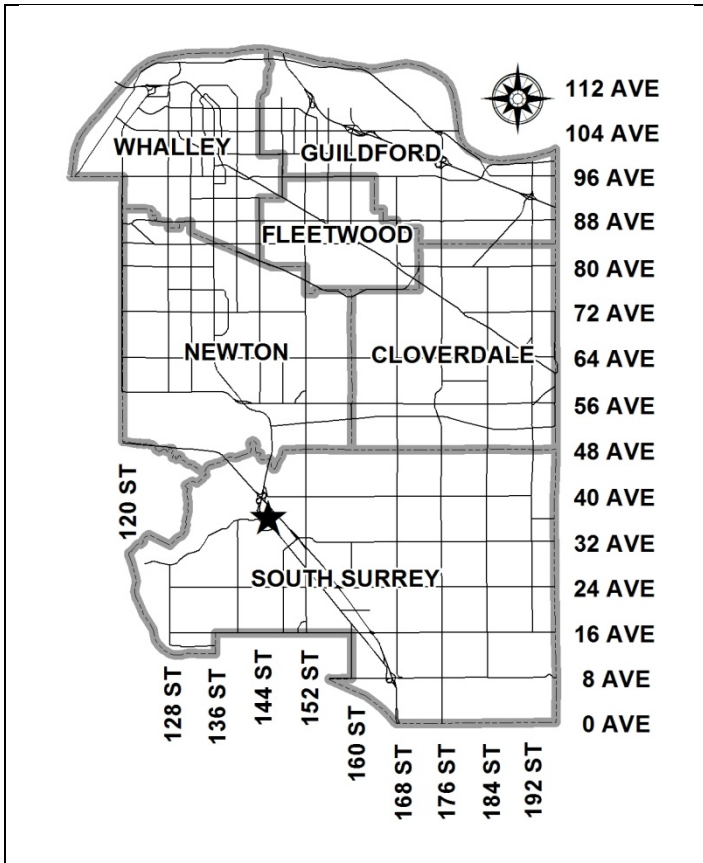


City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7913-0097-00

Planning Report Date: July 22, 2013



PROPOSAL:

- **Non-farm use** under Section 20(3) of the ALC Act. in order to permit the development of a comprehensive private sports, recreation and family-oriented social club.

