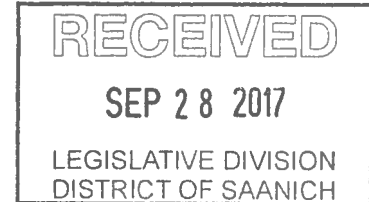




The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozanski, Director of Planning  
**Date:** September 25, 2017  
**Subject:** Rezoning and Non-farm Use Agricultural Land Reserve Application  
File: REZ00572; ALR00013 • 1400 Derby Road



## RECOMMENDATION

1. That the application to rezone from P-4 (Recreation and Open Space) Zone to P-4HR (Recreation, Health Zone – Cedar Hill /Pearkes) Zone be approved.
2. That the Agricultural Land Reserve application for a non-farm use be forwarded to the Agricultural Land Commission for their consideration.
3. That a Public Hearing be withheld pending approval from the Agricultural Land Commission.

## PURPOSE

District of Saanich Parks and Recreation proposes to rezone a portion of the Cedar Hill Golf Course where the club house buildings and parking lot are located from P-4 (Recreation and Open Space) Zone to P-4HR (Recreation, Health Zone – Cedar Hill /Pearkes) Zone to allow for health services. An application to the Agricultural Land Commission for a non-farm use is also requested.

The proposed zoning change would add “health facility” and “accessory retail sales” as permitted uses. The proposed zoning change would allow Parks and Recreation to introduce a compatible service such as massage therapy or physiotherapy within an area that is currently underutilized in the club house building. Rezoning to P-4HR would be consistent with the zoning in place for the Cedar Hill Recreation Centre, as well as Pearkes Recreation Centre.

## DISCUSSION

### Neighbourhood Context

The 53.36 ha (132 ac) property is developed as Cedar Hill Park and contains the Cedar Hill Recreation Centre including two ball diamonds, the Cedar Hill Golf Course including a driving range and club house, and a walking trail located around the perimeter of the property. The subject area to be rezoned is 1.8 ha (4.45 ac) in area and located mid-way along the eastern boundary of the park. The subject area has vehicle access directly from Derby Road and captures the existing club house, driving range and pro-shop, the former club house that now serves as an accessory maintenance building, and the parking lot.

The surrounding neighbourhood is residential, predominantly in the form of single-family dwellings with some multiple-family developments.

The subject area is located approximately 1.5 km travel distance from the Hillside Major "Centre" and Cedar Hill Neighbourhood "Centre". The Cedar Hill Recreation Centre is approximately 500 to 600 m walking distance from the subject area.

