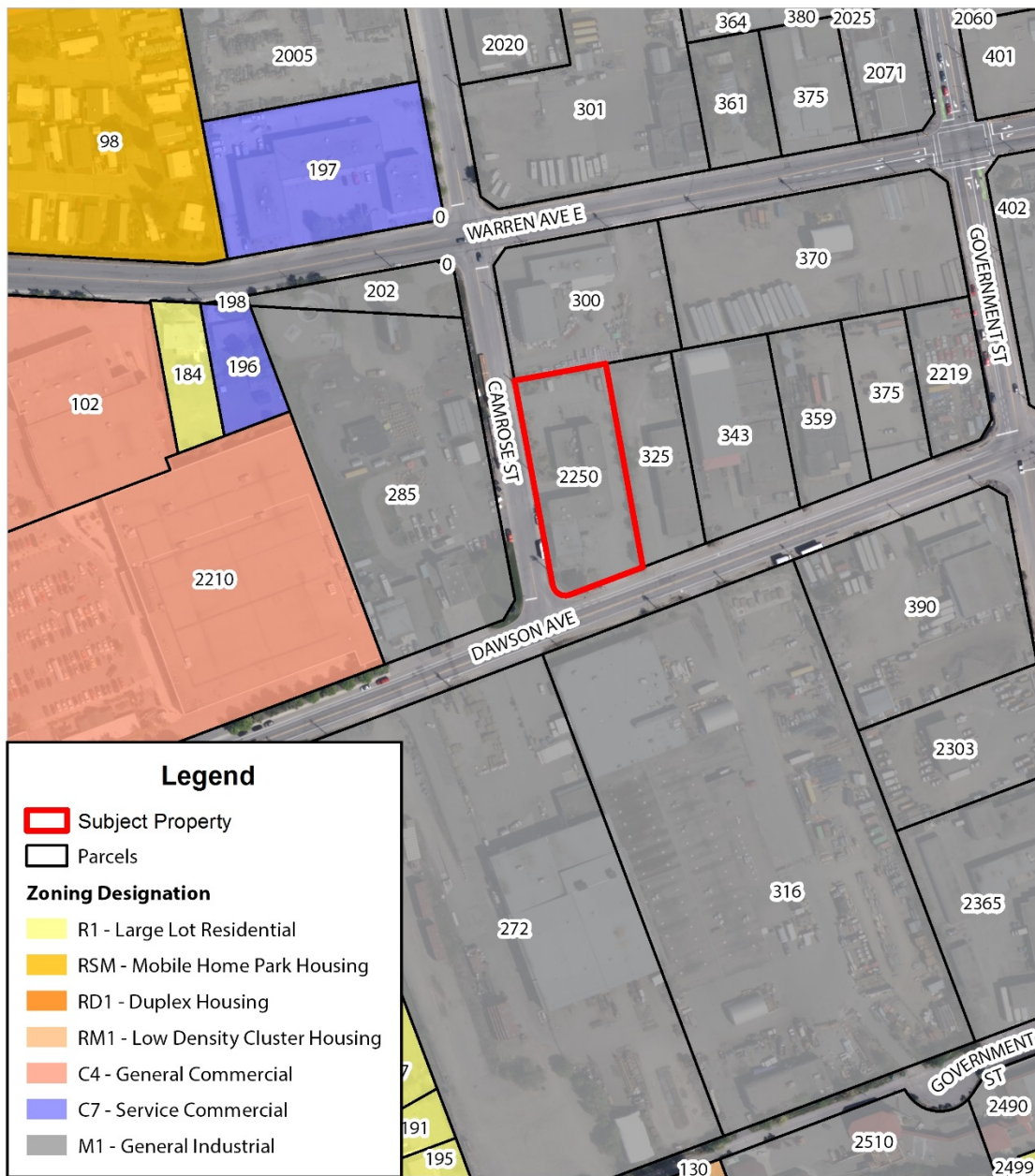
Figure 1 – Subject Property Highlighted in Red

Attachment B – Zoning Map of Subject Property



2250 Camrose Street

Zoning Map



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penticton.ca

Figure 2 – Subject Property Currently Zoned RD2 (Duplex Housing: Lane)

