



Council Report

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Date: January 19, 2021 File No: 470 Edmonton Ave
To: Donny van Dyk, Chief Administrative Officer
From: Nicole Capewell, Planner II and JoAnne Kleb, Public Engagement Program Manager and
Adam Goodwin, Social Development Specialist
Address: 470, 490 and 500 Edmonton Avenue
Subject: **Edmonton Avenue Child Care Centre: Zoning Amendment Bylaw No. 2020-42 and
Public Engagement Results**

Staff Recommendation

THAT Council receive into the record the results of the public engagement completed in accordance with Parkland Protection and Use Policy for the Edmonton Avenue Child Care Centre, located at 470, 490 and 500 Edmonton Avenue;

AND THAT Council give second reading as amended to Zoning Amendment Bylaw No. 2020-42, a bylaw that adds the use 'day care centre, major' as a site specific use in the P2 (Parks and Recreation) zone for Lot 6 and the western portion of Lot 5 District Lots 202, 249 and 250 Similkameen Division Yale District Plan 1410, located at 470 and the western portion of 490 Edmonton Avenue, and forward to the February 1, 2021 Public Hearing.

Executive Summary

Over the past year, the City has been working collaboratively with One Sky Community Resources and with provincial grant funding on the redevelopment of the Edmonton Avenue Centre into a new childcare facility. Part of that process requires an amendment to the City's zoning bylaw adding the use 'day care centre, major' to the property. Council, on November 3, 2020 gave first reading to 'Zoning Amendment Bylaw No. 2020-42' a bylaw that adds the use to the lands and directed staff to complete a public engagement process on the proposal. The engagement activities showed broad support for the proposal, and has resulted in a minor change to the bylaw (removing a portion of Lot 5 and all of Lot 4 from the zoning change). The purpose of this report is to provide Council with the results from the public engagement and to provide the opportunity for Council to give another reading to the bylaw as amended and schedule a public hearing for the bylaw.

Strategic Priority Objective

Vision: A vibrant, innovative, healthy waterfront city focused on sustainability, community and economic opportunity.

Mission: Penticton will serve its residents, businesses and visitors through good governance, partnership and the provision of effective and community focused services.

Asset & Amenity Management: The City of Penticton will ensure the services we provide to our residents and visitors are reliable and cost effective by proactively investing into our natural and built assets.

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

Community Vitality: The City of Penticton, guided by the Official Community Plan, will promote the economic wellbeing and vitality of the community.

Background

As identified in the 2021-2030 Penticton Child Care Action Plan (see related agenda item in today’s Council package), there is a strong demand for additional child care spaces in Penticton. Penticton requires over 700 net new child care spaces over the next ten years to meet this urgent need. As child care plays an important role in the community from both an economic and social perspective, the City partnered with OneSky Community Resources to develop a new child care facility in Kiwanis Park located on Edmonton Avenue. To move forward with this new facility, an amendment to the City’s zoning bylaw adding the use ‘day care centre, major, is required.

As the Edmonton Avenue child care project involves properties that are currently zoned P2 (Parks and Recreation) the Parkland Protection and Use Policy applies. This policy includes nine activities to be completed prior to Council making a final decision on whether to add ‘day care centre, major’ as a permitted use (see Figure 1). To date, seven of the steps have been completed.

Parkland Protection and Use Policy



Figure 1 - Process in the Parkland Protection and Use Policy

To complete the remaining steps in the Policy and continue towards step nine (public hearing), staff are presenting to Council:

- Results of public engagement completed for the proposal and zoning amendment for properties 470, 490, and 500 Edmonton Ave;

- Recommendations from the Parks and Recreation Advisory Committee December 10th, 2020 meeting; and
- A proposed amendment to 'Zoning Amendment Bylaw No. 2020-42' (Attachment B).

Public Engagement Process and Results

At its November 12, 2019 meeting, the Parks and Recreation Advisory Committee provided its support for the proposed public participation plan for the project, which has now been completed. The plan included these activities:

- Notification of all stakeholders involved with Kiwanis Park and interested members of the community to inform them of the proposal and provide opportunities for involvement (OneSky Community Resources, Kiwanis Club, Safety Village Society, Little Triumphs / Edmonton Avenue Centre families, neighbouring residents, community-at-large).
- Preparation of shapeyourcitypenticton.ca tile providing a central resource for information related to the process. The site received a total of 301 views.
- An e-blast to all members of the shapeyourcitypenticton.ca database to inform them about the proposal and opportunities for involvement. Two emails were sent to approximately 4,800 members of the database.
- Issuance of a press release and advertising on social and local media to let the community know about the proposal to amend the zoning and to build a new child care facility and the opportunities to get involved.
- Mail out to neighboring residents to directly inform them about the proposal and opportunities to get involved. 96 notices were mailed out.
- Livestreamed an online information session which was attended by approximately 30 people and has since received approximately 960 views. The online information session was promoted through social media and news media. An e-blast notice was sent the day before.
- Provided a feedback form online and at the open house to gauge support for the zoning amendment. The City received 50 feedback forms.
- Prepared a report with the results of the feedback forms for PRAC to consider in determining its recommendation. These results are contained within this report.

