

Sandown

Community Farm Plan: Background & Detail Report



Submitted August 2018 by
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We respectfully acknowledge that the Saanich Peninsula is the traditional territory and current home of the Tsartlip, Pauquachin, Tseycum and Tsawout First Nations. We acknowledge that the land that is the subject of this report, Sandown, is the traditional territory of the W̱SANEC First Nation.

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Figure 1 image courtesy Vancouver Island aeriels

Document Context

This document, the **Sandown Community Farm Plan: Background and Detail** is part of a set of companion documents providing the overall Sandown Community Farm Plan. These include:

- The **Sandown Community Farm Plan: Overview**
- The **Sandown Community Farm Plan: Background and Detail**
- The **Sandown Community Farm Plan: Resource Guide**

This document provides significant discussion and supporting details for the recommendations for the transition to Sandown Community Farm. The other companion documents provide an overview of the overall plan and recommendations, as well as resources to support the District of North Saanich and the Long Term Operator for the transition to Sandown Community Farm. The recommendations and discussion presented here were informed by a large body of research, best practices and intelligence from within our networks. The information and specific recommendations contained in this report are based solely on the opinions and conclusions of the Sandown Transition Team.



Figure 2: imagining the entrance to Sandown; Farm Retail Centre in the distance

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1. Background & Rationale

In 2014, the District of North Saanich approved the transfer of ALR land from the Randall family, owner/operators of the Sandown Raceway for horse racing to return the lands to active food production. This aligns with the District of North Saanich Council strategic priority to "*Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources*".

In 2015/16, the District engaged the Capital Region Food and Agriculture Initiatives Roundtable (CRFAIR) to consult with the local community on their vision and priorities for the 83 acres (33 ha) of Sandown lands proposed to remain in the Agricultural Land Reserve (ALR). The 2016 CRFAIR report, ***Vision Sandown: What We Heard***, summarized engagement with over 500 community members and provided a vision and insight into community values related to future use of the lands, and next steps to guide development of the lands into a community agriculture resource.

In November 2017, land title was transferred to the Municipality, achieving one of the priority actions in the 2011 agricultural strategy for the District (***Growing Towards Food Self Reliance: A Whole Community Agricultural Strategy***, p18). Work to remediate the site, as required by the ALC, is underway and scheduled to be completed by October 2018. The Sandown land transfer to the District of North Saanich, and the guidance of the ***Vision Sandown*** report on the extensive consultation around the community's hopes for the property create a unique opportunity for the region to demonstrate best practices for sustainable local food production.

To implement the vision for Sandown, CRFAIR was contracted in 2018 to work alongside the Sandown Transition Team (STT) to create a transition plan for the Sandown Community Farm. This would provide a platform for the District of North Saanich to move the Sandown Community Farm initiative forward and also act as a resource for the Long Term Operator. The plan detailed in this report includes a high level farm plan for initiating food production on the site, plus recommendations for governance by a third-party long-term operator to continue development of Sandown Community Farm, potential partnerships for community engagement with food lands and systems; and a preliminary financial sustainability plan.

Sandown Transition Team (STT)

Approach

The STT is made up of a group of individuals with complimentary expertise for the development of the farm plan. This includes experience in both commercial and community agriculture, soils and hydrology, non-profit and charitable organization development and management, financial budgeting, forecasting and planning, GIS mapping, spreadsheet and data management, writing, editing, layout and design. Experience and expertise that the team did not possess was sought externally and provided by the District Agrologist, soils experts, business analysts and financial accountant Phyllis Horn of FarmFood Drink and Danny Zeigler and Larry Cecco of Arcata Architecture and Planning, to name a few.

While we used the founding documents provided through the previous research, engagement and consulting work, we engaged key partners from health, education, research, community food access and literacy groups and organizations to co-develop a plan for a vibrant community farm that contributes to local food security and local agribusiness success.

Our process was not linear as each element informed and refined our approach and the final product in a dynamic exercise. Key elements include:

- Review of existing documentation and reports relevant Sandown
- Review of underlying regulations and related planning
- Determining our core guiding principles (outlined in the overview document)
- Engagement with over 25 community members/organizations (see Section 4)
- Study of related best practices and promising models
- We gathered useful tools and templates for governance and a resource list for fund development
- Consultation with key experts on technical aspects
- Development of a site plan, governance approach and financial sustainability plan
- Development of a site plan, as well as conceptual renderings
- Review of the plan with:
 - the Peninsula and Area Agriculture Commission
 - staff of the Agriculture Land Commission
 - District Staff, Mayor and Council

- North Saanich residents and regional visitors at the North Saanich Flavour Trails
- We worked with a number of academics and classes to consider key aspects of the plan
- We toured related Farm School sites and talked to the organizers (Haliburton Community Organic Farm Society, Garden City Lands, Richmond Farm School and Tsawwassen Farm School)
- We met with funders and potential sponsors about their interests in Sandown
- We held conversations and undertook relationship building activities with Tseycum First Nation
- We monitored the demolition by Platform Properties to support planning and reclamation processes
- We gathered quotes to support our financial planning, not easy to do on such a large project with many still unknowns
- The team met, emailed, discussed, walked the land and then walked the land again many times to really get a sense of how it could all come together
- We developed the report together contributing from our areas of expertise and research and consulted and contracted financial business professionals and architects for more technical aspects of the final reports.

Approaching this as a team had real benefits through pooled expertise and networks. It also had its challenges to bring a unified plan and report together. We have done our best to present a cohesive and comprehensive plan. What is presented here is but a small subsection of the information gathered and we will provide the District and the long-term operator with the key documents from associated research and information. It is our sincere hope that our recommendations set a course that is concrete and sufficiently evidence-based for efficient action while at the same time providing enough flexibility for decision-making in a context of many unknown variables. The team is committed to the Sandown Community Farm and will be available to clarify or support the initiative in their capacity and as needed going forward.

A note on organization of the reports: The Sandown Community Farm Plan is a transition plan made up of three companion documents. This enable organize the information in different levels of detail. The **Overview** provides the big picture and summary of recommendations, the **Background and Detail** (this document) provides supporting information, and the **Resource Guide** provides additional useful tools, templates and resources for the

District and the long-term operator. Additionally, we will provide digitally a detailed financial spreadsheet and notes, and files that have key background research.

Overall our intention is to support Sandown Community Farm success and relevance to the wider region by providing context for the long-term operator and by describing activities on the land and infrastructure that are necessary for Sandown farmers to have successful food production operations and for community members to have access to the land for food growing and learning. A clear governance structure and financial plan will move this vision forward.

Sandown – Past, Present & Future

In 2017, the District of North Saanich advanced a key priority in the Whole Community Agricultural Strategy, by taking ownership of the Sandown Raceway property on the north side of Glamorgan Road in North Saanich to ensure its future for local food production. The 83-acre site in North Saanich, just north of Sidney, off the Patricia Bay Highway, will be transformed its days as a racetrack to a new community farm.

Much work has been done in 2018 to help realize this plan. On the site, the land reclamation by Platform Properties is underway for completion in 2018. In the plan, the Sandown Transition Team had developed a vision for Sandown Community Farm: diverse productive farming options, from incubator plots to medium scale operation; governance and revenue options, and the necessary infrastructure for a community farm that actively contributes to our local food security, engages the community in local food systems, offers teaching and learning, and honours the onsite ecosystems.

Sandown Community Farm Vision

Over the next few years, the Sandown lands will become Sandown Community Farm, a key regional player in sustainable food production, respecting and working with natural ecosystems and building stronger and healthier communities.

As **Guiding Principles**, Sandown Community Farm will:

1. Steward land and water systems to restore, enhance and protect healthy ecosystems. Sandown will model best practices for sustainable place-based food production, supporting small to medium scale commercial production and community food growing, gathering, and harvesting.
2. Play a part in creating a resilient food system, modeling management and practices that are low carbon and work towards the mitigation and adaptation to climate change.
3. Support intentional, deep community engagement by building respectful relationships and a community of support and exchange.
4. Facilitate innovative best practices in the field and classroom for teaching, learning, and researching ecologically sustainable food production.
5. Demonstrate a model of financial sustainability.

Transition Plan Rationale

The development and careful management of the Sandown Community Farm will provide benefits that span from ecological conservation and promoting sustainability, to generating economic activity, to promoting health and wellness, and community development and celebration.

a) Direct Benefits to the District

The SCF satisfies many of the aspirations laid out in the District of North Saanich Community Plan, the Whole Community Agriculture Strategy as well as the Economic Development Strategy for Agriculture. Some of the key benefits that SCF provides are directly related to the role of municipal governments, including but not limited to:

- watershed-storm water management
- other ecosystem goods and services that the farm provides (Uplands, 2018)
 - Soil formation
 - Nutrient cycling
 - Climate regulation
 - Water purification
 - Flood regulation
 - Pest management

- Pollination
- Wildlife habitat
- health and recreation
- economic development
- food security

SCF will attract interest and investment as it benefits other sectors such as

b) Agriculture and Food

- support 17 farmers on the land providing leases at market rates
- provide training, support and incubation of 10 new farm businesses on a rotational basis
- provide land & infrastructure for one or more community farm social enterprises
- improve the conditions for success for multiple size and type of farm producers
- provide the opportunity for more secure access to land
- provide a platform for mentorship, coaching and extension training
- provide a platform for localized food production based research that will improve the sector viability
- remove capital related barriers to new entrants and reduce new entrant risk
- provide valuable infrastructure that is difficult to currently access
- provide potential for \$1.5 million in produce sales annually (see economic impact projection below)

c) Benefit to the Community (health, economic, ecological, social)

- support a new generation of farmers as regional farmers age out, therefore increasing potential access to local food
- provide space and infrastructure for community food initiatives
- provide opportunity to demonstrate and practice reconciliation
- provide access to land for growing food by residents
- provide teaching and learning activities for all ages
- act as an incubator for social enterprise
- act as a real demonstration of food production
- be a venue for recreation and celebration
- model ecological stewardship and enhances biodiversity in the region
- generate climate change adaptive strategies and mitigation measures

- provide a platform for community groups and organizations to bring their resources and contributions to the community in a meaningful and more sustainable way

d) Additional Direct Economic Benefits

Twelve acres of SCF were rezoned for commercial purposes and will be generating commercial taxation revenue in perpetuity. Half of these taxes will go into supporting food growing and generating additional economic opportunities through the Agriculture Fund. Half of this revenue is going directly to the District to the benefit of taxpayers.

A municipality and its residents support infrastructure for health and recreation through investment in sports and recreation facilities, fields and parks, low-cost housing, and economic development activities. The proposed SCF is another part of the District and community infrastructure and will offer significant community benefits in an innovative setting. The relatively small investment in SCF is backed by a financial sustainability plan that will multiply the impacts considerably of every dollar invested.

e) Projected Economic Impacts of the Sandown Community Farm: \$1.5 Million Annually

The recommendations for Sandown include the incorporation of both new, inexperienced farmers and experienced full-time professional farmers looking for more land to lease. The yields per acre from these two different types of farming are influenced by many factors, including anything from the type of crops grown, the quality of the soil, the skill and commitment of the farmer, the availability of labour, the vagaries of the climate and weather, wildlife predation, and so much more. While it is difficult to accurately project what the various farmers will be able to produce on the land in the first years, given the many unknowns around the above examples, we nevertheless have anecdotal information that gives a fairly good picture of the potential.

New farmers will participate in an incubator program to ensure they have the best potential for success. We would expect that their farms would be intensively planted mixed organic vegetables and small fruits that would be sold at retail prices through the farm market and CSA box programs. This model yields a higher return per acre than a monoculture of annual vegetables.

Assuming decent soil, good planning, and an existing market, with enough labour, an incubator farmer should be able to produce at least \$20,000 (gross) of intensively planted mixed vegetables per acre in their first year. Experience, improving soil and the addition of a simple cold frame on the farmer's plot will allow for greater yields as the years go on, so that by the time the farmer is in their fifth year, they should be able to produce at least \$40,000 gross/acre or more. Anecdotally, we know of market gardeners in this area who produce upwards of \$80,000-100,000 gross per acre per year.

Experienced "tractor" farmers who monocrop have lesser returns per acre, but also have fewer labour costs. Typical gross returns on mono-cropped acres in this area start at \$12,000 - \$15,000, up to \$30,000 or more for berries and other perennial crops. Of course, an experienced farmer could choose a more aggressive crop plan that would not be merely monocropping.

We propose 8 larger farms of 4 to 10 acres each, totaling 38.2 acres total, and 9 smaller incubator farms of .9 to 2.3 acres each, totaling 15.5 acres. Conservative estimates indicate that at year 4, there could be potentially \$1,384,000 per year (gross) being produced from the 53.2 acres in production. (See table below.) It should be noted that this is not SCF revenue, but farmer income.

Farm Size	Number	Total acres	Est. avg. yield per acre/year 4 (gross)	Total yield (gross)
4 to 10 acres	8	38.2	\$20,000	\$764,000
.5 to 2 acres	9	15.5	40,000	620,000
		Total		\$1,384,000

The addition of greenhouses would increase production potential, allowing for 10 – 12 month production at \$25 or more per sq. ft, this could increase the total of annual earnings by farm activities to \$1.5 Million. This figure does not include the additional revenues of community food growing, the Farm School or additional onsite social enterprises or employment related to the SCF society and operations. Nor does it estimate the additional value added multiplier that would realized through the use of the farm produce for goods and services.

2. Context for SCF

Agriculture, food and farming in the 21st century are affected by multiple considerations and uncertainties that need to be considered. The following section is a brief overview of some of the key factors – globally, a rapidly changing climate, water access and soil health challenges; the locally, the social and cultural dynamics; the value of a community farm; and the legal and regulatory considerations for a community farm on the Agricultural Land Reserve (ALR).

2.1 Global Environmental Context for Agriculture and Food

Climate Change

Global climate change is affecting food production around the world - now and even more so in the immediate future. The last decades are the hottest since the 18th century; the last three years, 2015, 2016 and 2017 are the warmest on record. Without dramatic changes, the increase in global mean temperatures will exceed 2°C before the end of the 21st century. Higher extreme temperatures, more severe weather, and unpredictable water availability already result in reduced land productivity. As the climate changes, the northern limits for invasive plant and animal species, pest and diseases are changing, adding to the challenges for food systems.

Locally, on the Saanich Peninsula, the impact of climate change on the mild, winter-wet, summer-dry modified Mediterranean climate is actually greater than the global average. The *Climate Projections for the Capital Region* (2017) report indicates that by the 2050s the regional average temperature will increase by 3°C, the growing season length will increase by 20 percent with warmer winters, fewer days below freezing, and more extreme hot days. The number and severity of storms will increase and the projected 5 percent increase in precipitation will occur primarily in autumn. The longer growing season may increase agriculture capacity; however, the decreased water availability in the summer and extreme weather events will be significant challenges for agriculture.