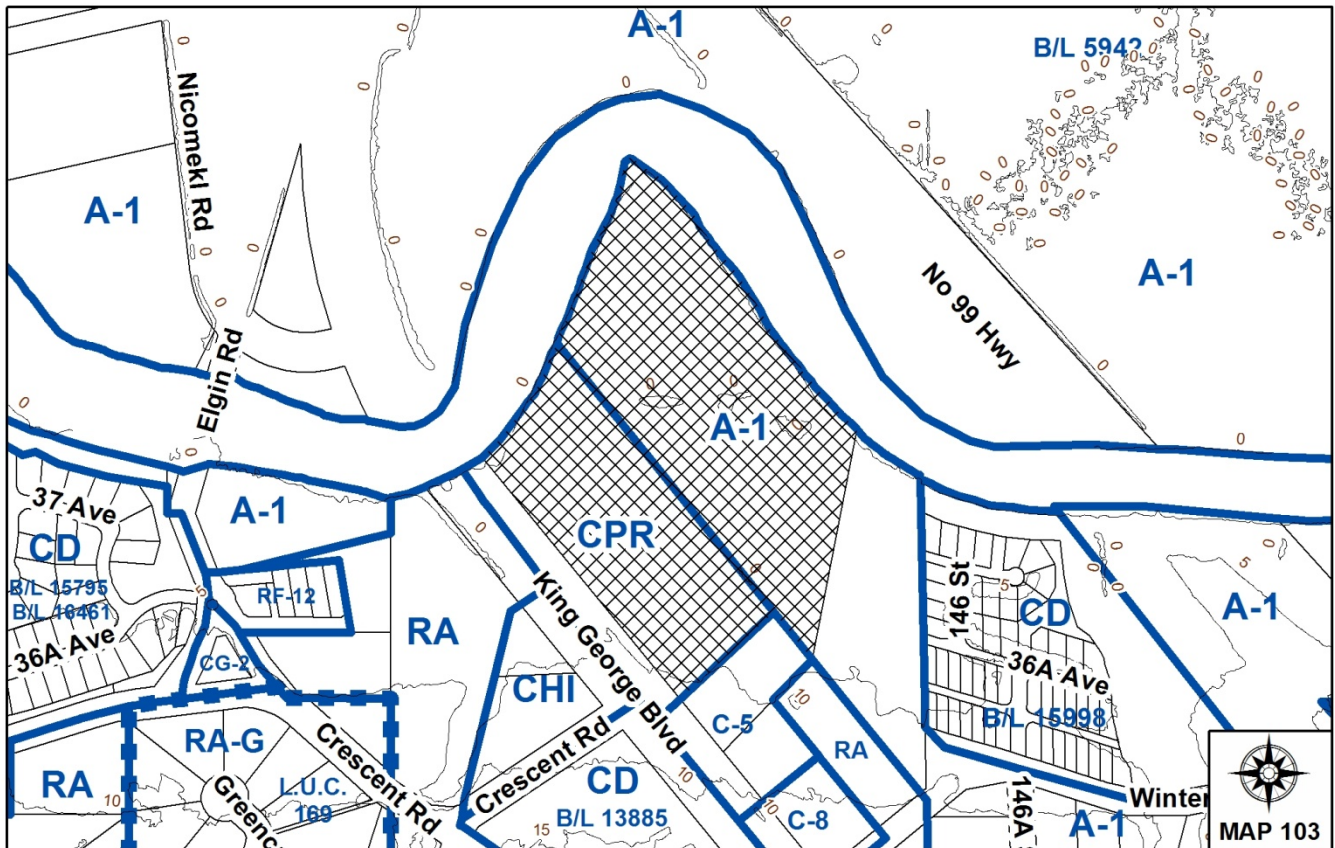
LOCATION: 3600 - King George Boulevard

OWNER: Gordon Poirier Ventures Ltd., Inc.
 No. 63202

ZONING: CPR and A-1

OCP DESIGNATION: Agricultural

LAP DESIGNATION: Golf Course



RECOMMENDATION SUMMARY

- Refer the application to the Agricultural Land Commission (ALC) for non-farm use without comment.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed comprehensive private sports, recreation and family-oriented social club is not an agricultural use. As such, an application to the Agricultural Land Commission (ALC) is required to seek permission for a non-farm use of agricultural land.
- If the subject site is deemed suitable for agricultural purposes by the ALC, the proposal would be inconsistent with Official Community Plan (OCP) policies that are designed to protect farmland as a resource for agriculture.

RATIONALE OF RECOMMENDATION

- Under Section 20(3) of the Agricultural Land Commission Act an owner of agricultural land may apply to the Commission, through the host local government, for permission for a non-farm use of agricultural land.
- The subject site is currently occupied by a non-farm use in the form of a golf course and driving range. It is evident that the site has inherent limitations that may limit its viability for agricultural use. The applicant proposes an expansion of the non-farm use to include a comprehensive private sports, recreation and family-oriented social club.
- The proposed private club supports the Official Community Plan (OCP) policies aimed towards encouraging local economic growth and providing adequate and well located recreational facilities.
- The applicant proposes to respect the agricultural heritage of the area by introducing food production on the property in the form of a greenhouse, vegetable and herb gardens, and a variety of fruit and nut trees. The facility will include a variety of sustainable initiatives.
- Development of the subject site would facilitate the needed extension of Winter Crescent/Crescent Road through to King George Boulevard.
- The Agricultural Land Commission is structured and best-suited to accurately and objectively assess the merits of such non-farm use applications, with staff trained to determine the suitability and capability of lands for agricultural purposes.
- Should the ALC, based on their expertise in evaluating non-farm use proposals from the perspective of their impacts to agriculture, decide to support the non-farm use application, a subsequent rezoning and development permit application would still be required to accommodate the proposed development. Through the rezoning process, Council would have the opportunity to evaluate the merits of the proposal based on the City's overall land use objectives and with the benefit of appropriate community consultation.