An in-person open house was also planned as part of the engagement process. The event was cancelled as a result of a new directive from the Provincial Health Officer recommending against in-person gatherings. In lieu of the open house, registered participants and other interested citizens were invited to participate in a virtual open house or have discussions with staff directly.

The following is a summary of the results of the engagement activities conducted in November and December 2020 (see Attachment A for additional details):

- Respondents to the feedback form were very positive. Of the 50 participants, about 72% agreed with updating the zoning of the properties to continue the childcare use in the park and support the proposal to replace the child care facility, and an additional 24% agree but with certain conditions such as:
 - Parking needs to be adequate and reflected on the plan.
 - The rezoning should only apply to the portion of the site that is used for childcare, not the site as a whole.
 - Public access such as the playground needs to be protected.

- Support needs to be provided to the Safety Village to continue operations during construction and in the long-term.
- Some of the other comments received through the feedback form regarding the project include:
 - Childcare is desperately needed and this project can't move fast enough.
 - This location is nicely situated in a residential area with lots of outdoor spaces nearby.
 - Would like to see the project use sustainable or green building design and construction practices.
- Participants also provided feedback regarding the operation of the day care which has been provided to OneSky Community Resources. Examples of these comments and questions include:
 - Why are there not more spaces for infant and toddler?
 - How is OneSky Community Resources transitioning the spaces?
 - What is being done to recruit more staff?

Through the engagement process, the City also held meetings with key stakeholder groups including Kiwanis Club, Safety Village, OneSky Community Resources, as well as internally with City departments. These stakeholder meetings surfaced a number of considerations to be reflected in the project and the detailed design of the building.

The City met with the Safety Village on multiple occasions to understand its needs and explore opportunities through the proposal. Through these conversations, the City learned that the Safety Village is concerned that its operations may be affected during construction and that this could impede its access to grants. Safety Village also indicated that the use of the washroom building is fundamental to its operations as it provides washrooms, kitchen, classroom, bicycle storage and office space. This building is planned to be demolished as part of this proposal and Safety Village is seeking support to continue their operations in the interim as well as in the long-term. Several options exist to accommodate these requests, including bringing in portable facilities during construction. Longer term solutions are being considered. Interim solutions will likely be covered by grant funds.

Parks and Recreation Advisory Committee

During its December 10, 2020 meeting, the Parks and Recreation Advisory Committee received an update from staff on the project (e.g., overview of the project, zoning amendment, public participation results).

During this meeting, the Committee supported the following four recommendations:

- THAT the Parks and Recreation Advisory Committee accept, for information and consideration, the summary of results from the public engagement process in accordance with the Parkland Protection and Use Policy.
- AND THAT the committee support amending Zoning Amendment Bylaw No.2020-42 to reduce the area from all of 470, 490 and 500 Edmonton Avenue to only those areas intended to accommodate the new childcare facility (all of 470 Edmonton Avenue and a portion of 490 Edmonton Avenue).
- AND THAT the Parks and Recreation Advisory Committee supports the amended version of "Zoning Amendment Bylaw No. 2020-42", a bylaw that adds the use "day care centre, major" as a site specific use in the P2 (Parks and Recreation) zone for the consolidated Lot, located at 470 and 490 Edmonton Avenue.
- AND THAT the Parks and Recreation Advisory Committee provide support for adding 'day care centre, major' as a permitted use on the consolidated Lot has been completed in alignment with the Parkland Protection and Use Policy.

Financial implication

There are no financial implications associated with amending the area that 'Zoning Amendment Bylaw No. 2020-42' will be applicable to, and moving to public hearing. The public hearing is already scheduled for other land use matters. Staff time will be required to prepare materials for the public hearing.

In partnership with OneSky Community Resources, the City received a \$2.9M grant from the Province of British Columbia to cover the costs associated with building the new Edmonton Avenue child care centre.