Water

The changing climate, increasing competition for water, and the growing unpredictability of water availability will require innovative water management on Sandown Community Farm to meet goals to increase local food production and consumption in the region and to manage storm water. The provincial *Water Sustainability Act* defines minimum water flow requirements - meaning farmers may not have access to water from ponds, wetlands and streams. Strategic infrastructure investments in water diversion, storage, and irrigation on Sandown Community Farm will be essential.

Soil

Declining soil quality globally is a significant challenge for food production. In addition to direct competition with agriculture for land use, human population growth increases soil erosion and compaction; creates nutrient imbalances, and losses in soil organic carbon and biodiversity, and results in soil contamination. Most of the world's soil resources are in fair to very poor condition.

Both organic and conventional farming require the regular addition of organic matter, such as compost, manure and green manures (cover crops), to keep the soil healthy and productive. Soil health, especially in terms of organic carbon and nutrient content, has been a long-standing concern for farmers on the Saanich Peninsula and recognized in the North Saanich Whole Community Agriculture Strategy (WCAS) in the recommended action to '*Support local and regional recycling for soil amendments.*' Local farmers bemoan the lack of readily available soil amendments such as compost and manure and are further frustrated to see CRD green waste barged over to Richmond. Access to organic matter to improve and sustain soil health on Sandown Community Farm must be a major consideration for farm operations.

See **Map H Soil Type and Land Capacity for Agriculture** and **Map I Soil Mapping - Bob Maxwell.**

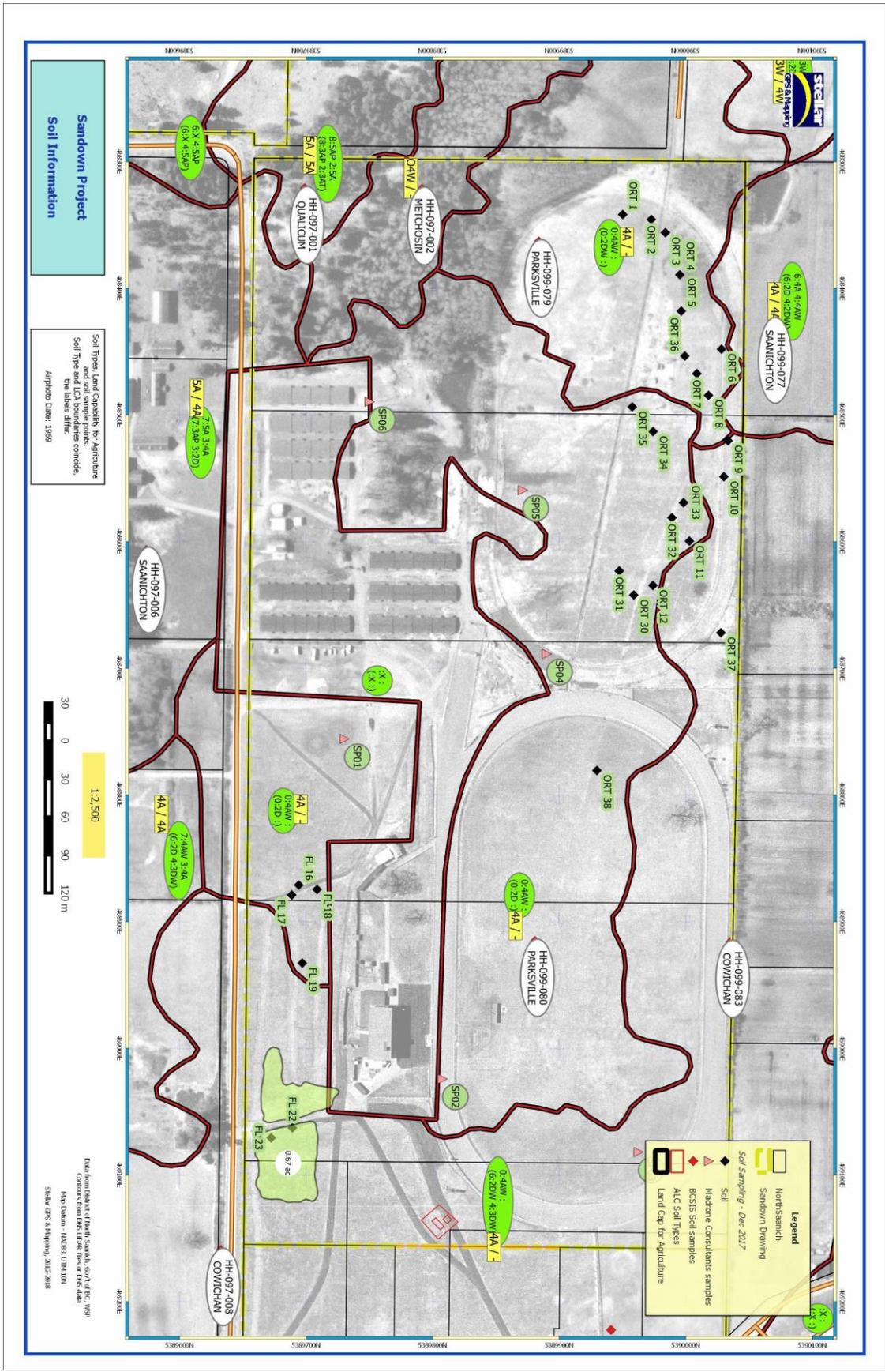


Figure 3: Map H Soil Mapping. Both Soil Type and Land Capability for Agriculture maps are superimposed here on the 1969 air photo.

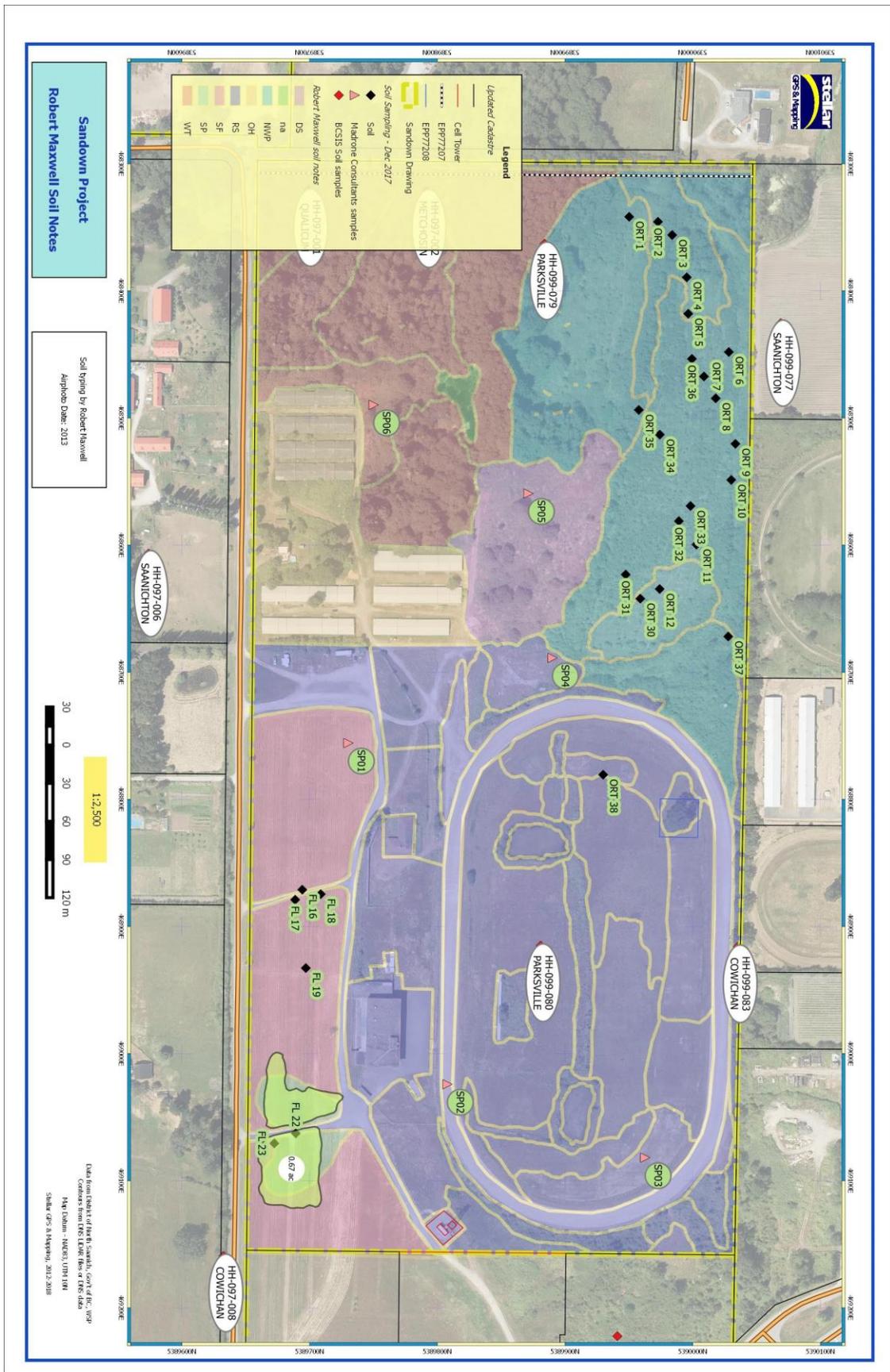


Figure 4: Map I Soil Mapping. Mr Maxwell also provided some soil typing, here overlaid on the 2013 air photo.

2.2 Social, Cultural & Political Landscape

North Saanich: Abundant Opportunity for Food Growers

The Saanich Peninsula has long been recognised as important agricultural land. In a province where only 4% of the land is considered arable, Saanich Peninsula boasts a favourable Mediterranean climate, good soils and topography suited to farming. Nearly 35% of the land of North Saanich (1,407 hectares) is in the Agricultural Land Reserve (ALR). The strategic plan of North Saanich, *Our Community Plan*, sees the community as primarily rural and farming.

This commitment to agriculture is not new: the federal Centre for Plant Health (formerly the Experimental Farm), just within the southern boundary of North Saanich is a testament to the early commitment to food production in the area.

District of North Saanich Official Community Plan

Excerpts from the Official Community Plan policy:

Policy: “Maintain farming, food production, and large lot residential as the predominant land use on rural lands”

Policy: “Ensure a healthy, sustainable and stable food supply by working with the Capital Regional District, the Province, food producers, the Vancouver Island Health Authority, municipalities, and other stakeholders to develop a long-term plan for improving local and regional food security.”

This community vision is good news for farming and food production; however, the BC’s Ministry of Agriculture 2009 Land Use inventory of North Saanich indicates only 44% of the primary land use in the ALR is for agriculture. The Victoria International Airport alone occupies 24% of the North Saanich ALR. Forested areas cover 15% and residential areas cover 5% of ALR land, respectively.

Of the remaining 56% of ALR land that is used for agriculture, 81% (by area) is in forage and pasture crops. A significant proportion of crop land cover is for livestock – mostly dairy and horse operations. Little of North Saanich ALR is used directly for vegetable or fruit production. Sandown Community Farm will be a welcome addition to local food production.

Small-Scale Farms, Big on Appeal

The majority of North Saanich farms are small: 43% are less than 2 ha and another 35% are 2 to 4 ha. These are often passionately managed by farmers who welcome the wider public to see how their food is grown, meet the farmers and build appreciation for local food. Food producers open their doors to the public at the annual Flavour Trails festival (21 venues in 2018). Flavour Trail participants such as Kildara, the Fickle Fig Farm Market, and Snowdon House are well known through the Capital region.

The region is well poised to expand its agri-tourism and subsequent markets: ferry traffic through Swartz Bay is at a record high (with over 3 million passengers in 2017). Tourism Victoria's new branding strategy, to be unrolled in 2018, encourages Victoria visitors to stay longer and explore the attractions of the Capital Region. Sandown Community Farm could expand North Saanich's growing reputation as a destination for agri-tourism.

Emerging, Educated New Farmers and the Search for Land Access

Recent years have seen impressive rejuvenation of the local food and young farmers movement. An aging farmer population, combined with growing awareness about our environmental footprint, climate change and the benefits of organic practices has resulted in a growing number of young people seeking training and careers in organic, small scale farming. There is also a trend for people mid-career, looking to farming as a viable option that also satisfies their desire for quality of life. Our educational institutions are answering the demand, with the University of British Columbia's BC Farm Practicum in Sustainable Agriculture program, Richmond Farm School, Kwantlen Sustainable Food Systems program (Richmond), Gaia College Organic Land Care Classes (Victoria), and Haliburton's EcoFarm School program (Central Saanich). Many of these programs offer their recent graduates access to "incubator plots", which are small (e.g., 0.5 to 1 acre)

lots, leased on a short-term basis to allow graduates to test out their new farming and marketing skills.

But beyond the incubator plot, what next? The main barrier for emerging food-growing farmers, certainly in the southern region of the province, is access to land. ALR land is at an absolute premium in the Lower Mainland and Vancouver Island, and North Saanich has expensive lots. Sandown Community Farm will provide emerging farmers with very welcome access to long-term, affordable land access, ready markets, and a welcoming, supportive agricultural community.

2.3 Value of a Community Farm

A community farm brings a myriad of benefits to agriculture, farmers and community members; benefits that are reflected in the core vision and mandate of the North Saanich Official Community Plan (OCP).

*"Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs."
Brundtland Report 1987*

There is growing concern about the aging farming population and the lack of opportunities for young emerging farmers; a community farm such as that proposed for Sandown provides farmers with the all-important opportunity to access land, to share tools and techniques, to partner in marketing opportunities. It gives emerging farmers a chance to get in the game and gives more established farmers the opportunity to share their knowledge and expertise.

The widespread transition away from family-run farms to more industrial models of farming means that a community farm can offer an innovative solution: a means for individuals with a shared passion to grow food to work alongside one another in a "new style family farm", operating individual farming businesses while enjoying the benefits of collaboration, communication and innovation. As Elmarie Roberts, established farmer at Haliburton, says:

*Farming is extremely difficult to do on your own.
That's why people used to do it with their family.*

But the family farms are diminishing, so we have to find another solution. And, I believe it is in models like Haliburton Farm.

In addition, community farms present countless ways for the broader community to engage with the land and local food production. Allotment gardens give suburban and urban dwellers access to grow their own food in ways shown to be stunningly productive, while enjoying all the benefits that fresh air, exercise, community, and connection with the land and season brings.

From the North Saanich OCP: *Social Well-Being*:

- ***Saanich offers opportunities for balanced, active, and diverse lifestyle. Residents enjoy food security through the safeguarding of agricultural land and the promotion of community gardens and urban farming.***

Community farms typically offer outreach and education, serving as gathering hubs for the public and/or students to, for example, learn about grafting and espalier techniques in the community orchard, process local summer harvest in commercial kitchen workshops, remove invasive species, or connect with innovative young farmers who may be setting up a solar greenhouse or conducting research trials on their farm.