RECOMMENDATION

The Planning & Development Department recommends that Council authorize referral of the application to the Agricultural Land Commission for non-farm use without comment.

REFERRALS

Engineering: The Engineering Department understands that, should the non-farm use application be supported by the ALC, the applicant will submit the necessary corresponding application for rezone, subdivision and development permit, which will be the subject of detailed engineering reviews.

Agriculture and Food Security Advisory Committee (AFSAC): At its June 13, 2013 meeting, AFSAC recommended that the subject application not be supported as non-farm use and that further options be examined as there is no net benefit to agriculture with in-perpetuity buildings.

SITE CHARACTERISTICS

Existing Land Use: 9-hole golf course and driving range (Riverside)

Adjacent Area:

Direction	Existing Use	OCP/LAP Designation	Existing Zone
North (Across the Nicomekl River):	South Surrey Park and Ride and farmland.	Agricultural	A-1
East:	Single family dwelling. Under Development Application No. 7911-0165-00 proposing townhouse development (Pre-Council).	Suburban/ Clustering at Urban Single Family Density (8 upa).	A-1
South:	Commercial building	Commercial	C-5
West (Across King George Boulevard):	Used automotive dealership and single family dwelling.	Urban/Commercial and Clustering at Urban Single Family Density (8 upa).	CH1 and RA

DEVELOPMENT CONSIDERATIONS

Background

- The subject property is located on the east side of King George Boulevard just south of the Nicomekl River. The property is currently designated "Agricultural" in the Official Community Plan (OCP) and is zoned a combination of "General Agriculture Zone (A-1)" and "Commercial Recreation Zone (CPR)". The property is within the Agricultural Land Reserve (ALR).
- The property, which is approximately 6.5 hectares (16 acres) in size is currently occupied by a driving range and a 9-hole golf course (Riverside Golf).
- The subject site is designated for "Golf Course" in the King George Highway Corridor Land Use/Development Concept Plan, approved by Council in 1995.

Proposed Private Sports and Recreation Club

- The applicant proposes a non-farm use in order to develop a comprehensive private sports, recreation and family-oriented social club, whose lands, buildings and facilities will be eventually owned or controlled by a registered Not-For-Profit society called The Peninsula Country Club Society.
- This "member's only" development will be comprised of approximately 16,500 square metres (178,000 sq.ft.) of sports, entertainment, dining and club facilities and associated parking. The buildings will be generally sited on the higher elevations found on the south portion of the property. The final configuration of the facilities is yet to be confirmed, but is intended to include the following key elements:
 - 2 NHL sized ice rinks, with associated viewing stands, change rooms and other support components;
 - An aquatic facility including a full sized family swimming pool, a family "splash and play pool", an adult Jacuzzi/hot tub, and an outdoor "feature pool". The aquatic complex will also include change rooms, showers, washrooms and an outdoor deck area;
 - Court facilities including 4 indoor tennis courts, 4 to 6 squash courts, a multi-use gymnasium/activity/aerobics space, basketball court, and multiple badminton courts;
 - Golf academy with short game practice facilities;
 - A fitness/wellness centre, which will support weight training, cardio training, exercise classes, gymnastics, yoga/karate/tai chi/pilates classes and other fitness activities, along with a steam room, sauna, change rooms, shower and washroom facilities. The fitness centre will be complemented by a spa and aesthetics facilities to include massage and other therapeutic care options;
 - Various spaces for music and dance activities, arts and crafts, cards and billiards;

- A variety of dining, lounge and conference facilities including a bistro or grill, an adult lounge, and banquet facilities for weddings, family gatherings and other celebrations; and
- Approximately 350 parking spaces, the majority of which will be located in an underground parkade.
- The applicant is proposing a variety of Green initiatives as part of the project including the following:
 - A dyke and nature trail along the Nicomekl River;
 - On-site gardens and a greenhouse, which will provide herbs and vegetables for the club restaurants and opportunities for a variety of educational activities and programs;
 - Various fruit and nut trees; and
 - Sustainable building design and materials.
- The applicant is requesting that Council refer the proposed non-farm use application to the Agricultural Land Commission (ALC). It is noted that should the proposed non-farm use application ultimately be supported by the Agricultural Land Commission (ALC), the applicant would then submit the necessary corresponding rezoning and development permit application to facilitate the proposed project.