Analysis

As noted in the public participation results, those who participated in the activities support the project and zoning amendment. The results suggest that community members have a strong understanding of the urgent demand for additional child care spaces in Penticton, which the Edmonton Avenue project would positively contribute to net new spaces. Participants did have several suggestions/feedback on both the overall project and the proposed zoning amendment.

In the original zoning amendment bylaw, that was given first reading by Council on November 3, 2020, three lots (470, 490, and 500 Edmonton Ave) were proposed to have 'day care centre, major' added as a permitted use. The three lots were all included in the zoning change as all three lots were currently used for childcare purposes and the final plans for the new facility and the land requirements for it were not entirely clear.

As a result of the feedback received through the public participation process and with further refinement of the plans for the new facility, staff have amended the zoning bylaw to only include those areas of land where the new facility and ancillary operations (parking, play areas etc) will be located. The amended area would include 470 Edmonton Ave and the western portion of 490 Edmonton Avenue. The amendment does not impact the project.

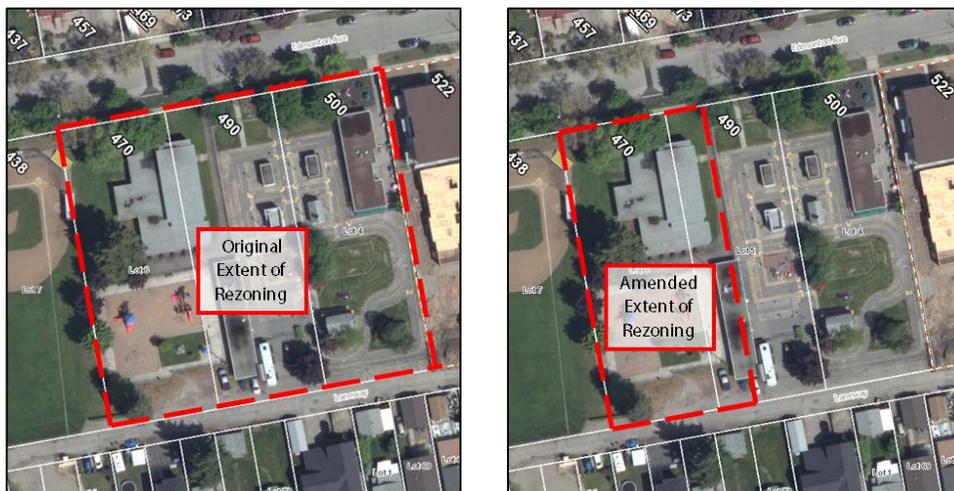


Figure 2 - Images Displaying the Proposed Change to Extent of Rezoning

Another finding from the public participation process was around traffic and parking in the laneway behind the proposed facility. While the current site plan indicates the location of where parking would be situated, the exact parking layout will be considered following the lot consolidation. Based on the size, the proposed facility would require 14 parking spaces, which will be accommodated on site, located off of the lane.

OneSky Community Resources is continuing to work with its design team to better understand different parking options and opportunities. It was also requested through the public participation results, that based on the final parking/traffic flow design, the City explore widening the laneway behind the facility. At this time, it is not anticipated that there would be an extraordinary increase in traffic in the laneway once this project is open, however the City may explore this need once parking flow has been more fully developed by the design team.

Summary and Staff Recommendations

In summary, staff are recommending that Council receive the public participation results and findings into the public record. The process was completed with the support of the PRAC (received in November 2019 and December 2020) and Council direction (provided during the November 3, 2020 Regular Meeting). The engagement results show strong support for the zoning amendment and overall project.

Staff are also recommending that ‘Zoning Amendment Bylaw No. 2020-42’ be amended to apply only to the lands that are directly involved in the new Edmonton Ave child care centre. There were some concerns that adding child care as a permitted use to all three lots (470, 490, and 500 Edmonton Ave) was unnecessary. This adjustment will not impact the Edmonton Ave child care facility, and will allow it to proceed in a timely fashion.

If Council resolves to pass the staff recommendations today, it is anticipated that the zoning amendment will proceed to public hearing on February 1, 2021. Following the public hearing, should Council choose to adopt ‘Zoning Amendment Bylaw No.2020-42’, OneSky Community Resources and their design team would continue to complete final renderings and drawings of the proposed facility, which staff anticipate would be provided at a Council meeting in spring 2021 for Council’s review.

Alternate recommendations

THAT Council direct staff to bring back additional information.

Attachments

Attachment A – Results of the Public Engagement Process

Attachment B –Zoning Amendment Bylaw No. 2020-42 with Staff Recommended Changes

Respectfully submitted,

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Concurrence

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