From the North Saanich OCP: *Environmental Stewardship*:

- ***Work with School Districts 61 and 63, and post-secondary institutions, to educate students about the environment and stewardship.***
- ***Foster and support public awareness, engagement, and participation in community environmental stewardship initiatives.***
- ***Work with the community to build awareness on the impact of invasive species; mitigation measures; and opportunities to participate in volunteer eradication programs.***

When public engagement is planned and managed well, community farms allow the public to deeply connect with farm life in a way that benefits, rather than obstructs, commercial food production.

Research shows that a community which has opportunities to directly engage with farmers, for example through community supported agriculture (CSA) programs and farm gate sale, is far more deeply engaged in issues of food security and food sovereignty. Good for farmers, good for farming. And the public benefits from the rich opportunities for learning, meaningful and rewarding volunteering, and connection to community, the seasons, and the land.

Effective governance of a community farm brings vital connections to wider society. The long-term operator works to network with other agricultural institutions, to higher learning, to relevant government initiatives. The long-term operator works work to contribute expertise and energy to identified regional agricultural needs.

From the North Saanich OCP:

Policy: Ensure a healthy, sustainable and stable food supply by working with the Capital Regional District, the Province, food producers, the Vancouver Island Health Authority, municipalities, and other stakeholders to develop a long-term plan for improving local and regional food security.

A Society Board can give the time and attention needed to pursue a multi-pronged farm mandate: addressing climate change through innovative farming research and practises; protecting and enhancing the local water quality; restoring and enhancing natural ecosystems. Farmers and Board members can work together to ensure that farm practices and public programming (including volunteering) support and protect the life-giving resource that is our local environment. This is local, practical environmental management at its best.

From the North Saanich OCP:

Aquatic Habitat and Water Quality

- ***Support an integrated watershed planning approach for managing surface water, drainage and groundwater that promotes low impact development and healthy stream ecosystems.***

Environmental Integrity

- ***Effective measures for addressing climate change.***

- ***Protection, conservation, and rehabilitation of ecologically sensitive areas.***
- ***Environmental stewardship, public education, awareness, and participation.***

Additionally, non-profit status for community farm enables access to diverse revenue channels such as grants. The work of farming is important and time consuming work, and a dedicated and well connected long-term operator can support and amplify the efforts of the farmers, ensuring that farmers continue to be recognised for their vital, life-giving contribution to society.

2.4 Underlying Legal & Regulatory Framework for SCF

Provincial and municipal regulations, best practices, bylaws and covenants significantly affect land use on Sandown Community Farm. The North Saanich community can be assured that this land is well-protected for food production, by the *Agricultural Land Commission (ALC) Act*, municipal zoning and strategic plans, and specific covenants. The ALC Act is not prescriptive, rather it describes farm uses permitted outright, and other permitted uses and non-farm uses; however, this may change following recommendations by the Advisory Committee for Revitalizing the Agricultural Land reserve and the Agricultural Land Commission (2018).

The information below summarizes the impact of several key legal and regulatory constraints that affect permitted lands uses on Sandown, housing, parking, and other aspects.

a) Agricultural Land Commission Act (ALC Act)

Policies and bylaws under this Act are available [here](#). These describe:

- [Farm uses](#) permitted outright, including leased land, other permitted uses, and non-farm uses
- Types of crop and growing systems, buildings, composting, and agri-food activities such as [processing, retail sales, agri-tourism](#)
- Non-farm uses including education and research, temporary [accommodation, events](#), conservation and passive recreation
- [Residential use](#) is limited to one home and one secondary suite or manufactured home, up to [100m²](#)

- No permanent parking or paved parking is permitted

Some of the proposed activities on SCF will require application for exemptions under this Act.

b) Guide for Bylaw Development in Farming Areas

This BC Ministry of Agriculture guide is primarily based on the legal requirements of the *ALC Act* and provides significant detail on permitted activities including:

- Temporary farm worker housing for 1 worker per 1000 m² up to 130 workers for greenhouse operations, mushroom operations and berry/vegetable operations with on-farm processing or product preparation; a maximum of 40 workers for other farming activities
- Unrestricted total area in terms of building for greenhouse operations, mushroom operations, and berry/vegetable operations with on-farm processing or product preparation based on maximum area of 10m² per worker
- A maximum total area of 400 m² (4,300 sq.ft.) of buildings for all other farm commodities
- Temporary farm worker housing on farm land not to exceed a total floor area of 400 m² (4,300 sq.ft.)
- Off-street parking for direct farm marketing: 1 space per 15 m² for greenhouses and 1 space per 20 m² for produce stands or nurseries

Farm worker housing is permitted under the definition of "farm use" and is not to exceed a total floor area of 400 m²

c) District of North Saanich Zoning Bylaw Consolidation No. 1255

- Zone P-6 Sandown Community Agriculture (originally Bylaw 1281) is "*intended to provide for agricultural and farm uses, including related exhibition, research and equestrian facilities or any combination thereof*"
- Restricts buildings to a maximum of 5 percent of the lot; For Sandown 5 percent is over 4 acres

- All proposed uses in total for Sandown Community farm meet these requirements and occupy far less space than permitted
- Parking regulations (Section 306) require off-street parking of:
 - 1 space for a caretaker's unit; 2 for residential unit
 - 1 space per permanent employees or special events staff; 1 space per 5 farm staff
 - 1 space per 15m² of gross floor area for greenhouse operations
 - 1 space per 50m² of gross floor area for research
 - 2 spaces per 22 m² of gross floor area for farm retail sales
 - 1 space per 3 seats for buildings used for agri-tourism
 - 1 space of accessible parking (4m wide) per 50 spaces for sites with more than 20 spaces
- Off-street parking spaces that are parallel, at 90 degree angle, or 45 degree angle require aisles between 3.5 m and 6.4m, depending one-way or two-way traffic
- Off-street parking space length must be 5.8m or 6.7m, varying with aisle type and parking angle
- Off-street parking space width must be 2.6m or 2.75m depending on aisle type and parking angle
- Parking surface and design have additional requirements

d) Land Title Act

Under the Land Title Act, there are two covenants on the Sandown land:

- The covenant between the Corporation of the District of North Saanich and Sandown Properties Inc. to protect Gary Oak [sic] states "Shall not cut down, remove, prune or damage any Gary Oak or any other tree, shrub or other natural vegetation growing in the area outlined in bold in Explanatory Plan EPP77208 Buffer Area prepared by Mitch Laseur, BCLS and dated October 26, 2017."
- The second covenant between the **District of North Saanich and the Agricultural Land Commission Covenant on the land restricts land use to agricultural activity in perpetuity**, "The Lands shall remain in the ALR and shall only be used for agricultural and accessory purposes, in accordance with the provisions of the Agricultural Land Commission Act, SBC 2002, c 36 and the regulations thereto."

Certified organic food production requires strict compliance with regulations on inputs, practices and farm facilities depending on where the food will be sold. The [Certified Organic Associations of BC](#) (COABC) provides detailed information. For products grown on Vancouver Island and traded exclusively within BC, certification is offered through [The Island Organic Producers](#)

[Association](#) Organic practice is recommended for SCF; however, organic certification would not be mandatory.

e) Environmental Management Act

Under the provincial Environmental Management Act, the [Agricultural Waste Control Regulations](#) define specific requirements for compost production and storage and manure storage and use. These regulations are undergoing a comprehensive review; the long-term operator and food producers on Sandown Community Farm will need to comply.

Additional provincial regulations affect food production, safe handling and preparation of food for sale ([Food Safety Act](#)). There are specific [amendments for farm gate sales](#). The local health authority, Island Health, [requires an application](#) and compliance specific standards for opening a restaurant, mobile food vending unit or other food premise.



3. Existing Land & Infrastructure

Three aerial view maps were developed for this report. **Map A - Land Use 1946** shows that all of Sandown, except the wetter forested areas, and most adjacent properties were under cultivation. While the Western portion of the Sandown property reverted to brush, properties to the north remain agricultural. The aerial photo shows no direct evidence of artificial drainage channelization. Only the more western portions of the Tseycum Creek watershed show naturally incised watercourses.

Map B - Early Racetracks - 1952 shows the very beginning of the two racetracks. What may be soil stripping has occurred on the infield areas of the tracks, probably to provide a base for the elevated, banked turns. There is no evidence yet of man-made drainage works.

Map C - West Racetrack Abandoned - 1964 shows by this date there is evidence of ditching on the property and continued development of the easterly track and related infrastructure. The Western track appears to be going into decline.

3.1 Topography & Hydrology

From the 'Madrone Report" Elliot, T R and Jim Richard, Agricultural and Land Reclamation Assessment and Preliminary Drainage Plan (2016, 2017):

"The topography of Sandown Park is level to gently rolling. Ground surface elevations climb toward the southwestern quarter of the property, with the highest elevation of just over 20 metres above sea level (masl) along the southwestern property boundary. The central and eastern portions of Sandown Park are situated at approximately 10 (masl); lowest elevations of approximately 8 masl occur near the northwest property corner. Slopes gradients over the property generally range from 0% to 5%."

Map N - Contours and 1 Acre Grid shows contour lines at 25 cm intervals and a planning grid where each cell represents 1 acre of area.

The following is from Delcan, *Hydrological Assessment of Tseycum Creek*, 27 March, 2007, Burnaby BC:

“The Tseycum Creek watershed located on the west side of the Saanich Peninsula and is approximately 402 ha in size. The watershed is predominantly made up of low-lying agricultural lands. Runoff from these lands are drained by Tseycum Creek into Patricia Bay. Ground elevations within the watershed range from sea level to approximately 40 m above sea level and rises gently towards the northwest. Storm water management infrastructure within the watershed typically consists of roadside and private ditches, culverts and ponds. Natural depressions, man-made ponds and ditches provide runoff storage within the watershed.

“The main channel of Tseycum Creek is approximately 2.2 km long and travels from its start at John Road westerly to its mouth at Patricia Bay. The upstream portion of the creek, which flows westerly along John Road, is a typical roadside ditch which carries water only during and immediately after rainfall events. This portion is typically dry during the summer months and during periods with no measurable precipitation. At 1401 John Road, the creek flows south through two man-made ponds. Downstream of these ponds there is a flow within creek channel all year. At 1420 Munro Road, there is a major confluence of three tributaries with the main creek channel. The creek flows westerly at this point and enters the Tseycum Reserve, continuing to flow west towards Patricia Bay. We identified six major tributaries to the Creek...”

Delcan did not include the upper reaches of Tseycum Creek, so the watershed area is likely larger than 402 ha.

Historical air photos from 1946 show no organized natural or man-made drainage in the Sandown property area. The very low gradient and headwater location favours an indistinct drainage process until west of Wilson Rd., where flows become sufficient to create incised drainage channels. Sometime between 1952 and 1964, ditch and tile drainage were installed in both race track areas. These channels have been unmaintained for some time.

The area enjoys a modified Mediterranean climate (see Section 5.2 below) characterized by warm dry summers and mild wet winters. Consequently, winter water tables are very high, or often at the surface, whereas summer moisture deficits are common. The challenge to agriculture is to lower the

late winter water table to allow farmland access, followed by summer irrigation.

There appear to be two man-made drainage channels heading west and northwest from the centre of the Sandown property. The northern one has little to no surface expression currently but does discharge in the wet season just north of the northeastern-most property on Munro Road causing flood issues for them. Reclamation and development of the Sandown farmlands is a good opportunity to improve some of the drainage issues of Tseycum Creek to the west of Sandown. The southern open drainage channel discharges into the municipal ditch system on Munro Road.

Although recommended by the Delcan report, no flow measurements have been made on Tseycum Creek. With the pending reclamation and significant drainage changes proposed, stream level and flow monitoring are essential to produce the expected results. Section 5.2 describes additional recommendations for water management.

3.2 Sandown Climate

From the 'Madrone Report' Elliot, T R and Jim Richard, Agricultural and Land Reclamation Assessment and Preliminary Drainage Plan (2016):

"Climate data covering the Sandown property is available for the 30-year period from 1981 to 2010 [2], as recorded by the Victoria International Airport climate station, located approximately 1 km south of the property at an elevation of 19.5 m above mean sea level. Historical mean annual precipitation is 845.3 mm, and the daily average temperature is 10.0°C. The annual number of degree days above 5°C (GDD), used as a heat-index for predicting crop development, is 2008 .7. The GDD value is a relatively high heat index, indicating no restriction to crop development.

The nearest climate station used by the Ministry of Environment in the Climatic Capability Classification for Agriculture in BC report is the Saanichton station. The Climatic Moisture Deficit (CMD) - — the difference between growing season precipitation and evapotranspiration - — is -202mm, which places it in Moisture Class 4a (CMD of -191 to - 265mm), improvable to Climatic Class 1. Class 4 aridity limitations indicate drought or aridity between May 1 and September 30 (the growing season), which result in moisture deficits that are moderately limiting to plant growth. Aridity limitations can be improved to Class 1 using irrigation, as it is less than a 40 mm climatic

moisture deficit. A thermal class 1 rating has frost-free period in excess of 150 days (coastal areas), with Saanichton reporting 226 days.”

3.3 Sandown Ecosystems

Map D Vegetation Cover shows current vegetation cover superimposed on the 1946 air photo. Expansion of the wet forest and infill of brush on the former agricultural lands is evident. More detailed descriptions of the Tseycum Creek Watershed and ecosystems on SCF are provided in **Appendix II Sandown Watershed and Ecosystems**.

3.4 Soils & Agricultural Capability

Other than the forested Zone 7, the Sandown farm property has primarily marine clayey silts deposits with sandy/silt cappings. Much of the soil has been disturbed to varying degrees over the past six decades.

The ‘Madrone Report’ Elliot, T R and Jim Richard, Agricultural and Land Reclamation Assessment and Preliminary Drainage Plan (2016) outlines the surficial geology and soils based on 1:100 000 scale mapping.

Although relatively comprehensive, a more detailed map based on the 1:50 000 and 1:20 000 provincial soils mapping and recent ground truthing/mapping done by regional soils specialists is provided. **Map H: Soil Mapping** shows both soil type and land capability for agriculture maps are superimposed here on the 1969 air photo. Both soil maps use the same polygons, only the labeling differs. Also shown are soil sampling sites by Mr. Robert Maxwell, December 2017; 1980s BC Government sample sites by Mr. Hally Hofmeyr and six sites sampled by Madrone Environmental. **Map I Soil Mapping - Bob Maxwell** shows some recent (2017) soil typing, here overlaid on the 2013 air photo.

The soils outside of the forested area are predominantly marine clay derived Cowichan, Parksville, Fairbridge, and Tolmie soils. What differentiates these soils is the varying percentages of silt, loam/fine sands, and clay in the fertile upper horizons, and the varying depths of these horizons to the less unconsolidated and impervious parent material, i.e. marine clay. These soils range from very poorly drained to moderately poorly drained. This is evident from the extensive amount of gleying and mottling found in the soil profile.

Being poorly drained, these soils have poor unimproved agricultural capability ratings, namely 3W – 5W under the Canadian Land Inventory (CLI) classification system. However, through effective drainage practices these soils can be improved to classes 2W and 3W. This improved capability is evident on many productive farms along the Saanich Peninsula.