Agricultural Land Commission (ALC)

- Under Section 20(3) of the Agricultural Land Commission Act an owner of agricultural land may apply to the commission, through the host local government, for permission for a non-farm use of agricultural land.
- The Commission has a mandate to maintain a permanent farm land reserve. The goal of the Agricultural Land Commission is to preserve British Columbia's agricultural lands for present and future use; and to encourage the establishment and maintenance of B.C.'s farms and farming community. A guiding principle is that if the Agriculture Land Reserve is to be maintained in the long term, it cannot be endlessly eroded by encroachment of non-farm uses and subdivisions or by deleting land from the ALR.
- In making a decision on an application, the Commission must consider a number of interrelated factors. It reviews the variables that it considers relevant to the application and weighs the likely impact of the proposal against the long-term goal of preserving agricultural land. The Commission begins by looking at the specific property and proposal. It then looks at the proposal in relation to surrounding lands, related agricultural concerns, and community planning objectives. Finally, the picture is broadened further to consider the provincial interest.

Agriculture and Food Security Advisory Committee (AFSAC)

- The proposed non-farm use application was presented to the Agriculture and Food Security Advisory Committee (AFSAC) at the June 13, 2013 AFSAC meeting.

- The recommendation of the AFSAC was that the application not be supported as a non-farm use and that further options be examined as there is no net benefit to agriculture with in-perpetuity buildings.
- In support of their recommendation the AFSAC provided the following comments:
 - To put this in complete perspective, the Committee is not looking at how the buildings are going to be. The discussion is land use and the non-farm use and what the net benefit to agriculture is in the proposal;
 - Currently the whole site is enjoying a non-farm use and the applicant is proposing to keep the land in the ALR;
 - This application should actually be for exclusion not a non-farm use because the land will be filled and built upon. To allow this as a non-farm use and keep it in the ALR would set a precedent that would be ever-reaching. There needs to be a net benefit to agriculture; something in exchange; and
 - Although the land has some of the best soil, it is isolated. Regardless, the application should not be supported as non-farm use. The proposal should be for an exclusion, preferably with the applicant looking at potential for 2 for 1 exchange opportunities for consideration.

Engineering Considerations/Floodplain

- The Engineering Department understands that, should the non-farm use application be supported by the ALC, the applicant will submit the necessary corresponding application for rezone, subdivision and development permit which will be the subject of detailed engineering reviews; however, the following should be considered in the context of this ALC application for non-form use:
 - An application for Transportation Use within ALR will be required for the future connection of Winter Crescent with King George Blvd. Dedication, works, and services associated with this connection will be a requirement of the development.
 - The subject site is outside the Metro Vancouver Urban Containment Area and will require application for inclusion to be serviced by sanitary sewer. Sewer extensions will also be required along frontage roads. The site itself will likely be serviced by a pump service connection.
 - Water mains will be required along frontage roads.
 - The site is within the Nicomekl River 200 year Flood Plain. Development within the flood plain is not normally supported as per Surrey Policy O-55 (“Policy to Regulate Development Within the Serpentine and Nicomekl River Floodplains”) endorsed by Council on March 10, 2008 due to the high probability of flooding and potential impacts to neighbouring properties. Recent Climate Change studies indicate potential for increased flood levels in this area over the next 50 to 100 years. The applicant must clearly understand the implications and risks of flooding in designing the site

and must also ensure no negative impacts to other properties within the flood plain. The site is also within the Elgin, Anderson and Barbara Creek catchment for which an Integrated Stormwater Management Plan is currently underway. This plan may recommend on-site stormwater management features for this site. The application must also address stream setback and/or compensation issues associated with watercourses on or in the vicinity of the site.