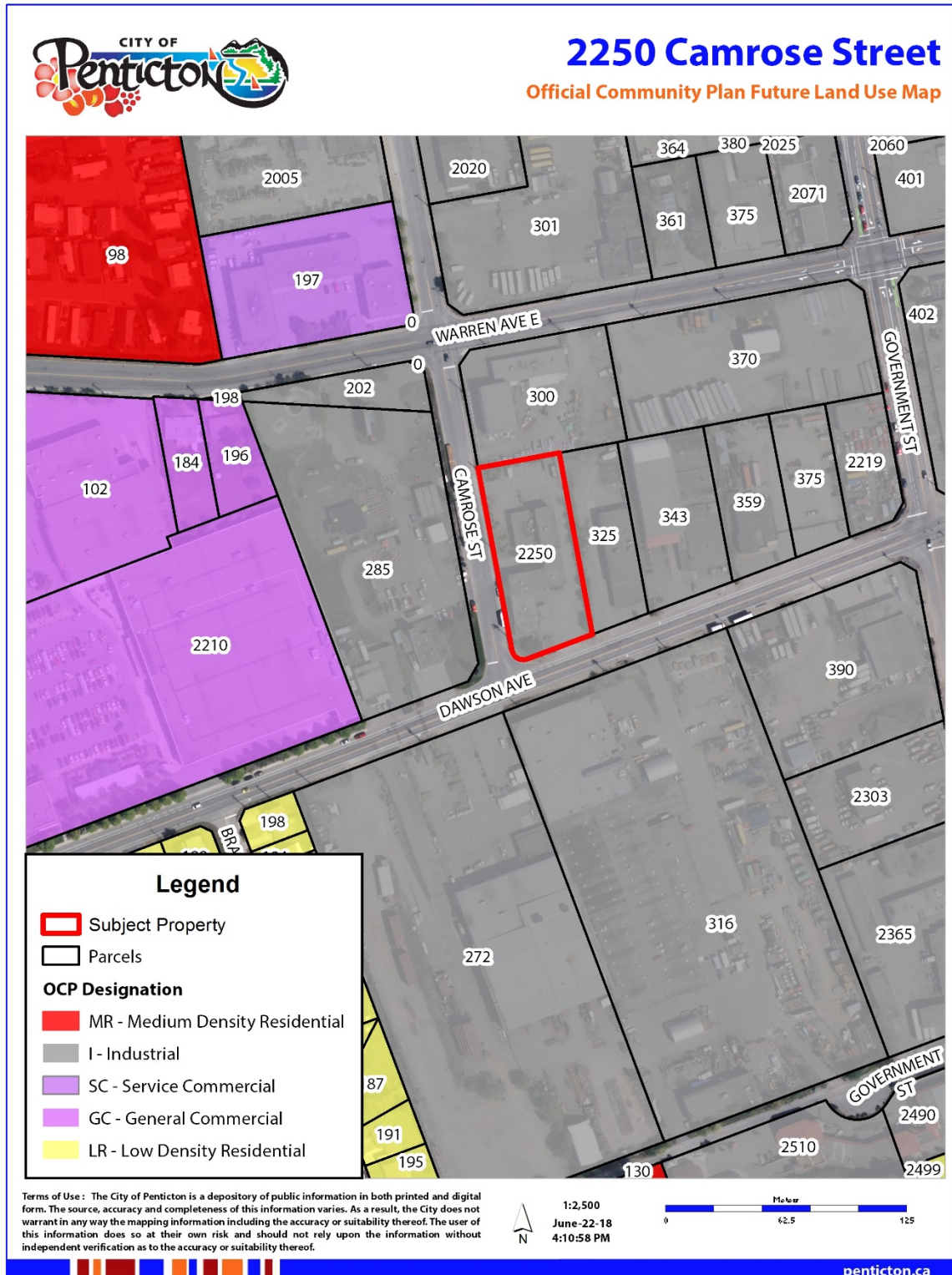


Figure 3 – Subject Property Currently Designated as HR (High Density Residential) within Official Community Plan

Attachment D – Images of Subject Property



Figure 4 – Looking at 2250 Camrose Street from Camrose Street (West View)



Figure 5 – Looking at north end of existing building at 2250 Camrose Street (within parking lot)



Figure 6 – Looking south along the drive aisle on the east property line



Figure 7 – Looking at the east wall of the existing building at 2250 Camrose Street

Attachment E – Letter of Intent



The Salvation Army

Canada and Bermuda
British Columbia Division

Penticton Community Church

2469 South Main Street, Penticton, BC V2A 5J1
Tel: 250.492.6494
Fax: 250.492.7215
www.SalvationArmy.ca/BritishColumbia

May 3rd, 2018.