The coarse gravely/sandy Qualicum soils located in the forested area of Zone 7 are intermixed with pockets of decomposed organic Metchosin soils. These organic Metchosin soils have developed due to the fact that this area is a groundwater discharge zone.

Except for the forested area, most of the site shows a history of significant disturbance at the surface. After the reclamation process is complete, deep tilling and surface cultivation followed by planting of a cover crop is recommended to begin the restoration of soil organic matter.

3.5 Human Activities on Sandown

First Nations

This oral history is from Dave Elliot Sr or PENÁC (meaning “Fair Wind”) (1910-1985), an inspiring educator from the Tsartlip Nation who, among many things, shared his knowledge with hundreds of students at Stelly’s Highschool, and developed a writing system for the Saanich dialect.

The Saanich people are part of the Salish, a large group that extends from the Chilcotin region down to Port Angeles; from the protected eastern side of Vancouver island east to Alberta.

The home, the headquarters of the Saanich people, is the Saanich peninsula. The Saanich people populated the peninsula from one end to the other and right around all the shores and all the bays.

... This is where the permanent winter homes, the larger villages, were traditionally located. In the summer, the families travelled all through the territory to fish and to gather food, making temporary homes near to the source of the fishing and gathering sites.

Wet areas and inland marshes are especially important sites for Saanich food systems, as these ecosystems support many specific foods, medicines and weaving materials. Every bay, every stream, every mountain and every lake have a name in the Saanich dialect. The SENCOTEN name for the area

near Patricia Bay (Sandown area) is TKAYEC, which translates into “small closed off area” and is “the spring at Pat Bay slough”, a wetland place of deep mud, sluggish water as part of the inlet.

The abundant insect life that lives in wetlands forms the foundation for a food chain, which in turn attracts much animal life. Deer and smaller mammals common in the area have long been a source of meat and materials for the Saanich people. The draining and ditching of the wetlands in the Saanich Peninsula for settler agriculture had substantial impact to the Tseycum people.

The waters that flow across the peninsula, through Sandown and into Tseycum creek empty out into Patricia Bay. These were incredibly rich intertidal areas and a source of plentiful and varied food, especially clam. Various recent activities in the area have contributed to a decades-long federal ban on clam harvesting due to contamination from sewage, manure fertilizers, and other sources. It is important to recognise that Sandown is deeply connected to these intertidal areas and take measures to ensure that Sandown activities do not further harm the watershed.

The higher, drier regions on the Sandown site were likely cultivated to maintain an open meadow for berries or camas. The large savannah Garry oaks are characteristic of a fire-managed area.

The forested areas provide other food plants like berries, fern roots and nettle leaves. All these plants are growing today in the Sandown forested area. Many important medicines are made from plants like Oregon grape, yarrow and Indian consumption plant.

Post Contact Land Use

Almost 150 years ago, the Sandown lands were part of the historic Glamorgan Farm established by Richard John with money from his Cariboo gold field. It was an important part of the agricultural economy of the Saanich Peninsula, at one point specializing in oats and supporting a local flour mill in Tseycum Harbour. In 1907, the property was purchased by Sam Matson who created a show farm with Jersey cattle. Subsequently, the land was leased and subdivided. The smaller Glamorgan Farm became a poultry operation in 1956. In the 1950s, a portion north of Glamorgan Farm was sold to Bill Randall Sr who started thoroughbred horse racing at Sandown. In 1978, harness racing began at Sandown and in 2011, Sandown Raceway closed. (See *History Bite* 2012)

Map E - Disturbed Areas was created for this report from examination of aerial photography from 1946 until 2013. It reveals a patchwork of surface disturbance. In the southeast corner of the property can be seen the existing soil stockpiles awaiting distribution. In the same area are the old vehicle parking lanes, some of which are heavily graveled. Those lanes are barely visible today. Between the two race tracks, there are three monitor wells of unknown origin and status.

3.6 Sandown Infrastructure

Very little of the previous infrastructure remains today. All buildings were removed except the cell phone tower and enclosure. Two water wells from the provincial database were located - one has the status of "abandoned", the status of the other one is unknown. Both are indicated on **Map X**.

What appear to be two piped water sources have been flagged in the vicinity of the old grandstand. Their status is unknown. During excavation related to the commercial 12-acre parcel, a black plastic water line was revealed. It appeared to run from the southeast corner of the commercial property towards the grandstand. If it is a viable water supply, it should be safeguarded from damage during the soil reclamation process.

Map F - Old Buildings shows the structures previously in place. All were demolished except for the cell phone tower in the middle of the east boundary. The rectangles are the original land parcels amalgamated into the single Sandown title owned by the North Saanich Municipality.

3.7 Land Reclamation: Current Status

Current Planned Reclamation Work

The reclamation work, as agreed to by the Agricultural Land Commission (ALC) and the District of North Saanich (DNS) is the responsibility of the developer, Platform Properties Ltd. This initial reclamation work is outlined in the Agricultural Land Reclamation and Drainage Plan (October 4, 2017) report produced by Madrone Environmental Services Ltd. (the 'Madrone Report').

This reclamation work includes:

- Removal of all structures, road (pavement), and building materials
- Removal of trees, except culturally significant trees, particularly Oak trees
- Level areas for agricultural use
- Amend soil
 - Subsoil arable farm zones, except NW
 - Apply topsoil from commercial site onto specified areas
- Dig swale/ditch along entire northern boundary, and link to Munro Rd ditch
 - Garry oak trees are to be kept

Map G Reclamation Plan - Madrone shows the reclamation and drainage plan proposed as part of the agreement with the former owners of the Sandown property. This reflects the final amendment to the Madrone plan from October 2017. Unit 1, about 40 acres, is the only area currently scheduled for full reclamation to agricultural status. Unit 2, about 16 acres, is designated for "amendment where possible", and Unit 4 is not scheduled to be reclaimed in the foreseeable future. Agricultural professionals and previous land use indicate that Unit 4 and Unit 2 have high agricultural capability, comparable to the adjacent properties. Unit 5 is forested, and Unit 3 is a disturbed site with reduced agricultural capability.

Next Steps – From Reclamation to Production

The Sandown land is similar to many very productive farms on the Saanich Peninsula. In soils maps and reports produced by the Government of BC, the soils on the farm have an unimproved capability rating of between 3 and 5, mostly due to impervious nature of the silty clays at depths of between 20cm and 40cm. These ratings are based on the Canada Land Inventory (CLI) Soil Capability for Agriculture, and the Land Capability Classification for Agriculture in British Columbia, published by the Governments of Canada and British Columbia, respectively. Sandown soils, however, can be improved to a capability rating of 2 and 3, making them highly productive for various crops.

The soils in the arable areas of the farm are predominantly Cowichan, Parksville, and Fairbridge soils. These soils are marine silty-clays by derivation (parent material) but have varying depths of fertile upper horizons. The unimproved and improved ratings (in brackets) for these soils is typically:

- Unimproved: 3DW – 4AW
- Improved: (2DW – 3DW)

W: excess water rating – many of these soils are gleyed, which indicates long periods of high water table

D: root restriction rating – the silts and clays of the marine soils can restrict root growth

A: aridity rating – this applies soil water efficiency caused by long dry summers in the region

The imperative work for the SCF LTO is to improve the soils over time through good soils management practices, including the installation of drainage and irrigations systems, and application of organic matter. This will improve productivity significantly.

Food production dependent on monocultures, and significant chemical input for fertilization, pest and disease control, is increasingly recognized as unsustainable. The negative impact on food nutritional quality, soil systems and watersheds need to be reversed. Consequently, SCF will encourage organic soils and cropping practices.



4. Community Engagement

The following section describes who we engaged with for planning Sandown Community Farm (SCF) and summarizes what we learned.

4.1 Summary of Engagement

The 2016 Vision Sandown process discovered strong interest from individuals and various community organisations in the possibilities for Sandown, and the 2018 community engagement work was no exception. From farmers, to small local non-profits to provincially recognised agricultural institutions, all see the potential of Sandown Community Farm to advance the agricultural, ecological, educational and/or recreational aspirations. The combination of farming and community programming at Sandown will bring in valuable revenue streams to the Long Term Operator of SCF and serves to amplify the benefits of a community farm, and-- with good planning and management-- will help and not hinder the commercial agricultural work at Sandown.

As is outlined in our approach, we met with a range of organizations and individuals to develop and receive feedback on our proposed approach and plan. This includes the Tseycum First Nation, the Peninsula and Area Agriculture Commission (PAAC), The Agriculture Land Commission (ALC), the District of North Saanich Staff, Mayor and Council, as well as the residents of North Saanich who viewed the conceptual renderings and site plan. We have integrated their comments, such as the following from the PAAC below, into the different areas of the report.

Through conversations with farmers and community organizations we learned the potential of the Sandown Community Farm and the significant interest in collaborations or involvement. Below, key potential partnerships are highlighted. For a more thorough list of community engagement, please refer to **Appendix I - Community Engagement** which provides information on partnership worth exploring in the future.

Peninsula and Area Agriculture Commission (PAAC) – Farmer Input

PAAC

On December 15, 2017, at the request of the District of North Saanich, PAAC members, including senior farmers, toured the pre-remediation Sandown site to review the soils to discuss their suitability for agriculture.

In a December 17 letter to the District, the PAAC farmers stated:

"We are very happy with the tour results as it showed there are so far, two large areas with excellent soils and farming capabilities. The farmers expressed that the soils have moderately deep black fertile soil surfaces, well structured loose and many fields are ready for farm in the spring. Vegetation clearing of the NW area in summer is not a concern and field drainage should be routine to install as it appears there would be adequate gradient with new ditching. . .

"Thank you North Saanich you have done a good thing for agriculture.

"The tour was carried out and the main findings were: that there are a lot of rightly suitable soils for agriculture, Class (2DW). The south fields next to Glamorgan Road could be farmed next year – if no further damage occurs to the soils. The NW area could be also farmed in the foreseeable future when ditches are cleaned and deepened and the lands cleared in summer only. . ."

4.3 New Farmers

Over half the current community of farmers in the region are retiring in the next 50 years. Consequently, there is a strong interest in supporting new entrants into farming. New farmers are the future of food production: typically, young, committed to organic small-scale agricultural practices, and trained through one of the hands-on practical agricultural programs in the region (UBC Farm Practicum in Sustainable Agriculture program, Richmond Farm School, Kwantlen Sustainable Food Systems program, Gaia College Organic Land Care Classes, and the Haliburton EcoFarm program).

Many of these programs offer their recent graduates access to “incubator plots” that allow graduates to test out their new farming and marketing skills. These are small (0.5 to 1 acre) lots leased on a short term basis.

According to Caroline Chiu, Tsawwassen Farm School Coordinator and Research Associate for the Institute for Sustainable Food Systems at Kwantlen Polytechnic University: “I can't say exactly what the demand for incubator plots are, but I definitely don't think the region has enough. First, our plots are ONLY available for graduates of farm school. We have two locations now: Richmond and Tsawwassen. Richmond has about 4 acres available, and Tsawwassen about 10 acres. Word is getting out that our program has land, so we actually have quite a lot of people (from the public) asking to use our land, unfortunately, I have to say no to them. I feel like there would be interest for incubator plots on the Island. So many people want to go to the Island and establish a farm there, and the Island already has such a great farming community”.

Beyond Incubator Plots: Access to Long Term Land Leases

Incubator plots are typically only available for short-term leases. There are limited options currently for emerging farmers who have honed their skills and are ready to commit to long-term farming. According to Caroline Chiu, the biggest barriers to new farmers typically are:

- access to land, and for a secure term
- pricing of land
- access to infrastructure: cooler, storage, processing station
- water access
- communal tools and machinery/equipment
- good drainage

Young Agrarians, whose mandate is “to grow the next generation of farmers and food lovers in Canada”, agree. They maintain a roster of new farmers eager to connect with land, farming amenities, and farming community. Sandown Community Farm has an important role in offering longer-term, small to medium sized land leases to those farmers experienced and ready to commit to a longer career in farming.

4.4 Established Farmers

Access to farmland is a well-known complaint by experienced farmers in the region, although a significant portion of the ALR land is not actively farmed for food production. In the Capital Regional District, 39% of ALR is in pasture, 34% in food production and 27% for other use (BC Ministry of Agriculture 2016). Anecdotally, the many reports include:

- Speculators buying land and leaving it unfarmed, in anticipation of a softening of ALC regulations, that will then allow them to subdivide and sell for a large profit
- Farmers unable to obtain leases for terms long enough to justify their investment in improving the land because owners want to be able to sell on their own timeline
- Farm land used to store recreational vehicles because the revenue generated is higher than for farming
- Owners not wanting to allow farming because it’s “messy”
- Owners not wanting to give up privacy by allowing someone else access to the land
- Farmland being used for industrial and other non-permitted uses

The regional losses of willing, skilled and capable would-be farmers to other career choices, despite their inclination to farm, can be illustrated by the following example. An experienced and skilled farmer in her 30’s addressed a meeting of the Peninsula and Area Agricultural Commission, expressing frustration at the inability to find farmland to rent long-term. She had graduated from the Haliburton Farm incubator program and indicated that she was no longer willing to invest 4 or 5 years in improving someone else’s land, just to be asked to leave once the land was in a state profitable for farming. She indicated that she was looking for a long-term lease, and until she could get it, she would do other work, despite the fact that farming was her first choice for a career. Further, she said that she knew of others who felt the same way.

Another very capable Haliburton Farm graduate has taken this year off farming because he couldn't find suitable land to lease. He hopes to find some in 2019. Other skilled farmers who have a small piece of land, but not enough to reach the economies of scale that make farming more profitable, have given up farming altogether.

In addition, there are farmers who have either farmed in the area for decades, or whose children are now wanting to have their own plot of land to farm, who are actively looking for land to rent, and having great difficulty finding it.

Sandown Community Farm will fill an important gap, providing skilled, dedicated farmers the security and tenure they need to commit to farming as a career.

North Saanich grade schools, such as North Saanich Middle School, are keen to explore the educational possibilities from a productive and innovative community farm within walking distance.

Finally, non-profits like *Growing Young Farmers* and *Growing Young Chefs* see abundant opportunities for onsite programming at Sandown, providing Sandown Society with revenue streams while providing important programming for the wider public.

4.5 Community Organizations

Various community organizations within the CRD who work to strengthen the local food system are very interested in potential partnerships with Sandown Community Farm.

Summary of Prioritized Partnerships

In the first phase of development of Sandown the following organizations stand out with having compatible interests and would add definite value to the Sandown Community Farm and its development:

The established and regionally-connected non-profit *Lifecycles* is a fruitful initial partner, with their interest in establishing a 5 acre cider orchard and processing facility at Sandown. They also express strong interest in

establishing an onsite educational and gleaning programming, a community orchard, and a Regional Seed saving library for small-scale commercial farmers.

