



The Corporation of the District of Central Saanich

REGULAR COUNCIL REPORT

For the Regular Council meeting on Monday, May 12, 2025

Re: 7180 East Saanich Road – Temporary Use Permit

RECOMMENDATION(S):

That with regard to Temporary Use Permit Application PL001757 for 7180 East Saanich Road, staff schedule an opportunity to be heard at a future Council meeting.

Following the consideration of public input, the following recommendations should be considered:

That following receipt of public input, Temporary Use Permit PL001757 be authorized for issuance for a period of three (3) years.

PURPOSE:

The purpose of this report is to consider a Temporary Use Permit (TUP) application to permit the use of a kitchen at the Shady Creek Church as a commercial food processing facility.

BACKGROUND:

In 2024, the Shady Creek or Central Saanich United Church undertook the construction of an addition to the existing church which included a commercial kitchen. As a result of a business license application, the District was made aware that the Shady Creek Church wishes to use the newly constructed commercial kitchen as a rentable space for Food Processing. At present, this is not a permitted use under the Zoning Bylaw for the P-1 Zone (General Institution).

This project was associated with a Heritage Designation of the Church and Hall buildings. The existing kitchen was constructed to support the community by providing a rentable commercial kitchen facility for individuals and small businesses to cook and bake products and is not built for large-scale food processing that results in “grease laden fumes”. A letter of rationale and site plan are attached as Appendix A and Appendix B.

DISCUSSION:

Subject Property:

7180 East Saanich Road lies within the urban containment boundary and is located on East Saanich Road between Shady Creek Drive and Dogwood Lane. To the south of the property is the Shady Creek Cemetery and Cooperidge Park. To the north is a Telus communication building and Residential R-1 zoned lands. To the west and east is Agricultural A-1 zoned property and ALR. The subject property is zoned General Institutional P-1 which includes the Shady Creek Church and a separate Hall building used for a daycare. A gravel parking area is located at the rear of the buildings. A stand of Douglas Fir trees is located along the southern property line. A context plan is included in Appendix C.

Official Community Plan:

The District's OCP designates the subject property as Institutional which serves the purpose of permitting a range of government or non-profit services to the community such as schools, churches, hospitals, or municipal services.

The OCP has several policies and objectives that support the development of community spaces and small businesses throughout the District and within Institutional zones including:

- Objective 4.4.D: Local entrepreneurs are supported, and the local economy is thriving with a range of commercial service and retail businesses, a diverse and productive agricultural sector, and home occupation businesses.
- Policy 4.11.8: Encourage all institutional uses to ensure sites are designed for accessibility of all ages and abilities and apply an equity lens to ensure the most marginalized users are given priority.

Specific to Temporary Use Permits, the District's OCP outlines that all lands in the District are designated as areas where temporary uses may be allowed, subject to the terms and conditions of a TUP approved by Council and that a TUP can include a wide range of terms and conditions and are approved by Council.

Many of the TUP general policies support the use of a commercial kitchen for the subject property, including:

- Schedule C Policy 1.b: Is generally compatible with surrounding land uses.
- Schedule C Policy 1.c: Would not be undesirable due to smoke, noise, vibration, dirt, glare, odour, or electrical interference.
- Schedule C Policy 1.d: Would not negatively impact lands of heritage, cultural, or environmental significance.
- Schedule C Policy 1.e: Would create no significant increase in demand for municipal services.
- Schedule C Policy 1.f: Not permanently alter the land upon which it is located.

The proposed use would be compatible with the above OCP policies.

Zoning Bylaw:

7180 East Saanich Road is zoned as P-1: General Institution which allows for community uses such as civic buildings, childcare facilities, gardens, and cemeteries. The District's Zoning Bylaw does not currently permit food processing within the P-1 zone. The Zoning Bylaw defines Food Processing as the use of a premises for the manufacturing of animal feed or the manufacturing of food or beverage products but excludes abattoirs and rendering plants. This use is only permitted in the CD-4 zone and I-1 Zone through the processing use.

Due to the broad uses included in the definition of Food Processing in the Zoning Bylaw such as the manufacturing of animal feed, the defined use is not recommended to be permitted for the subject property and a new definition that would better align with the application is recommended.

It is recommended that a new definition specific to a Commissary Kitchen that is not an industrial manufacturing use is proposed as follows:

A commercial use providing for the preparation of food or beverages for consumption off-premises only, which does not offer sales or service to patrons on the premises, and which may be used by catering services, food delivery services, and similar uses.

To ensure small batch, low level cooking that would not emit grease laden fumes, and that no retail service is provided, additional conditions are recommended for a TUP. With the comprehensive Zoning Bylaw update, staff will review Commissary Kitchen regulations to modernize uses where appropriate.

Business Licensing:

If the TUP is successful, a District of Central Saanich business license would be required by each kitchen operator prior to any commercial uses being carried out in the kitchen. As per normal practice inspections may occur to ensure building code compatibility.

Health and Safety:

If the TUP application is successful, the Vancouver Island Health Authority (VIHA) would be involved to ensure commercial and food safe standards are adequate and the kitchen is appropriate to be used as a commercial retail food production facility.

The Capital Regional District's (CRD) health and safety regulations relating to food handling and preparation are required to be met by each kitchen operator prior to any commercial uses. Related CRD and/or VIHA confirmation forms and documents would be required prior to the issuance of a business license. If any new kitchen fixtures or upgrades are required for a business, building or plumbing permits, completed CRD forms, and/or other applicable proposed work details may be required.

Temporary Use Permit:

A TUP would be valid for 3 years and could be requested to be extended for an additional 3 years. A future extension could be approved by the Director of Planning, Building, and Bylaw as per the District's Delegation of Authority Bylaw.

The following conditions will apply to the Commissary Kitchen use and be contained in the TUP:

1. No grease laden fumes, food makers are to be small batch and low level cooking operators.
2. No onsite restaurants or retail sales permitted.
3. Delivery is permitted subject to being delivered by the Commissary Kitchen operator.
4. Each Commissary Kitchen operator must be issued a business license prior to any commercial uses.
5. Capital Regional District regulations and health and safety forms must be completed prior to the issuance of a business license.

OPTIONS:

Option 1 (recommended):

That with regard to Temporary Use Permit Application PL001757 for 7180 East Saanich Road, staff schedule an opportunity to be heard at a future Council meeting.

Following the consideration of public input, the following recommendations should be considered:

That following receipt of public input, Temporary Use Permit PL001757 be authorized for issuance for a period of three (3) years.

Option 2:

Council refer Temporary Use Permit Application PL001757 for 7180 East Saanich Road to the Advisory Planning Commission (APC) and that the Commission consider the following:

- Is the APC supportive of the application?
- Are there any substantial issues Council should consider?

Option 3:

Council provide alternative direction.

Option 4:

Council deny the Temporary Use Permit request.

CONCLUSION:

The proposed use of the church kitchen facility to be used as a Commissary Kitchen would support small-scale batch cooking and the conditions of the TUP would need to be met at the time of a business licence application. The TUP would be valid for 3 years with the option to extend for an additional 3 years.

Report written by:	Davin Contois, Development Planner
Respectfully submitted by:	Kerri Clark, Manager of Development Services
Concurrence by:	Jarret Matanowitsch, Director of Planning, Building, and Bylaw Services
Concurrence by:	Christine Culham, Chief Administrative Officer

ATTACHMENTS:

Appendix A: Letter of Rationale

Appendix B: Site Plan

Appendix C: Site Context Plan

Appendix D: Heritage Designation Bylaw No. 2153

Appendix E: Draft Temporary Use Permit