LETTER OF INTENT 2250 Camrose Street

Dear reader,

As part of our re-zoning application I would like to present a short overview of our intent for the use of this property.

The Salvation Army has a long history in Penticton and is recognized for its social work through our church that includes the FoodBank, Emergency Disaster Services, Thrift Stores, Emergency Homeless Shelter and a number of community based activities benefitting both younger and older members of our community.

For the past ten years our main Thrift Store and Family Services office have been operating from the 2399 Main Street location and 318 Ellis Street. As we serve an ever increasing number of people in need The Salvation Army Penticton has been searching for a new location for some time. The property of 2250 Camrose Street would be a very suitable location to combine both our Thrift Stores in one location and be the new location for our Family Services office.

The new location would allow greater opportunity to provide new programming opportunities for families and individuals such as expanded programming in food and nutrition, job skill training, financial management and other programs as requested by the community. The new location would allow us to bring both Thrift Stores under one roof and provide greater efficiency for our store operations and is located in very close proximity to its current location at South Main. The location is also ideally suited for our involvement in the Emergency Services Program of the City of Penticton, with their new ESS office located at Fire hall # 2.

The property at 2250 Camrose Street is the former location of Black Press printing and the building is well suited with existing loading docks and large unobstructed interior space to house the Thrift Stores and Food-Bank offices. The rezoning application is done with the approval of PIDA and the notation that the zoning will revert to manufacturing in the event that The Salvation Army would vacate this property. The purchase of this property will allow The Salvation Army to invest further in the community of Penticton as the current leasing cost will now become available for community programming. The immediate purchase and expected renovations will contribute close to 1 million dollars to our local business community and all the funds generated through our local Thrift Store are 100% reinvested in community services in the greater Penticton area.

With sufficient parking for clients and shoppers, a bus connection and good road access the new location will not interfere with any existing manufacturing establishments. I trust that the rezoning application will receive your approval in the zoning amendment process

Yours truly,
THE SALVATION ARMY

A handwritten signature in black ink, appearing to read "René van der Meijden".

René van der Meijden
Community Ministries Director
Penticton Corps

William and Catherine Booth
Founders

André Cox
General

Commissioner Susan McMillan
Territorial Commander

Jamie Braund
Divisional Commander

Figure 8 – Letter of Intent

Attachment F – Letter of Support (PIDA)



The Salvation Army Community Church Penticton.
Attn. Major Tim Leslie

26-04-2018.

Re: 2250 Camrose Street Penticton

Dear Major Tim Leslie,

This is to confirm our discussion of April 20th 2018 in regards to your plans to purchase the property located on 2250 Camrose Street. As you are aware that as president of PIDA I look after the interests of the local Industrial Association and have concerns about preserving our communities industrial land base.

During our discussion it became clear that The Salvation Army would like to use this property for the use of the Food Bank and Thrift Stores as well as some offices. The Salvation Army will indicate in their zoning application that the property will not be re-sold for retail use and that the building and property will remain zoned and available for industrial purposes in the event that The Salvation Army will dispose of the property.

Based on our discussion and the explained use of the property for the community I foresee no objections to a required re-zoning amendment for the property and subsequent use by The Salvation Army as long as its current zoning is preserved.

With kind regards,

Frank Conci

Figure 9 – Letter of Support (PIDA)