Young Agrarians, with their province-wide mandate to match young keen farmers with arable land, will be invaluable partners in recruiting the 'emerging farmers' team of Sandown farmers.

There is exciting leadership from the W̱SÁNEĆ First Nations in revitalizing indigenous food systems, and the *PEPÁKEN HÁUTW Native Plants & Garden Program*, in alliance with Tseycum knowledge keepers, will be valuable partners in identifying and propagating the indigenous cultural, medicinal, and food plants appropriate to the Sandown forested ecosystem.

Peninsula Streams has already shown committed support in helping to remove and manage the invasive species that currently plague portions of the property.

The University of Victoria, with its campus-wide focus on community-based research and engagement, offers a myriad of possibilities for engaging graduate and undergraduate students in the building work of Sandown: the *Capstone MBA graduate program* to develop business models for social enterprises; and *Geography, Ecology and Restoration of Natural systems diploma program* to assist with bio-inventory, GPS mapping, and invasive plant removal in the forested areas. These student efforts would be overseen by university instructors and would be no cost to Sandown, making this an exciting and important partnership connection.

More Detailed Information on Key Potential Partners

Lifecycles

Since 1994, this non-profit has been connecting people with the food they eat and the land it comes from. **Lifecycles** run gleaning programs including the fruit tree project, operate community kitchens, run community orchards, initiate and run food gardens in schools, and support community seed saving libraries throughout the CRD. Lifecycles is a strong and innovative contributor to the local food system, and their community networks run wide and deep.

Lifecycles has a strong interest for land to expand their already popular cider social enterprise, currently limited in production to 1000 litres a year. Lifecycles would like to establish a 5-acre apple and quince orchard at

Sandown Community Farm to produce both hard and soft (non-alcoholic) cider.

They would be additionally interested in access to aggregative facilities at Sandown to support their gleaning and cider-making initiatives. Required processing amenities for their proposed operations would include:

1. Commercial Fruit Press
2. Pasteurization
3. Bottling Fruit line
4. Chopping Machine
5. Dehydrator
6. Storage and/or cooler space

The possibilities for a mutually beneficial partnership become very interesting when one considers Lifecycles's expertise in community food programming. **The Welland Community Orchard**, for example, is managed by Lifecycles in View Royal. The mature fruit trees form the basis for varied and rich community outreach and education: pruning and propagating workshops, fruit tastings, school tours and learning, community building and gatherings.

In exchange for land lease at Sandown, Lifecycles is potentially interested in taking on management of a Sandown Community Farm community orchard, maintaining the fruit trees and understory, offering programs and creating community outreach and education.

Similar partnership arrangements could be made between Sandown and Lifecycles in the areas of school-to-farm programming, another area of expertise for Lifecycles.

Island Pollinator Initiative (IPI)

This is a coalition of groups working to protect pollinators on Vancouver Island and the Gulf Islands, affiliated with Pollinators Canada. Locally, Bob Maxwell and Dr. Lora Morandin are primary contacts to establish partnerships. IPI confirms Sandown would be an excellent large farm demonstration site, and likely one of the few larger farms for intentionally incorporating pollinator plantings. Newman Farm and Haliburton Farm are leaders in this, albeit on a small scale. IPI's experience suggests pollination plans and plantings are likely to draw grant funding, corporate sponsorship and volunteer enthusiasm, as pollinators are a hot topic of concern.

IPI recommends that Sandown becomes a member of IPI. They are interested to work together on future planning for pollinator plantings on Sandown.

Growing Young Farmers Society

Non-profit organisations such as *Growing Young Farmers Society* and *Growing Young Chefs* teach and inspire young people in growing and cooking healthy food. In summer 2017, GYFS offered half-day farm-based programs for 4 to 6-year olds at The Roost. These were popular and well attended; however, GYFS has shifted sites and no longer operates day camps in North Saanich.

There is demonstrated demand for farm and food-based day camps and extracurricular programming that could be filled at Sandown Community Farm. The long-term operator could form partnerships with GYFS and other organizations by providing program amenities (allotment garden access, washroom, covered meeting space, storage) to support such programs onsite, in return for a rental fee.

Interest from societies such as GYFS is strong. In an email from Jenny Szulc, Executive Director of GYFS:

"I met with our Board of Directors last week and discussed the Sandown project. Our interest is VERY high:) We would love to have a space there that we could call our "own" and run programs throughout the year."

4.6 Partnerships for Special Consideration

Additional partners that were identified to bring special value to the Sandown Community Farm development process and benefit the farm and/or the community are described in the section below.

a) Educators/Researchers

Researchers and higher learning institutions see the tremendous potential in Sandown Community Farm as a site for student learning, research, field

schools, and interdisciplinary collaboration. The potentials for partnerships here are tremendous. Here are strong, immediate contenders:

The UVic MBA Capstone Integrative Project is open to senior MBA students completing their final semester of study. The Integrative Project enables students to apply their classroom learning to real-life business problems. Teams work with a sponsoring organization (such as Sandown Society), are supervised by a Gustavson School of Business faculty member and contribute 600 to 800 hours of consulting time to a given project. The teams analyze business issues in depth and recommend specific detailed action plans to address the opportunity/challenge identified by the client. There is no charge to the organisation, and previous clients include the BC Royal Museum, The Ministry of Agriculture, Tourism British Columbia and the Capital Regional District, among many others.

Ian Robertson, Associate Director of the MBA Programs and Capstone project, is committed to future partnerships with the Sandown Community Farm. MBA students could research and advise on a number of projects, including developing potential social enterprise models for the farm. Projects are initiated according to the typically school calendar and could begin as early as Fall 2018.

A partnership with the **University of Victoria** offers many opportunities for future research and post-secondary involvement at Sandown. The University has a committed practice to in-field and community-engaged research and learning, which is well supported by the Humanities Community Engagement Coordinator position that is most capably filled by Rhianna Nagel.

During this 2018 planning period, the Planning team engaged two UVic classes in valuable community-based research at Sandown. During outreach and conversation with the Tseycum community, there was an identified wish from community members that we work to create more dialogue and understanding between communities. And so, the Sandown planning team engaged students from the *Anthropology 393-Anthropology and Community Based Research* class to interview Tseycum knowledge keepers and leaders, creating community profiles and a display that was presented at the 2018 North Saanich Flavour Trails festival.

In July 2018, the **UVic Redfish School of Change** spent 6 days of their month-long field school in North Saanich. This program is a partnership between the UVic School of Environmental Studies and the Western Washington University's Huxley College of the Environment. The program is designed for students "who want to lead the way in creating ecological sustainability and social equity in their communities" (from Redfish website).

The North Saanich focus was on Sandown site, with the students studying and providing recommendations on 1) an introduced/invasive plant management plan for the southwest forested area and restoration plan for indigenous food and medicine plants; 2) best management practices for onsite water containment and movement to encourage native pollinator habitats, maintain healthy water tables and surrounding ecosystems, and cleanse water.

During their stay, the Redfish school hosted a Community mapping event facilitated by Dr. Brenda Beckwith and Dr. Ken Josephson. It proved to be a very engaging event which explored North Saanich connections to their local watersheds. The Redfish School is keen to return and deepen their partnership with Sandown in future summers, perhaps helping to create interpretive trails, and signage, or support ecosystem restoration and regeneration. Possibilities abound.

Other UVic departments and classes that would be ideal for future engagement are **UVic Geography classes** (for GPS linked land mapping of natural features and plant communities), **Ecology** classes (who, for example, have the technology to identify what bats live onsite by tracking their echolocation frequencies!) and **Restoration of Natural Systems (RNS) Diploma Program**, who could strongly support the restoration of the native food systems in the forested areas of Sandown.

An additional potential partnership is to be found with the **Institute for Sustainable Food Systems (ISFS)** at Kwantlen Polytechnic University which runs the Richmond Farm School. Kent Mullinix is the Director of ISFS and Adjunct Faculty for Sustainable Agriculture & Food Systems at Kwantlen Polytechnic University.

Dr. Mullinix recognises that conventional agriculture is probably responsible for 45-60% of the atmospheric carbon contributing to climate change. He believes strongly that small-scale organic farming must consolidate their diverse initiatives to promote agricultural techniques and systems that are more ecologically sound and resilient. Kent and colleague Dr. Aimee Taylor are pursuing funding to develop research trial sites to refine 'no-dig' techniques for the Westcoast. These are techniques which maximize carbon sequestering and have the potential for immense positive impact on climate change. Drs. Mullinix and Taylor are very interested in conducting these trails at a future Sandown farm, working with Sandown farmers who would like to test these techniques.

For the last five years, the hands-on **Gaia College Growing Food** Victoria classroom course, which is backed with unique curriculum, has been offered at Haliburton Farm in conjunction with Royal Roads Continuing Studies from March to September during the growing year. It is paradigm shifting training for anyone wishing to grow food. Due to demand in the earlier months of the year, this course is in the process of being condensed to be offered in February and March, rather than over 6 months. As part of all educational efforts at Haliburton, the program will fall under the EcoFarm School umbrella. This collaboration effort could extend to Sandown Community Farm, especially for train-the-trainers programs. Michael Hermary, owner of Gaia College has confirmed his availability for further discussion.

b) Seniors and Adapted Gardening

Adapted gardening is a tremendously beneficial activity for seniors-- connecting them to the seasons and to loved ones, and providing meaning and purpose, physical activity, motivation to exercise, and the opportunity to share the bounty of the season. Seniors are a sizable demographic in North Saanich and Sidney. The Director of Client Care for Sidney Senior Services certainly sees a demand for adapted gardening. She says, *"I hear it almost every single day that they miss it so much."*

For Sandown partnerships and planning, our recommendation is that the Sandown plan include an area close to the Farm Centre that is suitable for building raised beds, accessible for walkers and wheelchairs, and close to both parking and washrooms. As the need arises, Sandown Society can recommend horticultural therapists who would work alongside seniors, interested seniors groups, and other community groups in the garden. Organizations could provide transportation and support staff for any clients interested in making Sandown a regular part of their lives.

c) Children and Youth

There is a burgeoning farm-to-school movement underway with CRD organisations like *Lifecycles*, *Growing Young Farmers* and *Growing Young Chefs* creating opportunities for school-aged children and youth to learn hands-on food growing skills and engage on issues of food sovereignty and food security.

Farm-to-School Programs at Sandown

North Saanich Middle School, a 7-minute walk from Sandown Community Farm, is an obvious potential partner. This school is LEEDS certified, teaches in an innovative team-based approach, and has an active garden club already operating within the school. Furthermore, the NSMS cafeteria is stocked with food made by Parkland Secondary students. Students could grow their own fruits and vegetables at Sandown to be processed and sold in their cafeteria. This is an opportunity for student leadership and learning about agriculture, food sovereignty and the local food system!

Kal Russell, School Principal met with the Sandown Planning team several times and brought the idea of programming at Sandown to the school staff. The teaching team expressed strong interest, emphasizing their preference for farm-based teaching that emphasizes experiment, experiential learning, with room to make mistakes and learn from them.

There are several potential approaches for a future partnership with NSMS:

1. Teachers and students lease an allotment plot at Sandown

Teachers and students lease an allotment plot Sandown with teachers creating their own programming and bringing students at any time. A small financial investment for the school, and (only) ideal for teachers experienced in food growing.

2. Farm Base Learning with Support.

In this case, teachers would work with a hired Garden Coordinator with expertise in both horticulture and education. Together they develop garden-based project ideas that link directly back to curriculum learning objectives. The Coordinator would provide classes with onsite teaching and support to make farm-based projects a rich learning opportunity for students. An example of this model is Reynolds Secondary, who has partnered with Lifecycles Society to create a new part-time position of Garden Coordinator for their school courtyard. This kind of program requires funding to cover the cost of the part-time Coordinator position. In the case of Reynolds Secondary, the cost is shared between Lifecycles and Reynolds school.

3. Students Participate in Farmers' Work.

In this approach, school students were mentored directly by Sandown commercial farmers. At Haliburton Farm, high school students from the Claremont Institute for Global Solutions regularly visit the farm and participate in what the farmers happen to be doing. It could be transplanting or harvesting, or a tour of the off-grid solar greenhouse system that they are developing. This kind of programming would require financial compensation

to farmers for their time, and sufficient student maturity & capability to ensure that students are not harming the farmer's commercial operations.

The School Board does not currently have dedicated funding for such programs. As Principal Kall Russell said in an email:

Our staff loves the idea of the opportunity to have a Farm Base Learning opportunity within walking distance. The challenge will be funding. I am not sure that we will have the person to secure any funding to support a position. Hopefully, the town of North Saanich will want to make this work and support it with funding. Budgets at school are tight. I hope we can make something work. Staff are aware and thinking about it. I know we would have a group interested if there was funding for a program. (May 8, 2018 to Transition Team)

There is a growing interest in the Farm-to-School movement, and pioneering efforts such as the Lifecycles-Reynolds School partnership could mean that School Boards increase future funding towards farm-based programming initiatives. Likely any school program developed at Sandown will require grant funding, and it will be for the future Sandown Society and NSMS to work through the details of this potential partnership.

d) Equestrian Community

The 2013 report entitled *Moving Forward: BC Equestrian Trail User Study*, conducted by the Joint Trails & Access Committee for Horse Council BC with support from Vancouver Island University, conducted extensive research on the needs of equestrian users in British Columbia. Vancouver Island, had the highest number of respondents -- 91.5% saw "Develop new trail systems in rural and remote areas" as very or somewhat important. 86.8% felt that it was very or somewhat important to "develop more or better turnaround and parking areas at trailhead".

We carefully studied the interests of the equestrian community who expressed interest in the Vision Sandown process, and looked for compatible uses that could benefit Sandown. Community Farm Boarding facilities and riding rings (both indoor and outdoor) are already prevalent in the surrounding area. Additional facilities on SCF would require people to be onsite at all times.

In light of the heritage of the property and a desire for safe and accessible trails, the STT recommends that Sandown Community Farm offer the perimeter farm access road for equestrian access. This would be suitable for

trail riding and our parking recommendations provide adequate pull-in-pull-out parking for horse trailers. Trail information signage and management could be developed in consultation with the Horse Council of BC and local equestrian enthusiasts.

4.7 A Unique Opportunity for Reconciliation with First Nations

Sandown lies within the traditional and unceded territory of the Tseycum Nation. The site is in close proximity to the traditional winter village site where the Tseycum community lives today. The Sandown site was undoubtedly a place for food and medicine gathering. Much of North Saanich was a seasonal wetland before the creation of ditches and drainage. These wetlands were a rich source of medicine and foods for the Saanich peoples who recognised and revered these habitats as the foundation for the food chain. The draining of the wetlands had significant impact on the Saanich First Nations communities.

The creation of Sandown Community Farm is an important opportunity for reconciliation, building partnerships, and forging friendships and healing. The transition team met with Chief Tanya Jimmy to open dialogue about Sandown. She communicated several key messages:

- It is important that Tseycum be consulted on key decisions with the Sandown process. Open communication is key.
- It is important that there be future opportunities at Sandown for meaningful employment and engagement, particularly for the younger generation in the community.
- A focus on positive, uplifting and solutions-oriented plans and partnerships.