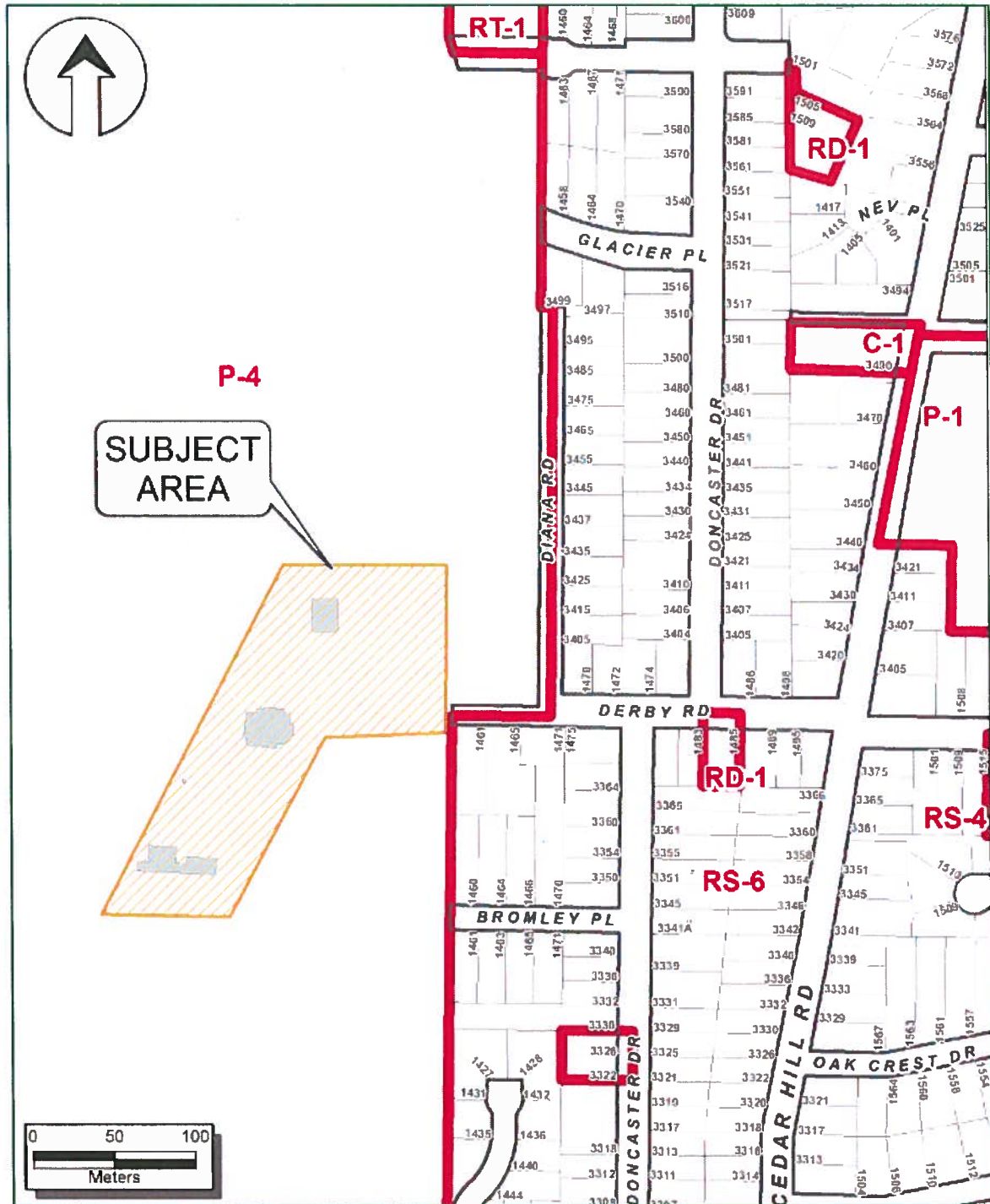


Figure 1: Context Map





Figure 2: Aerial View of Surrounding Area

**Proposed Land Use**

The difference between the existing P-4 (Recreation and Open Space) Zone and the proposed P-4HR (Recreation, Health Zone – Cedar Hill/Pearkes) Zone is that there are two additional permitted uses. While the current zone permits “recreation facility”, the proposed zone permits “recreation/health facility” and also explicitly includes “accessory retail sales” as permitted uses. No new buildings or structures are proposed to support the additional land uses.

The proposed P-4HR zone includes accessory retail sales as a permitted use, however it would be anticipated that the operations of any recreational facility would have a retail sales component for related equipment, or food and beverage concessions. No expansion of accessory retail sales is anticipated beyond what is existing to support the golf course operation, and there are no changes proposed to the existing site services, landscaping, or parking areas. No significant impacts to traffic and parking demands are expected.

The renovated interior space would be used for health and wellness programs offered through Parks and Recreation, or possibly focus strictly on health treatment/therapy provided through a contracted health provider. If the space is used for Parks and Recreation programs then approximately 30 people per day would be anticipated for classes from September to April with the space used to support golf activities during summer months. If the space is leased to a health provider approximately 30 people per day would be anticipated throughout the year. Any additional revenue generated would support the golf course operations.