Attachment G – Proposed Site Plan

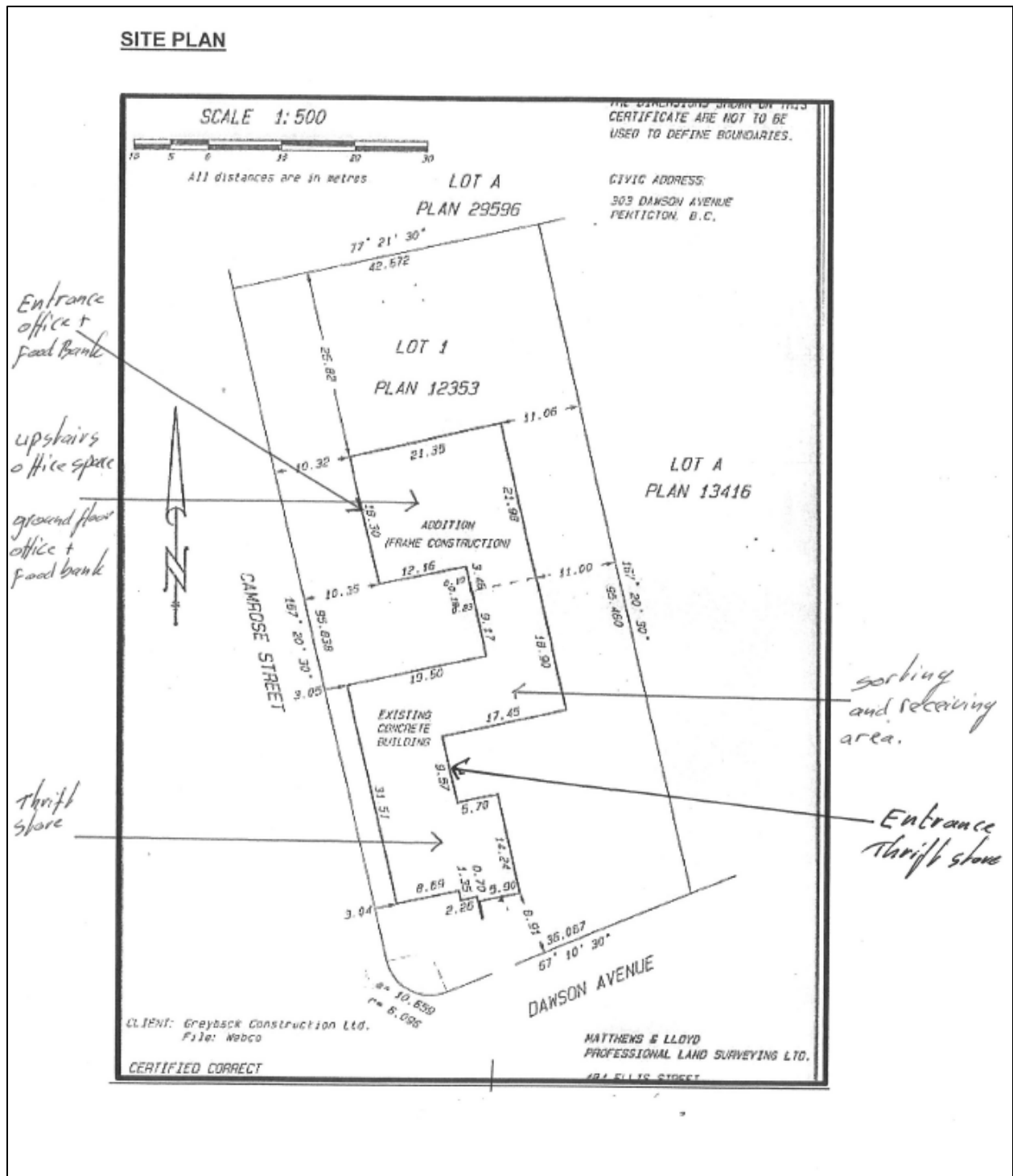


Figure 10 – Proposed Site Plan

Attachment H – Existing Parking Plan



Figure 11 – Existing Parking located at 2250 Camrose Street

A map showing a street layout with Camrose St running vertically and Dawson Ave running horizontally. A large rectangular lot is outlined in black and labeled '2250'. To the left of this lot is another lot labeled '285'. To the right, across Dawson Ave, is a lot labeled '316'. The address '4350' is visible near the intersection of Camrose St and Dawson Ave.

**Site Specific Zoning Amendment (M1 Zone)
2250 Camrose Street**

The use of the premises by a non-profit society to provide family service operations including life skills training (may include cooking, budgeting, first aid), employment skills training, and work experience facilitation; and operating a second hand store which primarily sells donated used merchandise; and operating a food bank for the purposes of storing and distributing food products for non-profit and charitable purposes; and operating administrative offices; shall be a permitted use

City of Penticton – Schedule ‘A’

Zoning Amendment Bylaw No. 2018-53

Date: _____

Corporate Officer: _____