Another key community member, Vern Jack, communicated his wish to develop an exhibit of Tseycum history and perspective to initiate cross-cultural conversation within North Saanich. This is an important and realistic step in forging trust and dialogue. To that end, the Sandown Transition Team (STT) facilitated a partnership between the University of Victoria Anthropology 395 *Community Research Methods* course and Tseycum community members to record and document stories and photographs. The presentation was featured as part of the North Saanich Flavour Trails festival, with over 3000 members of the public attending the weekend.

An important and exciting component of reconciliation is ecological restoration, and there is much to do in the forested areas of Sandown. We recommend a multi-year plan to identify key sites of significant cultural, spiritual and food value, remove and manage the invasive species, and partner with First Nations organisations to replant with appropriate native plants.

Part of the Farm Plan for the Farm School on SCF is based on the Tsawwassen Farm School model, a partnership between the Tsawwassen First Nation and Kwantlen Polytechnic University. This is a model for working together and creating training and economic development opportunities for food and farming with the Nation.



Figure 5: Tseycum elder Vern Jack and UVic Anthro 395 students in a STT facilitated research project, summer 2018

5. SCF Land Use Plan

The primary proposed use of the Sandown lands is first and foremost as a productive farm that also supports agricultural producers throughout the region. Sandown Community Farm (SCF) will provide infrastructure that local farmers have indicated is needed or desired to help them be successful and productive. This includes the development of a Farm School and incubator plots to provide specific support to new entrants. Most of the land will be in commercial crop production, with a small area devoted to activities for the broader community to actively engage in, learn about and support food production. There are also two operational centres proposed - one primarily to support post-harvest handling and retail produce sales, another to support the many aspects of wholesale commercial production and distribution. Additional infrastructure including greenhouses and composting facilities are proposed.

The recommended zones for commercial food production cover nearly 55 acres (22 ha). An additional 5.3 acres (2.8ha) is allocated to community food growing through allotment gardens and a community orchard. In total, the SCF plan ultimately provides 66 acres suitable for food production once the mandatory remediation work is completed in 2018. The remainder of the land is forest, ditches, buffer zones, buildings and farm access roads.

Based on the information reviewed for the transition plan, the following section describes the recommended activities for Sandown Community Farm to become a thriving community resource - producing healthy food and growing local farm and agri-food business capacity.

This section and accompanying **Map J - Farm Zones** illustrate the proposed uses and partners for each zone on Sandown Community Farm and provide a foundation for infrastructure planning.

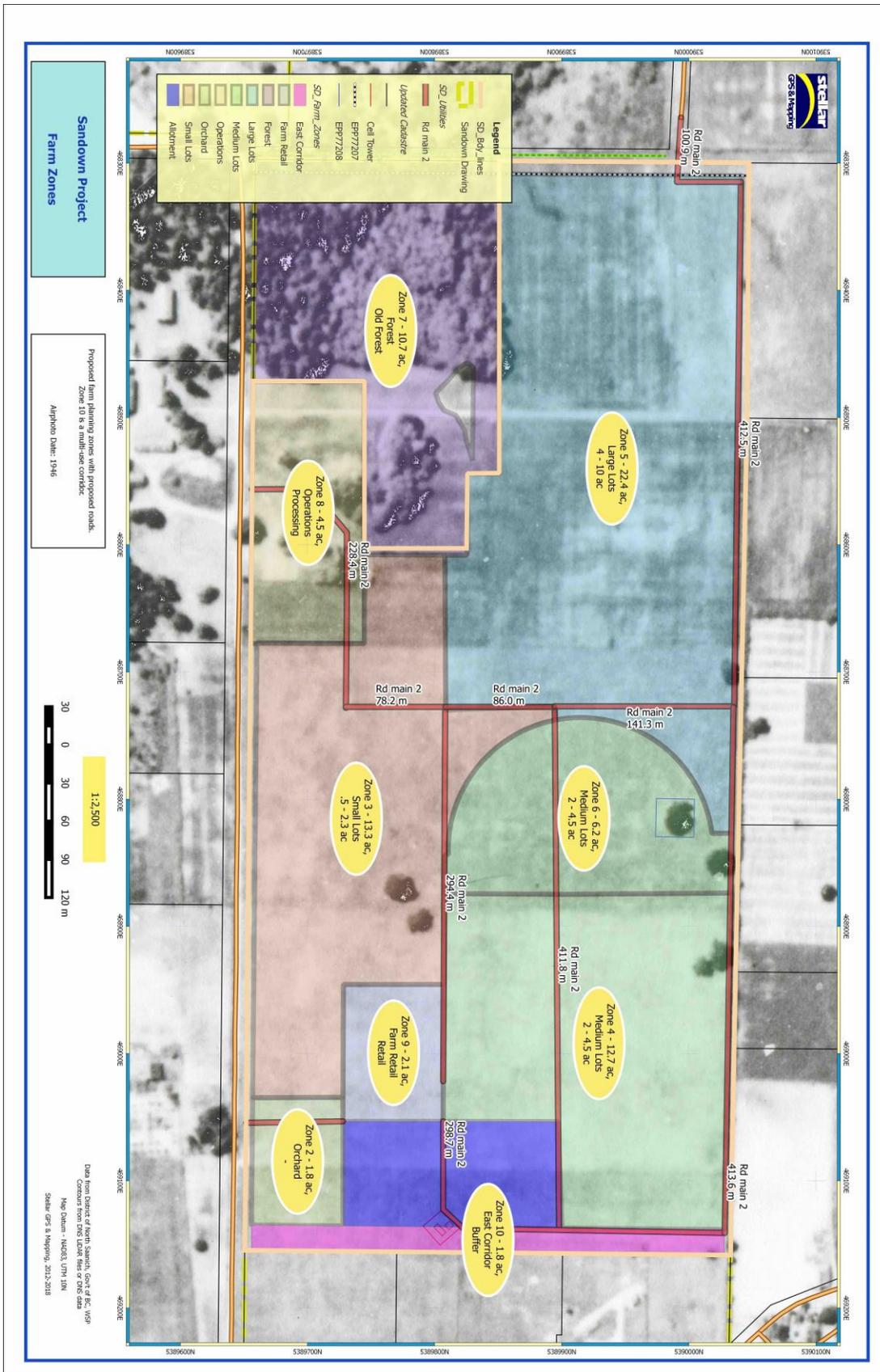


Figure 6: Map J Farm Zones. The STT has divided the Sandown property into 10 zones with differing uses proposed for each

Sandown Community Farm Zones

Zone 1: Community Farm Lots/Garden 3.6 Acres (2.1 ha)

- Primarily for community farm lots for market and community farming, crop testing and coaching
- Uses to include allotment gardens, demonstration gardens, teaching and learning

Users: Community members, school groups, food literacy/access groups, teaching and learning

Zone 2: Community Orchard 1.8 Acres (0.7 ha)

- Community Orchard, the 'gateway' to the farm, will emphasize aesthetics and design
- Uses will include a fruit orchard for community food provision, demonstrations, events

Users: Community partners such as LifeCycles

Zone 3: Incubator Farm Lots 13.3 Acres (5.4 ha)

- Small to medium size lots, 0.5 to 2.3 acres, 3 to 5 year renewable leases for new farmers
- Suitable crops for the soil and location include fruit trees, small fruits, annual/perennial crops

Users: New farmers in the incubator program

Zone 4: Small to Medium Farm Lots 12.7 Acres (5.1 ha)

- Medium size lots, 2 to 4.5 acres, for longer-term lease to more experienced farmers

- Suitable crops for the soil and location include fruit trees, small fruits, annual/perennial crops

Users: Experienced farmers looking for longer term leases

Zone 5: Medium to Large Farm Lots 22.4 Acres (9.1 ha)

- Larger farm lots, 4 to 10 acres, for longer-term lease to local experienced farmers
- Drainage improvement will allow for a variety of crops

Users: For long term leases to local farmers, ideally leases within the first years for early income generation

Zone 6: Small to Medium Farm Lots 6.2 Acres (2.5 ha)

- For leases to experienced farmers; however, the area is prone to flooding as part of DNS flood management system, which limits crops
- Area includes a pond and the Garry oak tree protected by covenant.

Users: Year to year leases for tenants to be made aware of flooding with lease rates reflecting crop growing conditions.

Zone 7: Natural Forested Area 10.7 Acres (4.3 ha)

- Natural area includes bird and other wildlife habitat incorporating passive trails for public use

Users: Focussed on First Nation needs and interests.

Zone 8: Farm Operations Centre 4.5 Acres (1.8 ha)

- Highly disturbed land recommended for future use for a Farm Operations Centre supporting the farm and local farmers
- This would include storage for tools and equipment and other operational resources such as including coolers, freezers, washing

stations, packaging and processing, areas for wholesale sales, CSA box packing, storage), plus a compost/manure aging facility

- Additional greenhouse space will be available for lease to Sandown and local farmers

Zone 9: Farm Retail Centre

2.1 Acres (0.85 ha)

- This location was selected as ideal for the proposed two-story multi-use facility, for farm markets, food processing and sales
- It will include a farm kitchen, farm office, washrooms, storage, and a multi-purpose space for agri-food activities and agri-tourism events

Users: Farmers and other food producers to access purpose built space for processing value-added products, aggregating and packaging, cooler and freezer space.

Zone 10: Buffer Zone

1.8 Acres (0.7 ha)

- Designated buffer zone between farms and commercial area.
- Includes deer fence, fruit trees and other food plantings and large drainage ditch, installed by Platform Properties.
- Also includes path for farm access and public use.

Map K - Farm Fields shows the proposed organization of the Zones on the Farm for agricultural plots leased a farmer or groups of farmers. The intention is to develop the smaller farm plots in the southeast corner of property first, phasing in the other areas as infrastructure is completed.

More detailed descriptions of the zones will be available in google folder in a document called **Detailed Farm Zone Information for Sandown Community Farm**.

5.1 Food Production Areas

The different zones on Sandown Community Farm (SCF) afford a mix of commercial and community food production. The recommended commercial food production zones currently cover a total of 54.6 acres (22.1 ha). An additional 5.3 acres (2 ha) is for allotment and community gardens and a community orchard. In total, the arable areas suitable for food production will represent over 60 acres (24.2 ha) of the site once the mandatory remediation work is completed in 2018. The remainder of the land is forest, ditches, buffer zones, buildings and farm access roads.

a) Large (4-10+ acres) & Medium Farm Acreages (2- 4 acres)

Larger acreage plots for use by local, established farm business operators are recommended for SCF Zone 5 (22.4 acres/9.1 ha). Drainage improvements and soil remediation, recommended in conjunction with initial reclamation work, will allow for a variety of crops. Longer-term land use agreements for plots of 4 to greater than 10 acres could be leased within the first year of SCF operations to provide early income for SCF, a stable supply of production for the farm market and, potentially, mentorship for other SCF farmers.

Plots ranging from 2 to 10 acre size in SCF Zones 4 and 6 (totaling 19.7 acres/ 7.6 ha) will be suitable for farmers who have experience farming or who have graduated from farm incubator programs onsite or elsewhere. Plots could be used for a variety of vegetable or fruit crops, wholesale or retail nursery operations.

Farmers will apply for a preferred plot size, dependent on availability, submitting a farm business plan (a draft request for proposals is in the **Sandown Community Farm Plan: Resource Guide**) for evaluation. Farmers will sign contracts outlining expectations around their commitment to commercial production on the land, as well as compliance with expected and outlined Sandown farm practices (see draft Memorandum of Agreement in the **Sandown Community Farm Plan: Resource Guide**). These farmers can market their produce independently or participate in an onsite

farmer's market and/or a subscription food box program. This category of operations could include access to fee-for-service options described below.

b) Small Farm Acreages & Incubator Farm Plots (0.5-2 acres)

Incubator farms provide new farmers lower-risk opportunities to learn farming and business skills in a supportive environment. These typically offer temporary, secure and affordable access to farmland, some basic infrastructure and training. The idea is to support skill development and hands-on experiences for prospective and new farmers, increasing the likelihood that they will develop a successful farm business and be able to point to this experience for accessing land and start-up capital. There are many incubator farm models and approaches.

On the lower mainland of BC, there are incubator farms at the Institute of Sustainable Food Systems at Kwantlen Polytechnic University, the Richmond Farm School, and Tsawwassen Farm School. Locally, Haliburton Community Organic Farm Society in Saanich is another incubator farm model.

Numerous regional studies highlight the need to encourage a new generation of farmers to replace retiring farmers, expand local food production capacity and support long-term food security. The Southern Vancouver Island Direct Farm Marketing Association recommends mentorship and support to encourage new farmers. The North Saanich Agriculture Economic Development Strategy prepared by the Community Social Planning Council found strong support for the use of public and municipal lands and the Sandown lands in particular, for new farmer incubation, recommending that any municipal land lease arrangements increase land access for young/new farmers and smaller scale, intensive, and diversified food production. Research for **Vision Sandown** identified the need for a mentorship training centre, with face-to-face support, courses, and demonstration facilities covering everything from land stewardship, to pests and diseases, to business management.

For SCF, it is recommended that the Long Term Operator establish a Farm School and an incubator program in Zone 3 (13.3 acres/5.4 ha) to offer small (1/2 to 2 acre) plots at market rates for a fixed period of time. Agreements would include designated plots of land, basic infrastructure plus access to shared small equipment, storage facilities, washing stations, and unheated greenhouse space, as well as ongoing feedback and technical assistance. The basic services recommended include spring/fall plowing, field-scale fertility and pH management, and annual seeding of a fall cover crop. Technical support could include help with sourcing equipment, seeds,

information, credit, insurance, and permits, and advice on record-keeping. Other services such as equipment and cooler rentals, custom tractor work and one-on-one consultations could be fee-based.

Following the models of successful incubator farms in the region and elsewhere, prospective farmers would submit a preliminary farm business plan (for evaluation. Once approved, each farmer would sign a contract outlining expectations around their commitment to commercial production on the land and comply with expected SCF practice. Drafts of request for proposals and land use agreements are provided in the **Sandown Community Farm Plan Resource**.

c) Sandown Farm School

Supporting new farm entrants is one of the priorities that was identified in the **Vision Sandown** process. There are opportunities for new entrants in the region, however access is difficult and only a few provide access to land. We looked at several supportive models including:

- Haliburton Community Organic Farm
- Richmond Farm School
- Tsawwassen Farm School
- Garden City Lands and Kwantlen Polytechnical Sustainable Food Systems Program
- Young Agrarians
- Linking Land and Farmers, FARmlink

Of these, we recommend using the Tsawwassen Farm School model because:

- It operates on a cost recovery model making it more resilient
- It has staff in place to support management, technical support and sales and financial management that are covered by the revenue generated by the school
- Access to land is built into the program
- It operates a working business model that includes not only technical production but also the marketing and sales aspects of a business.
- It also allows for a flexible structure for the farmers to sell their own product through the farm school produce sales.
- It works with similar infrastructure recommended for Sandown Community Farm - temporary initially, then the Farm Retail Centre
- The ALC regulations allow for production-based learning (not classroom/institutional learning)

- That Kwantlen Polytechnical University developed their Farm School and have offered to work with us to undertake feasibility work and onsite mentorship.
- The Real Estate Foundation who supported the set up of the Tsawwassen Farm School is interested in supporting work at SCF over three years of start up.
- The Tsawwassen Farm School is an initiative partnered with the Tsawwassen First Nation; We envision similar partnerships for the Sandown Farm School.