PRE-NOTIFICATION

- Pre-notification is not required by the City for ALR non-farm use applications. Should the proposed non-farm use application ultimately be supported by the Agricultural Land Commission (ALC), the applicant would then submit the necessary corresponding rezoning and development permit application to facilitate the proposed project. The rezoning application would require public consultation including pre-notification letters, development proposal signage, and a public hearing.

PROJECT EVALUATION

- The following section provides rationale for the proposed non-farm use and also outlines potential issues and concerns associated with the proposed non-farm use application:

Rationale for non-farm use

- The subject site is currently occupied by a non-farm use in the form of a 9-hole golf course and driving range. The proposed private club can therefore be considered an extension of an already established non-farm use on the property. The driving range portion of the site is currently zoned "Commercial Recreation Zone (CPR)", which permits recreational uses.
- Due to the long-term use of the property as a golf course and driving range, it would presumably involve significant cost to establish a viable farm operation on the property. Farm vehicle access challenges and adjacency of developing urban residential and commercial land uses in the King George corridor would likely create additional obstacles to successful farming on the site.
- The property is isolated from the remainder of the Agricultural Land Reserve (ALR) by the Nicomekl River, the South Surrey Park and Ride, Highway 99 and King George Boulevard.
- The proposed private club supports the Official Community Plan (OCP) policies aimed towards encouraging local economic growth and providing adequate and well located recreational facilities. It is estimated that the proposed private club would create approximately 300 jobs and provide a variety of alternative recreational opportunities for local residents, taking pressure off existing public facilities.
- The applicant proposes to respect the agricultural heritage of the area by introducing food production on the property in the form of a greenhouse, vegetable and herb gardens, and a variety of fruit and nut trees, which will provide fresh produce for the restaurants and a variety of agriculture-focused educational opportunities.

- The applicant proposes a facility with a high level of architectural design and material quality and a variety of sustainable “Green” initiatives. The facility will provide an appropriate gateway development into the adjacent residential neighborhoods and commercially designated areas along the King George corridor south of the Nicomekl River.
- Development of the subject site would facilitate the extension of Winter Crescent/Crescent Road through to King George Boulevard. This missing road link is an important connection to complete the road network in the adjacent neighbourhood.

Potential Issues and Concerns

- Although the proposed private club will incorporate some on-site food production, it is not an agricultural use. The proposal is predominantly an expansion of an existing non-farm recreational use on the property. From that perspective, if the subject site is deemed suitable for agricultural purposes by the ALC, the proposal would be inconsistent with Official Community Plan (OCP) policies that are designed to protect farmland as a resource for agriculture.
- The proposed non-farm use application is not supported by the Agriculture and Food Security Advisory Committee (AFSAC) on the basis that there is no net benefit to agriculture. The AFSAC suggests that the application should not be supported as non-farm use, due to the in-perpetuity nature of the proposed facility, but instead should be presented as an exclusion application, preferably with the applicant looking at potential for 2 for 1 exchange opportunities for consideration.

CONCLUSION AND RECOMMENDATION

- The subject site is currently occupied by a non-farm use in the form of a golf course and driving range. It is evident that the site has inherent limitations that may limit its viability for agricultural use. The applicant proposes an expansion of the non-farm use to include a comprehensive private sports, recreation and family-oriented social club.
- The Agricultural Land Commission is structured and best-suited to accurately and objectively assess the merits of such non-farm use applications, with staff trained to determine the suitability and capability of lands for agricultural purposes. On this basis, the Planning & Development Department recommends that Council refer the application to the Agricultural Land Commission (ALC) without comment.
- Should the ALC, based on their expertise in evaluating non-farm use proposals from the perspective of their impacts to agriculture, decide to support the non-farm use application, a subsequent rezoning and development permit application would still be required to accommodate the proposed development. Through the rezoning process, Council would have the opportunity to evaluate the merits of the proposal based on the City’s overall land use objectives and with the benefit of appropriate community consultation.
- If Council is of the view that the relative merits of the application are not sufficient to allow the application to proceed, the application could be denied and staff will close the application.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