### **Agricultural Land Reserve**

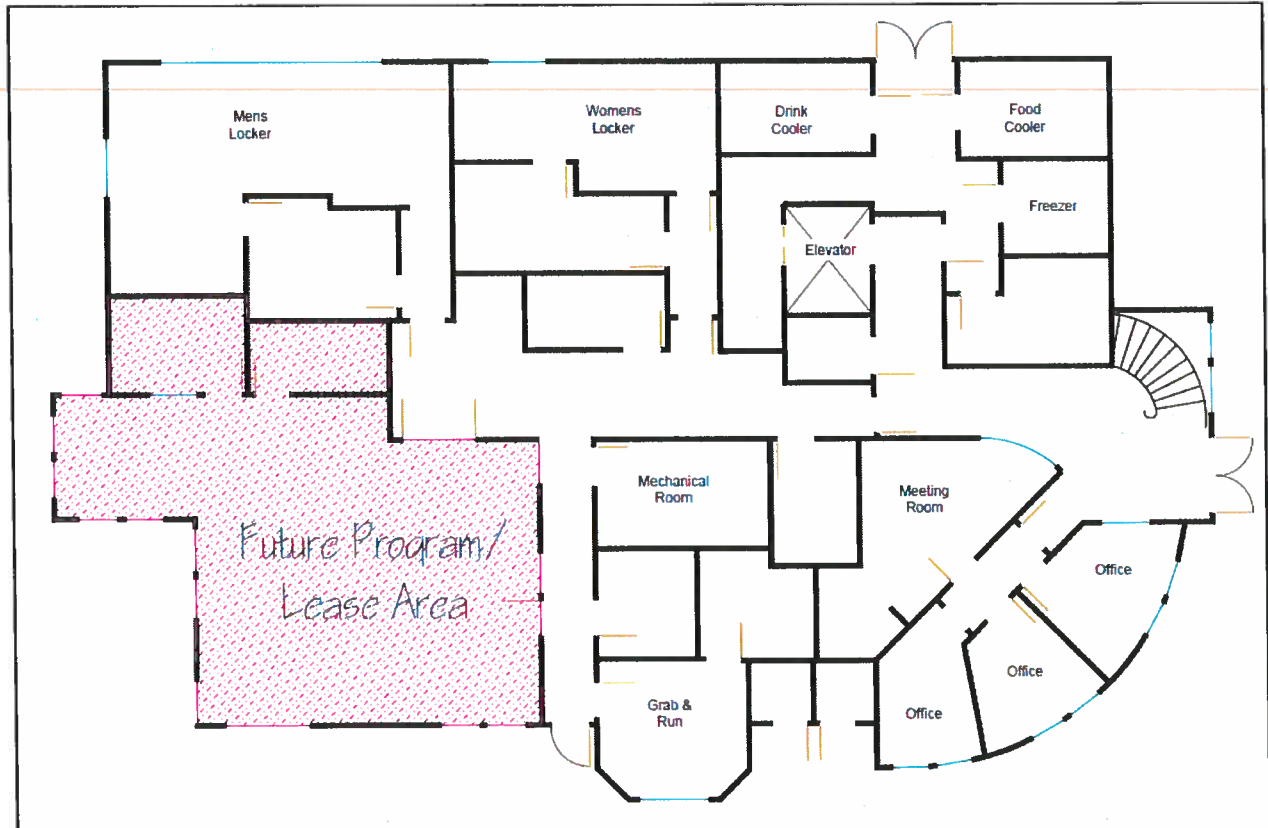
The site is located within the Agricultural Land Reserve (ALR) and an application for a non-farm use in the Agricultural Land Reserve is part of the process.

If Council decides to advance the proposal, the application for a non-farm use would be forwarded to the Agricultural Land Commission (ALC) for consideration. If the ALC approves the non-farm request, the application would return to Council for a Public Hearing to consider the Zoning Bylaw Amendment.

### **Site and Building Design**

No changes to the site layout or additions to the existing buildings are proposed. The proposed health services would be located within the existing club house. The proposed zone boundary captures the required setbacks such that existing buildings would not become non-conforming and require a variance. Any new health services offered in this location would be located within the existing club house, with an underutilized area identified on the lower level to be renovated for this purpose (see Figure 3).





**Figure 3: Main Floor Plan of Proposed Subject Area (Upper Floor not Shown)**

### Consultation

The site is located within the catchment area for the Quadra Cedar Hill Community Association (QCHCA), but is also close to both the Mount Tolmie and Camosun Community Associations catchment areas. Parks and Recreation contacted all three Community Associations and subsequently met with the QCHCA to discuss the proposal. Parks staff attended a meeting of the QCHCA executive February 1, 2016 and a general meeting on May 24, 2016 to discuss the proposal. An information package was mailed to surrounding properties and a Q & A session was hosted at the golf course on July 11, 2016. An open house was held December 5, 2016 where written responses were received through a questionnaire, which is discussed below.