The Tsawwassen Farm School Model

The basic premise of the Tsawwassen Farm School Model (TFSM) is that there is a common plot of land where instructor farmers work 3 days a week with approximately 8-12 farm school participants. The TFSM sells produce generated on the shared instructional plot through a customer box program and local farmers' markets. Tsawwassen Farm School generated over \$100,000 worth of revenue in its second year. The farmers who are developing their businesses and attending the farm school pay \$5000 in tuition which covers the instruction from May to October. It also includes the rental of an incubator plot of land (approximately 0.5 acre) to establish their own farm business. They have the option to market their own produce on their own or through the farm school. On SCF, farm school graduates could have the potential to move onto similar size or larger parcels on the Farm.

The Tsawwassen Farm School is in its fifth year; it covered its operating costs starting in the second year. We used a gradual increase in Farm School revenues over time in our financial projections for the viability of the SCF Farm School. Kwantlen Polytechnic University supports the Tsawwassen Farm School, as well as the Richmond Farm school and, recently, the set up of a similar farm school in the Yukon. They have agreed to work with SCF Long Term Operator as a partner to create a feasibility study and offer coaching over a three-year period for the SCF Farm School. The Real Estate Foundation is interested in a proposal to support this aspect of SCF.

We anticipate that Zone 2 will be the home to the Sandown Farm School. Temporary infrastructure needed is consistent with the proposed infrastructure for Phase 1 of SCF.

d) Indigenous Food and Medicine

An important act of reconciliation, central to the vision and values of Sandown Community Farm (SCF), is to restore and enhance onsite natural ecosystems. In particular, the forested and surrounding land in SCF Zone 7 (10.7 acres/4.3 ha) could be restored and enhanced as a site for Indigenous Peoples food and medicine growing, harvesting, knowledge sharing, and celebration.

Currently, the forest is overrun with invasive English ivy and Himalayan blackberry; the ivy poses a serious threat to tree health and outcompetes with indigenous plant species. Invasive management began in the summer of 2018: Peninsula Streams organized a day of ivy-pulling with North Saanich Middle School. RedFish School of Change surveyed the indigenous plants growing onsite as part of their field school research.

In collaboration with the Redfish School of Change, and with advice from Chief Jimmy, a restoration plan is recommended for SCF Zone 7:

1. Map (in detail with GPS coordinates) features of interest: springs, the pond, and existing plant populations with cultural, medicinal, ceremonial and/or food value as identified by First Nations knowledge keepers. A partnership with the UVic Social Geography classes would be valuable and work could begin early in 2019.
2. Manage the invasive species (ivy, Himalayan blackberry) from key identified areas over several years. Remove ivy from trees by hand with machetes and loppers; or bring in goats contained within electric fences to chew back the ground cover (a tried-and-true method).
3. Partner with the ŁAU, WELNEW Tribal School's PEPÁKEN HÁUTW nursery to propagate and plant indigenous plant species with cultural, medicinal, ceremonial and/or food value. Led by instructor PEPÁKIYE Ashley Cooper, the Tribal School program engages school children in grades one through ten. Ashley Cooper has expressed interest in partnering with SCF to help to identify, propagate and plant the most important plants for the Saanich peoples. Propagation could happen onsite at SCF in the autumn, using cuttings and seeds from existing plants and trees in the SCF food forest (Zone 7) and in the buffer zones.
4. Add interpretive signs to key areas and features within Zone 7 forest and onsite farm pathways. Engaging the Tseycum Nation will be essential to develop and implement this plan.

e) Community Food Production - Allotment & Demonstration Gardens

Community food production areas are recommended for SCF Zones 1 and 2 (total of 5.3 acres/2 ha). Immediately adjacent to the future Farm Retail Centre and open to the public, these will provide high visibility to SCF and have significant revenue capacity. Allotments of 100, 500 , or 1200 sq. ft. can be leased to individuals or organizations who sustainably cultivate the land in innovative ways or provide training opportunities to the wider community. Plots could be available to rent by individuals, community organizations and/or schools on an annual basis.

Allotment gardens are highly popular; in Victoria and Vancouver there are lengthy waitlists for small 10 ft x 10 ft plots. In North Saanich, there is one small allotment garden near Eaglehurst, so a high level of interest in plots at SCF is anticipated, from individuals, families and, community groups.

One potential allotment operator, the Growing Young Farmers Society, is interested in maintaining a demonstration area to hold year-round programs at SCF. They engage community members, young and old, in permaculture-inspired food growing techniques. Another very interested potential partner, Lifecycles, wants to establish and maintain a community fruit tree orchard with full-size trees especially suited to strong interaction (i.e., climbing), multi-generational enjoyment (as trees live for decades and are woven into family memories and activities), and education (pruning classes, fruit sampling). More intensely espaliered trees close to the Farm Retail Centre can serve as educational examples to visitors and encourage people to register for programs offered by SCF or partner organizations.

As part of the incubator program, a quarter-acre trial farm lease in the allotment garden area for one season only could be available to individuals who are interested in exploring whether farming is for them and provides a relatively low-risk opportunity to experience farming before committing to a longer lease. The idea would be to offer some level of support to prepare the soil and to provide advice and access to tools, the provision of which would be included in the lease fee. After a season, the would-be farmer would have a better sense of whether they would be interested in entering into a longer-term lease. It would also provide SCF with the opportunity to assess whether a new farmer is a good fit for the program before committing to a longer-term lease.

In addition to allotments, minimal and low-maintenance communal gardens operated by SCF such as pollinator gardens will serve as valuable habitat

and food for native pollinators, have excellent educational value for the public, and be of particular interest to volunteer organizations and small-scale farmers alike. Pollinator garden plantings are recommended on Glamorgan Road, 30 or 40 feet on either side of the entrance to the driveway leading to the Farm Retail Centre. This aligns with AEDS Priority Action: Strengthen informal food growers and producers.

5.2 Essential Land Improvements & Infrastructure for SCF

Sandown Farm Drainage

a) Storm water Management Accommodation

The proposed field drainage plan for Sandown Community Farm does take into consideration the overarching Agricultural Land Reclamation and Drainage Plan developed by Madrone Environmental Service in October 2017. That plan was endorsed and signed off by the District of North Saanich (DNS) and the Agricultural Land Commission (ALC). The plan's primary purpose is to accommodate local flooding during extreme storm events. This flood control infrastructure includes building a berm on the west end of Zone 6, as well as a canal along eastern boundary of the property and through the centre of the old race track field, i.e., Zones 4 and 6, providing storm water management capacity.

Map J1- Inundation Potential prepared for this report shows how the current reclamation and drainage plan will likely inundate all or parts of Zones 6 and 4. This risk of flooding may decrease farm production in these zones. The shaded areas on Map J1 shows the areas that are subject to inundation at different flood stages. The reclamation and drainage plan depend upon a system of 10 m wide ditches and berm and flow control 8.5 m at sea level (masl) at the west end of the eastern racetrack. This drainage system ultimately connects to the Municipal storm water flow system under the Pat Bay Highway. This combination of deep, wide ditches and flow control uses farmland as a temporary storage facility until water levels in the Pat Bay Highway culvert drop sufficiently to allow the storm water to return to the east and off the Sandown lands.

b) Storm water and Farm Drainage Management

It is recommended that the water from this the storm water management system be managed to limit the impact on the farmland, particularly the NW corner of the farm, i.e., Zone 5.

As the farm is within the Tseycum Creek watershed, measures need to be taken to improve water quality and flow onto and from the Farm. This includes introducing specific plant species within the storm water and farm ditches, as prescribed by recognised storm water best management practices in the [region](#) and [elsewhere](#).

Farm Field Drainage Plan (Map M)

The soils within the proposed arable zones range from moderately to very poorly drained and as such, tile drainage is highly recommended to improve productivity and enable a greater variety of crops to be grown. These tile drains will form part of the drainage infrastructure for the Farm.

The drainage plan (Map M) proposes a ditch that will reroute the flow from the storm water control point at the centre of the berm to a ditch running along the north side of the Farm. This northern ditch will connect with the Municipal ditch system on Munro Road. This will significantly increase the area for crops on the NW corner. An interceptor ditch is also proposed along the northern edge of the forested area, connecting with Munro Road. This ditch will reduce the water loading on the west end of Zone 5.

The planned subsoiling to be done during reclamation will be the first steps to improving drainage and the soil structure. Also proposed is the spreading of topsoil and seeding of a nitrogen-fixing cover crop to be planted in the fall of 2018. This initial planting will provide a better understanding of the drainage nuances on the property during the winter and spring, with the intent of providing a 'clean slate' for directing the drainage plan and priorities for the farm.

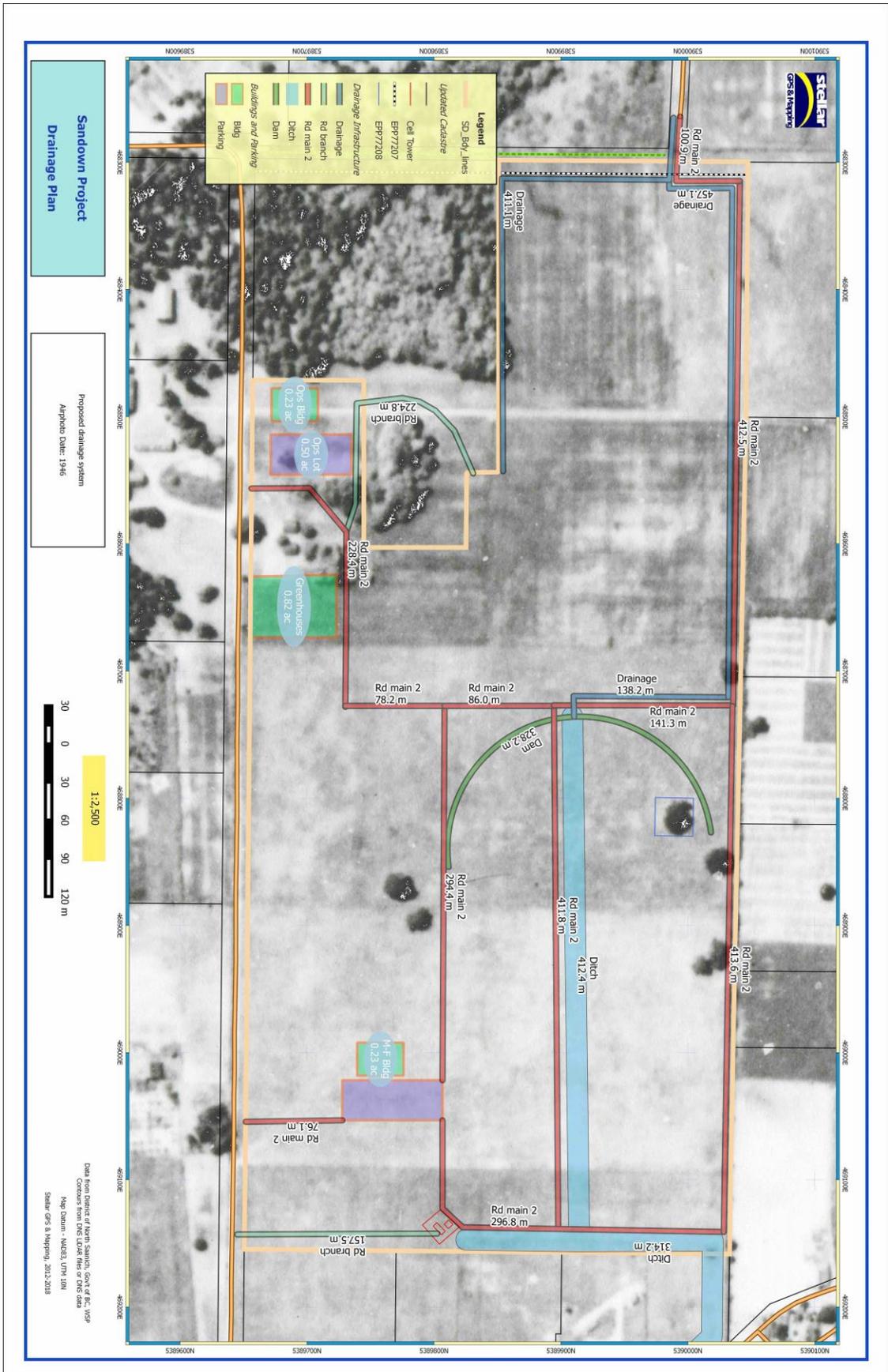


Figure 7: Map M Drainage Plan. The STT proposes a modification to the drainage plan adopted in October 2017

Recommended Drainage Improvement Phases

Based on the soils and the landscape, the following drainage improvement phases are recommended:

Drainage Phase 1:

- Zones 2 and 3 in the S and SE fields are a priority; Although disturbed, the soils in this area have a relatively higher soil capability classification.
- Tile drainage in Zone 1 may be an option; however, the proximity to the storm drainage canals may improve drainage. Since this zone is for allotment gardens, an option is to use raised beds.

Drainage Phase 2:

- Zone 5 in the NW corner of the property is an area that would be productive if ditched along the northern boundary and tiled.
- Tiles would discharge into the ditch, which would slowly discharge into the Munro Road ditch.
- It is recommended that a ditch also be dug along the southern boundary of Zone 5, as this would intercept the water flowing from the groundwater discharge area along the edge of the forest (Zone 7).
- It is critical that Zone 5 be carefully cleared and tilled without destroying the delicate 30cm of dark, valuable and productive topsoil and expose the underlying clayey/silty soil.
- Larger lots made available to local farmers on long-term leases.
- An option is to arrange with lessees to make improvements in exchange for longer term leases and lower lease rates (lessee to install drainage).

Drainage Phase 3:

Zones 6 and 4 on the inside of the track are disturbed and prone to flooding. The District's current flood water mitigation plan means Zone 6 will be inundated during extreme storm events and winter/spring rains. Consequently, no drainage infrastructure is recommended.