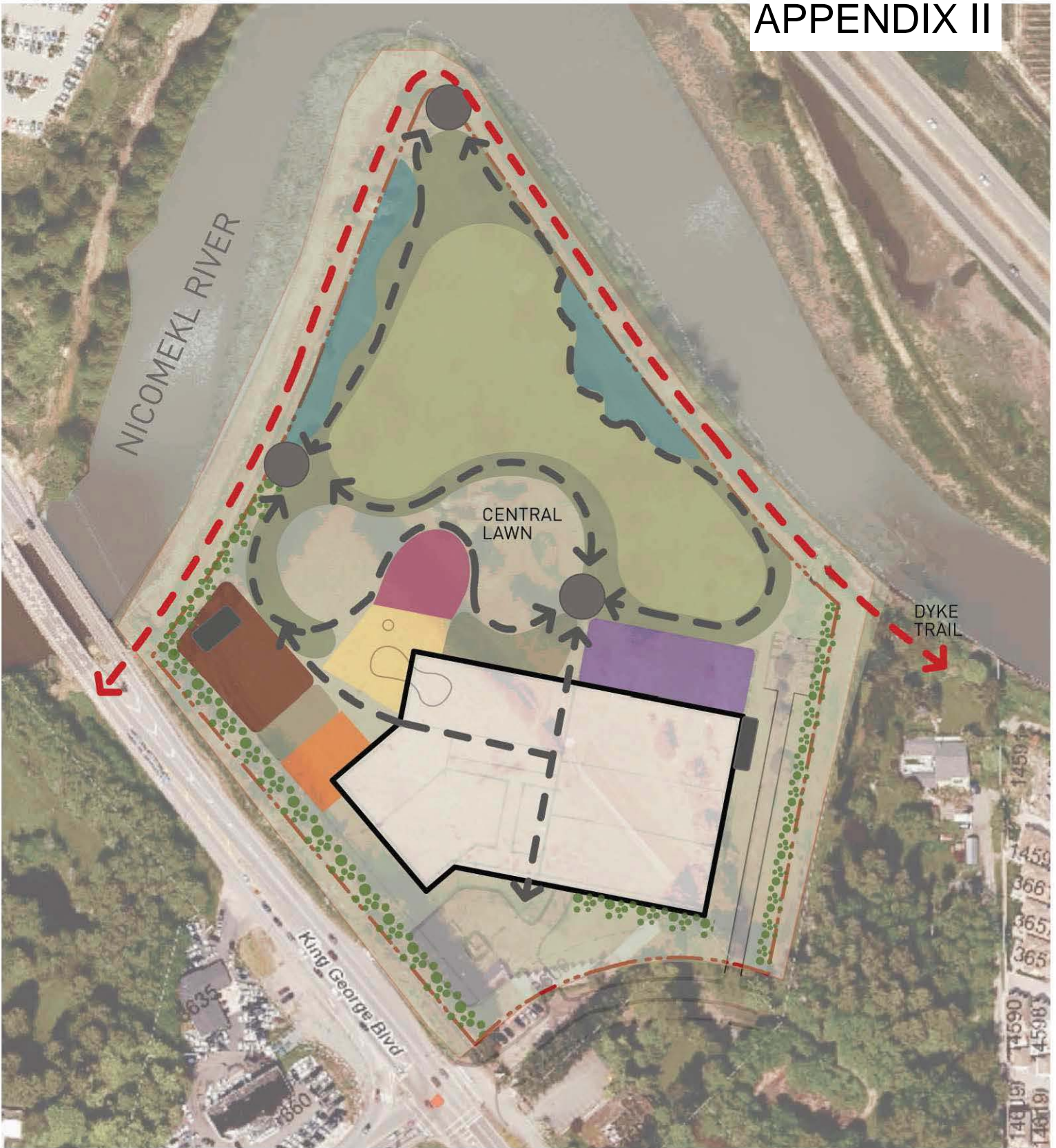
- Appendix I. Lot Owners and Action Summary
- Appendix II. Conceptual Development Site Plan
- Appendix III. Agriculture and Food Security Advisory Committee Minutes