The QCHCA responded June 20, 2016 indicating they believe any rezoning application should be considered in conjunction with the Parks Management Plan process. The response also notes: they have a good relationship with Saanich Parks, previous proposals at Cedar Hill Park have been quite controversial, and a Cedar Hill Park Management Plan was identified in the 2015 Strategic Plan.

In response to comments suggesting the application should wait until completion of the Cedar Hill Park Management Plan, Parks staff have confirmed that operations of the Cedar Hill Golf Course and Cedar Hill Recreation Centre are not within the scope of the park planning process. There are two key objectives for the Cedar Hill Park Management Plan process: develop a Guiding Vision Statement to reflect community input, and then prepare a plan based on the Vision with a focus on natural areas, the Bowker Creek Tributary, open park space, and infrastructure improvements.

At the December 5, 2016 open house a questionnaire was available with 27 responses

received. Of the responses received, 9 supported the proposal, 6 were opposed and 12 supported it in part. The primary reasons for concern noted in the comments were:

- Wait for the Park Master Plan or other overall plan/vision (10)
- Maintaining or expanding the food and beverage service is a higher priority (6)
- Need to protect park/maintain recreation uses at Cedar Hill facility (3)
- Traffic impacts (2)

The golf course operations are not anticipated to change through the Park Management Plan process and the anticipated timeline for preparing the management plan is between 18 months and 3 years. The current proposal would allow for revenue generating activities to occur within an underutilized area in order to improve the economic sustainability of the golf course.

The application was also referred to the Peninsula and Area Agricultural Committee (PAAC) since the property is within the ALR. The PAAC responded that they have no objections.

The application was also referred to the Saanich Heritage Foundation since the property contains the McRae Residence, a 1901 Arts and Crafts home designated in the Heritage Inventory. The Foundation considered the proposal and passed a resolution that they have no objections.

## **ALTERNATIVES**

1. That Council approve the recommendations in the report.

The implications of this alternative are discussed in later sections of this report.

2. That Council reject the recommendations as outlined in the staff report.

Should Council decide to reject the recommendations contained in this report, the implications are that the proposed rezoning would not proceed and the non-farm use application would not be forwarded to the Agricultural Land Commission (ALC).

3. That Council forwards the non-farm use application to the Agricultural Land Commission for their consideration and directs staff to include specific comments to be included as part of the application.

Should Council decide to include specific comments to be included with the non-farm use application, the implications are that the comments would be taken into consideration but the ALC would maintain their full discretion when considering the non-farm use application.

4. That Council provide alternate direction to Staff.

Should Council provide alternate direction to staff, such as to consider other options to utilize the Cedar Hill Golf Course club house, the implications are that staff would work with the applicant to address comments from Council. The applicant would undertake any necessary revisions to their proposal, for review by staff and ultimately consideration by Council. This alternative would result in a delay in Council's decision regarding the rezoning application.

5. That Council table the application until the Cedar Hill Park Management Plan is completed.

Should Council decide to table the application at this time, consideration of the proposal by Council would be delayed until the Park Management Plan is completed. The proposal may then be revised based on the Park Management Plan or due to other changes that may arise during the intervening time period.

## **FINANCIAL IMPLICATIONS**

If approved, the proposal is anticipated to provide a new revenue stream to the Saanich Parks and Recreation budget. Any additional revenue would be used to support the operating and maintenance budget for the Cedar Hill Golf Course to improve its financial sustainability.

## **STRATEGIC PLAN IMPLICATIONS**

The proposal would not conflict with the District of Saanich 2015 - 2018 Strategic Plan and may contribute to advancing:

- Objective C1 Strengthen the Physical, Social and Cultural Participation of Citizens
- Objective F2 Diversify Revenue Sources
- Objective F4 Sustain Community Infrastructure

## **PLANNING IMPLICATIONS**

The following Saanich Planning Policies are most applicable to the subject proposal:

### Official Community Plan (2008)

- 4.2.1.1 "Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact, Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy."
- 4.2.1.2 "Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary."
- 4.2.6.1 "Review rezoning applications for institutions considering such factors as; intended use, servicing, access, traffic generation, transit routes, lot size, opens space, scale, neighbourhood context, accessibility, and environmental impacts."
- 4.2.6.2 "Require institutional uses to locate within the Urban Containment Boundary and outside the ALR, except where they preserve large amounts of land as open space or provide other community amenities."
- 4.2.8.1 "Acquire and develop park land to ensure residents have a wide range of leisure opportunities, and to preserve significant ecosystems."
- 4.2.8.5 "Use the Five-Year Financial Plan to guide the development of parks and trails, recreation facilities, based on the Official Community Plan, the 'Park Priority Study' and the 'Parks and Recreation Master Plan'."

- 4.2.8.12 "Manage parks, trails, and other open spaces in a manner that minimizes their impact on the natural environment, agriculture, and adjacent urban areas."
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- 5.1.3.7 "Support tourist related facilities, including all types of accommodation and visitor attractions that are compatible with environmental factors and adjacent land uses."
- 5.2.2.1 "Review recreational programming and facilities, as necessary, to ensure they are meeting current and emerging demands."

#### Quadra Local Area Plan (2001)

- 5.2 "Do not consider rezoning for new commercial sites outside of the Quadra-McKenzie Development Permit Area."
- 6.1 "Encourage protection and restoration of indigenous vegetation, wildlife habitat, and riparian environments within Quadra when considering applications for change in land use."
- 6.2 "Preserve rock outcrops, trees, and other natural vegetation within parks, boulevards, unconstructed road rights-of-way, and other public lands within Quadra."

The proposal is consistent with the Official Community Plan (OCP) policies and would have minimal impacts to the site and surrounding area. OCP policy 4.2.8.5 refers to the five-year financial plan to guide the development of parks and recreational facilities. Based on Strategic Plan direction, a Park Management Plan for Cedar Hill Park has been initiated. In response to comments about delaying this application until the park plan for Cedar Hill Park has been completed, staff do not believe that consideration of a proposal such as this would be captured within the scope and scale of a Park Management Plan.

If Council decides to the advance the proposal, the application for a non-farm use would be forwarded to the Agricultural Land Commission (ALC) for consideration. If the ALC approves the non-farm request, the application would return to Council for a public hearing to consider the Zoning Bylaw Amendment.

Given the proposed land use is consistent with zoning at other recreational facilities and the health services proposed are compatible with sport and recreational facilities, staff believe the application can be considered on its own merits prior to completion of the Cedar Hill Park Management Plan. Since the proposal requires approval from the ALC before Council would be able to grant approval to the proposal, there could be significant overlap with preparation of the Cedar Hill Management Park Plan before the rezoning application proceeds to Public Hearing. Therefore if any additional information or comments relevant to the proposal arise during the Cedar Hill Park Management Plan preparation, they could be taken into consideration prior to a Public Hearing.



**CONCLUSION**

The proposal is to rezone a 1.8 ha portion of the Cedar Hill Golf Course where the club house buildings and parking lot are located from P-4 (Recreation and Open Space) Zone to P-4HR (Recreation, Health Zone – Cedar Hill/Pearkes) Zone to allow for health services. An application to the Agricultural Land Commission for a non-farm use is also requested.

The proposed Zoning Bylaw Amendment would be applicable to the area surrounding the club house and would not impact the amount of open space or the existing uses and operations occurring elsewhere on the 53.36 ha property. The purpose of the proposed zoning is to add "health facility" in order to permit Parks and Recreation to expand their programming or introduce a compatible service such as massage therapy or physiotherapy at the club house.

The application is supportable because it would allow for revenue generating activities to occur within an underutilized area in order to improve the economic sustainability of the golf course. There would be no negative impacts on the environment or golf course operations and rezoning to P-4HR would be consistent with the zoning in place for both the Cedar Hill and GR Pearkes Recreation Centres.

Prepared by:



Andrea Pickard

Planner

Reviewed by:



Jarret Matanowitsch

Manager of Current Planning

Approved by:



for Sharon Hvozdzanski

Director of Planning

APK/gv


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**Attachments**

cc: Paul Thorkelsson, Administrator  
Graham Barbour, Manager of Inspection Services

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Administrator