original signed by Nicholas Lai

Jean Lamontagne
General Manager
Planning and Development

RG/da

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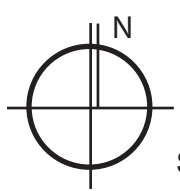
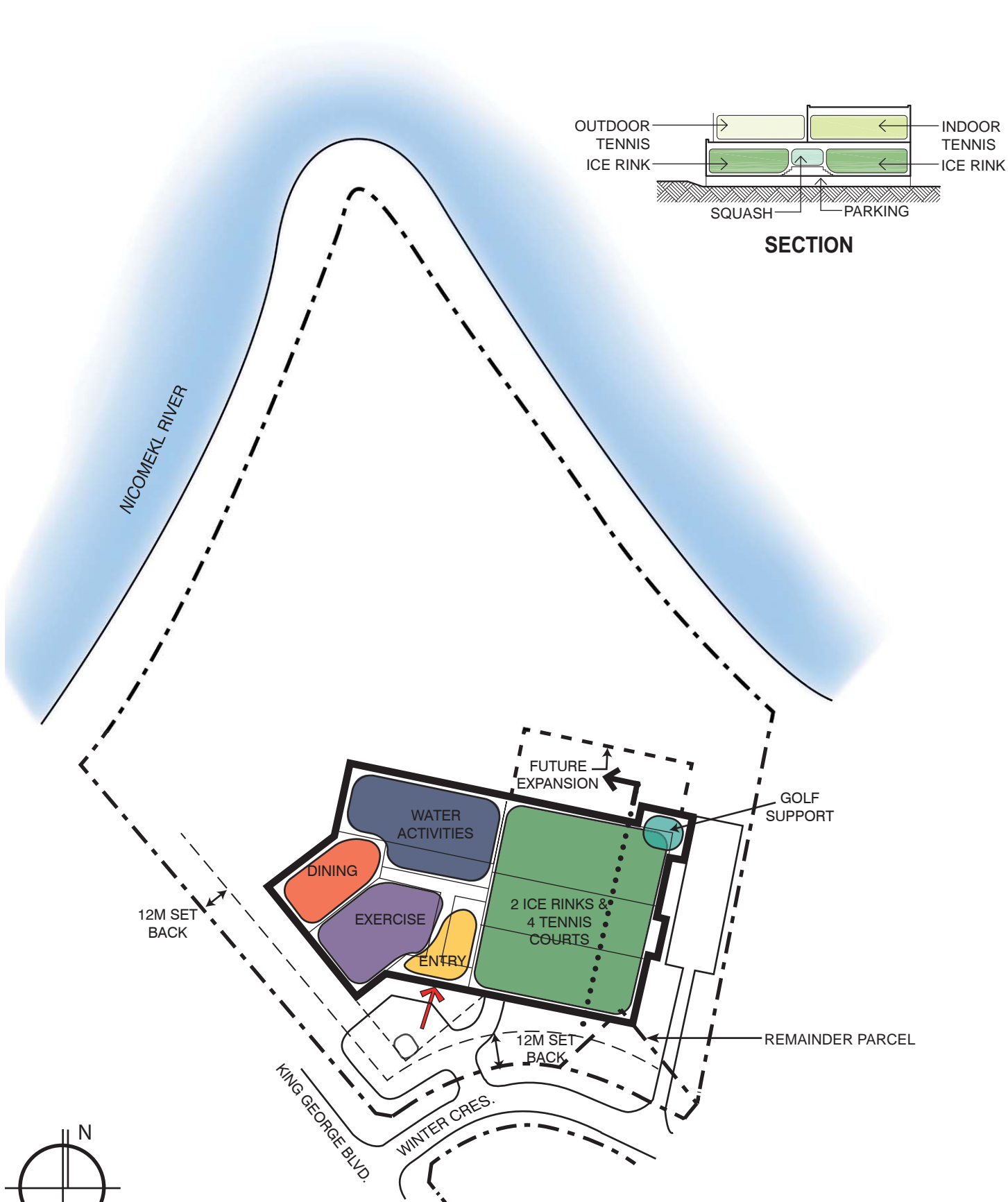


OPEN SPACE OPPORTUNITIES

THE PENINSULA CLUB

Family Focused Recreation in a Community of Friends

February 15, 2013



SCALE= 1:2000

BUILDING ACTIVITIES

THE PENINSULA CLUB

Family Focused Recreation in a Community of Friends

February 19, 2013



COMMITTEE RECOMMENDATION:

APPENDIX III

It was Moved by M. Bose
 Seconded P. Harrison
 That the Agriculture and Food Security Advisory
 Committee recommend that Council direct staff to draft a bylaw to allow backyard
 hens, as outlined in the presentation materials received and presented by
 Kate McMaster, with a maximum of four (4) backyard hens on minimum one-quarter
 acre properties.

Carried

C. OUTSTANDING BUSINESS

D. NEW BUSINESS

1. **Proposed Non-Farm Use (Private Sports & Recreation Club) and Transportation Use in the ALR**

3600 King George Boulevard
 File No.: 7910-0301-00

R. Gill, Planner, was in attendance to review the memo from R. Hintsche, Current Planning Manager – South Division, dated May 30, 2013, regarding the above subject line. A background to the subject 16 acre property, designated “Agricultural” in the OCP and zoned a combination of A-1 (General Agriculture) and CPR (Commercial Recreation Zone), was provided noting that the property is within the ALR and currently occupied by a driving range and a 9-hole golf course.

Comments were as follows:

- The applicant proposes a non-farm use (approximately 178,000 sq. ft.) in order to develop a comprehensive private sports, recreation and family-oriented social club and associated parking, and whose lands, buildings and facilities will be eventually owned or controlled by a registered Not-For-Profit society.
- The buildings will be generally sited on the higher elevations found on the south portion of the property with the final configuration of the facilities intended to include 2 NHL sized ice rinks, an aquatic complex, court and gymnasium facilities, a wellness centre and various spaces for art, music and dance activities.
- A variety of dining, lounge, banquet and conference facilities, supported by approximately 350 parking spaces (the majority of which will be located in an underground parkade) are also proposed.
- Green initiatives include:
 - A dyke and nature trail along the Nicomekl River;
 - On-site gardens and a greenhouse;
 - Various fruit and nut trees; and
 - Sustainable building design and materials.

The Committee commented as follows:

- To put in complete perspective, the Committee is not looking at how the buildings are going to be. The discussion is land use and the non-farm use and what the net benefit to agriculture is in the proposal.
- Currently the whole site is enjoying non-farm use and the applicant is proposing to keep the land in the ALR.
- This application should actually be an exclusion not non-farm use because the land will be filled and built upon. To allow this as a non-farm use and keep in the ALR would set a precedent that would be ever reaching. There needs to be a net benefit to agriculture; something in exchange.
- Although the land has some of the best soil, it is isolated. Regardless, the application should not be supported as non-farm use. The proposal should be for an exclusion, preferably with the applicant looking at potential 2 for 1 exchange opportunities for consideration.

It was noted that as part of any redevelopment on the subject property, the City's Engineering Department is seeking a road extension to complete the connection of Winter Crescent/Crescent Road through to King George Boulevard. D. McLeod, Project Engineer, was in attendance to address any questions relating to the referenced road extension. A sketch, illustrating the proposed alignment of the road extension (72 ft. allowance) was reviewed. Comments continued:

- Without the support for non-farm use for this application, how would that road be achieved and is that road part of the necessary network in time?

Engineering will not move forward for approval with an application for transportation without there already being an initial application on the land by an applicant.

Ultimately the area identified will be a full moving intersection. Improvements to King George Boulevard are scheduled, however we will have to physically restrict access at Winter Crescent until a safer alternative can be created; there is a real concern for access to the lots if nothing happens with the golf course.

- The Committee understands and supports the transportation issues, however there needs to be the right application for consideration in the first place.
- As presented, the current application cannot be supported as non-farm use and as such, it is suggested that the applicant work with staff in determining if they wish to change their application to an exclusion from the ALR.

It was

Moved by M. Bose

Seconded K. Thiara

That the Agriculture and Food Security Advisory

Committee recommends to the G.M. Planning and Development that Application No. 7910-0301-00 not be supported as non-farm use and that further options be examined as there is no net benefit to agriculture with in perpetuity buildings

Carried