The adjacent Zone 4 may have flooding on the west end of this field. The storm water canal in the centre of the field will somewhat improve the drainage on fields. However, a tile drainage system would significantly improve the soil capability to support the growing of various crops. Tile drains emptying into the storm water canal should have back-check valves/caps in order to prevent storm water in the canal from flowing back up into the tiles and into the adjacent fields. Being a storm water retention area for water flowing from various lands uses, concern has been raised over potential contamination.

c) Sandown Farm Field Irrigation

As identified above, installing effective drainage systems can improve the soils production capability from class 4 to class 2 (CLI Classification rating). During the dry summer months, irrigation will be required to improve crop production. Also, promoting and implementing good soil management practices will improve the water and nutrient holding capacity of the soil.

The water for both irrigation and food processing will be primarily sourced from the DNS water supply; however, it is recommended that the water naturally discharged in Zone 7 (forested area) be investigated as a potential secondary water supply for the farm. Other potential water sources to be investigated are the existing wells located on the property.

An irrigation infrastructure will be tailored to support the various types of farm lot sizes and farming proposed in the various farm zones. As such, it is proposed that the LTO install water access nodes within each farm zone to accommodate anticipated irrigation needs. The design layout for the specific farm zones should be done by local irrigation system suppliers (e.g., Southern Irrigation, Chilliwack, BC and Wes-Tech Irrigation Systems, Victoria, BC).

5.3 Transitional Infrastructure Needed

Our recommendation is to get the basic infrastructure (fencing, water, power, roads) set up at Sandown Community Farm immediately. Then the transitional infrastructure, such as a basic produce washing and sorting area; space for cold storage of produce; supplies and equipment storage; bathrooms; and provision of basic tools and equipment, needs to be established.

In addition, we recommend that for the first season, if the North Saanich Farm Market board is amenable, SCF should host a weekly farm market in Zone 9. It would be open to all SCF farmers, plus any from the community. It would take place in the field with tents supplied by the farmers.

a) Infrastructure - Utilities, Boundaries, Fencing and Hedges

Map L - Infrastructure Plan illustrates the proposed buildings, fences, roads and bridges, trails, irrigation, power and sewer services to support farming and operations on Sandown. Proposed buildings, roads and fences have been delineated. Plans for other services will need to be developed.

Wash stations are an essential part of commercial farming of any scale. Most farmers wash almost all of their crops after harvest, before sale and before storage. Produce sold at farmers' markets, requires use of a minimum standard of wash station. Washing produce immediately after harvest takes advantage of availability of summer labour, removes soil which may contain pathogens which can affect product quality during storage. Others wash and grade produce as it is taken out of storage for sale. In either case, suitable wash stations are an essential part of a commercial farm operation. In addition to washing and trimming produce, farmers require a clean, dry and covered space to sort, weigh, package and label products for sale.

b) Weekly Farmers' Market

Ideally both an outdoor and covered space will be part of the Farm. Initially, an open field with parking nearby could serve very well. Farmers would be required to provide their own tents. A covered area for inclement or very warm weather would be the next level. This could be an unheated barn-like structure, with open or closed sides. Seacans (shipping containers) can be modified to provide affordable transitional space to serve all those functions until a permanent building can be built.

Since many SCF incubator farmers will have limited storage for market tents and other paraphernalia, we propose storage space as a benefit of the incubator program. An area of approximately 540 sq. ft. is needed to store tents, tables, and display props.

Facilities required:

- Open area (for good weather days)
- Barn-like or covered structure (for any weather days)
- Access for farmers' trucks to load and unload
- Power (for some vendors, food providers or musicians)
- Restroom facilities nearby
- Parking nearby
-

c) Greenhouses

Greenhouses are an important asset for most types of farming on the Saanich Peninsula, for starting seeds or plants, extending the growing season, and for growing certain crops such as tomatoes that require more protection from the elements, pests and disease. Greenhouses are efficient, typically producing 15 to 20 times more produce per unit area than fields. For example, a local farmer estimates that he can produce about \$20/sq. ft. of tomatoes in his greenhouse. . Local growers consistently identify access to a greenhouse as essential infrastructure. A shared greenhouse will be essential for small-lot and incubator farmers.

Greenhouses range from basic, ground-to-ground unheated poly hoop houses that can be quickly set-up, removed and transported, to state-of-the-art permanent structures with concrete foundations, climate controls, supplemental lighting and heating, and irrigation systems.

We recommend that initially in Phase 1, a large (approx. 35' X 100' ft) greenhouse be built near the Retail Farm Centre in 2019, for incubator farmer use. In Phase 2, we recommend that at least two additional similar-sized greenhouses for in Zone 8 near the Farm Operations Building in 2022 to further support commercial farmers or social enterprise projects.

It should be noted that a greenhouse-type structure is multi-functional, flexible, and relatively inexpensive, and can be used for anything from a protected growing area, retail sales (e.g., The Rootcellar), a covered farm market, compost and manure storage, tool and machinery storage, to an all-weather gathering and work space, and more.

d) Compost Production and Storage Area

Composting is required for crop production on the Saanich Peninsula. Designated composting areas and, ideally, dedicated permanent facilities for processing and storage, are needed to recycle organic matter into stable organic material for soil amendment - as a nutrient source or soil conditioner. Common methods used include static or aerated piles or windrows, turned windrows, and in-vessel composting.

Compost facilities must provide for raw materials storage with protection from the weather and prevention of leachate. Active composting, curing and storage require careful best practices management and regulatory compliance. Permitted materials are defined by the regulations; at least 50 percent of the material must be from the farm site itself and any non-agricultural wastes brought onto the farm for composting require a permit or approval from Ministry of Environment as outlined in the Organic Matter Recycling Regulation.

The provincial *Environmental Management Act* has multiple regulations governing acceptable on-farm composting. Key considerations are the use of methods for collection, storage, handling, use and disposal of compost that manage environmental concerns, specifically preventing the pollution of air and water. For example, composting sites must be at least 15 m from any watercourse and at least 30 m from any domestic water source.

Certified organic production methods have clearly defined requirements for permitted raw materials and record-keeping of temperatures during composting. [The Certified Organic Associations of BC](#) have a wealth of information on this.

We recommend that a basic covered composting area be set up in the farm operations area (Zone 8), perhaps under a greenhouse-type structure. Eventually, the Long Term Operator could explore the opportunity to establish a composter/digester to provide compost to SCF and other local farmers through composting of organic waste from throughout the CRD. This could also provide revenue. We envision this in the 12-acre parcel to the west of Littlewood Rd, currently the location of the Green Waste program. This would require a non-farm use application to the ALC.

5.4 Farm Retail Centre

Over time, as farm capacity grows, we envision the need for a permanent all-weather building that would eventually house a permanent year-round daily farm market - the **Farm Retail Centre**. The proposed Farm Retail Centre would be located in Zone 9 (2.1 acres) serving as a multipurpose retail space that will support the farm and local farmers, as well as the community using the public areas of the farm. The Farm Retail Centre could support the weekly farm market.

The Centre will consist of a 10,000 sq. feet building serving a variety of functions, which would evolve as SCF increases production capacity. Initially, this building could include:

- Weekly farm market space
- Production infrastructure requirements: Coolers, freezer, washing stations, aggregating and packing space, community supported agriculture (CSA) box packing and pickup/delivery coordination
- Produce and other farm and market storage
- Restrooms
- Office space for the LTO
- Farm and food production training and teaching sessions/workshops
- Commercial kitchen and light processing equipment for value-added farm production
- Flexible space for agricultural and food related workshops and special agritourism events
- An attached outdoor area, perhaps under a pergola, which could be used for a variety of functions, including the possibility for public use to "spill out" from the building (for farm markets, events, etc.)

Over time, the purpose of the building would evolve to become a permanent farm market, with more of the commercial farm infrastructure requirements moving to the Farm Operations Centre in Zone 8. Public uses would be focused in the Farm Retail Centre. The building could be built in such a way to be able to accommodate farm worker housing on the second level with:

- Residences for farmers working the Sandown lands
- And potentially, seasonal farm worker lodging for Sandown and local farmers

While providing much-needed affordable farm worker housing, the rental income would be a significant revenue stream.

Zone 9 would also include a greenhouse for the use of the Farm School, farmers in the incubator program, community groups for seedling production and possibly teaching and learning programs, as well as additional parking.

Note: Some of these proposed uses require an ALC non-farm use application.

a) A Permanent Farmers' Market

Nothing engages a community around agriculture quite like a weekly farm market: an aggregation of local growers with their fresh produce, of bakers with their still-warm-from-the-oven bread, of artisans with their lovingly crafted artistic pieces. It's a place to meet the farmer who grows our food, our neighbours of like minds, and perhaps new friends. Of the priorities and actions identified by the North Saanich Food for the Future Society (NSFFS) in the Area Economic Development Strategy (AEDS), market development was the most important objective of participants. High priority activities included support for marketing campaigns, farm markets and events (e.g., Flavour Trail); and support the growth of farm markets with both permanent and seasonal locations.

For many years, the district of North Saanich has prioritized finding a permanent location for a weekly farm market. "Providing a site for a permanent farmers market" is a priority action in the North Saanich Whole Community Agriculture Strategy. At present, the NSFFS operates a seasonal farm market in the backyard of St. John's United Church in Deep Cove.

A weekly farmers' market in both Deep Cove and at Sandown is not recommended. It is possible to have too many farmers' markets in an area. An overabundance can affect the production capacity because of the time farmers have to spend setting up, taking down, travelling to and from, and selling. Direct competition with other farm markets operating at the same time results in lower attendance.

There are definitely advantages to the farming community to having a market at Sandown. It would be more centrally located in North Saanich, and more easily accessible to the population of Sidney. In addition, it is just off the highway, and would be an easy destination for tourists coming off the ferry. When Vision Sandown survey respondents were asked what activity,

they would be most interested in participating in at Sandown, the highest interest was given as “coming to a community marketplace”.

The decision to establish a weekly farm market at Sandown would have to be made in conjunction with the NSFFS. However, if there ends up being a large group of farmers at Sandown, the establishment of a weekly market for them to sell their produce may happen as a matter of convenience and could have a large enough presence that it would be successful. In that case, it may be that the best thing would be for all local farm market participants to gather at the same market at Sandown.

b) Washing Facilities

Within the Farm Retail Centre, a minimum 440 sq. ft. area with stainless steel tables, double sinks and hand-washing sink, and scales are required for washing and sorting. In addition to the basic requirements for washing and storage described in Section 5.3 Transitional Infrastructure Needed, there are standards for packaging and storage for certified organic produce and for Good Agricultural Practices (GAP). Planning for this may be important for farmers seeking to expand to institutional and wholesale markets, because products sold as certified organic products generally have higher value in the marketplace.

c) Processing and Packaging – Multi-Use Area

Such facilities are identified repeatedly as important needs for local food producers. The 2012 AEDS stated there are “...*gaps in cold storage, distribution, processing and packaging infrastructure that need to be addressed to increase economically viable production, either by the more efficient use of existing facilities or investment in new ones.*”

Farmers interviewed for this report and others including **Vision Sandown**, consistently emphasize the critical importance of access to basic processing and storage for economically viable food production businesses. The AEDS also found that scaling food production levels to better serve local food and niche markets through farm markets, box programs, direct farm markets and specialty distributors is needed. This requires more than access to land and water, - the facilities or equipment for storage and processing that allow an operation to grow are needed. Currently the region has very few larger operations or coops in place that can provide the quantity and consistency of supply to serve larger markets including public institutions such as the

University of Victoria, wholesalers, senior and health care facilities, and retail grocers. Shared infrastructure for cooling, trucking and storage, processing, and sales and marketing are needed for a more robust local food system.

Under ALC regulations, permitted farm use includes storing, packing, preparing or processing of farm products and related activities on a farm in the ALR provided at least 50 percent of the farm product is grown or raised onsite. The farm may be comprised of one or several parcels of land owned or operated as a farm business by a farmer or by the coop members of the association to which the member belongs. Related activities include, under Section 2 (3) of the Regulation, *“the construction, maintenance and operation of a building, structure, driveway, ancillary service or utility necessary for that farm use”*.

There is no building threshold area stipulated for these uses. Local government may regulate these uses, as the District of North Saanich has by setting a maximum site coverage (5 percent) but may not prohibit designated farm uses under the Act. Related uses that are not included or uses above the threshold require application to and approval from the ALC.

The proposed multi-use area in the Farm Retail Centre will accommodate different types of processing equipment, offering capacity for value-added products for farmers to increase profitability, reduce waste, and generate out-of-season income for farmers. Dehydrating (e.g., garlic), flash-freezing (e.g., peas) and light-processing (e.g., cutting up produce and packaging it in clam-shell packaging) are examples of simple processing that add value for consumers.

A major benefit is that farmers have other options than selling their fresh produce at a time when all other local farmers are selling the same fresh produce, driving prices down, and glutting the market. A farmer could decide to grow only for processing or incorporate some processing into their business plan to create an off-season revenue stream or to offer higher value convenience-packaged produce in season. They could choose to sell fresh when prices are higher, and process when the market is glutted. Importantly, farmers would also have uses for excess unsold produce other than composting it. A diversity of processing options increases profitability.

Currently, Islands West Produce is the only processing facility in the region and it only offers light processing (cutting up). Islands West Produce has contracts with a few GAP-certified farmers and distributes the processed products to their own customers. Additionally, there are several wine-making and juicing facilities that will process home-grown fruit and berries

into wine and cider; however, this cannot be sold by the producer because alcohol product sale requires a license in BC.

d) Temperature-Controlled Storage

The Farm Retail Centre should include a minimum of three climate-controlled storage spaces (two coolers and one freezer) of 150 sq. ft. each, as well as rodent-proof dry storage space of at least 300 sq. ft.

Walk-In Coolers

Walk-in coolers are indispensable for quickly removing field heat from farm produce and holding the produce at optimum temperatures, typically between 35 and 41C°, for freshness and longevity. Farmers at Haliburton Community Farm note that the cooler has made a significant difference in maintaining product quality. One or more walk-in coolers for the use of the farmers at SCF will be an important amenity to support their success and could be included in their lease fee. Note that flowers and produce should not be stored in the same cooler, so if flowers are intended as part of the Sandown Farm offering, a separate cooler would be necessary.

Walk-in coolers can be bought ready-built for assembly or can be constructed relatively inexpensively. There are lots of sizes and types (indoor, outdoor, floorless, with floor).

It is also possible and more economical to build an insulated room on an insulated concrete floor, and manage the cooling and moisture levels with condensers, evaporators and fans. Cool-bots and “cold air economizers” are also available for this purpose.

Walk-In Freezer

There are two basic kinds of walk-in freezers: indoor and outdoor. Outdoor freezers are useful when indoor space is limited; however, they are costlier. Ideally freezers are constructed on insulated concrete floors to help contain cold air and moisture. Units can be bought with floors that can be portable if the freezer is moved. Walk-in freezers can be bought ready-built for assembly, or can be constructed relatively inexpensively

e) Tools and Equipment Storage

Other storage will be required for materials and equipment, tools, market supplies, feed and fertilizer, and packaging supplies. In the beginning these could be kept in sea cans, but gradually as the permanent buildings (Farm Retail Centre and Farm Operations Centre) are built, they can provide that function, at which time the sea cans can be dispensed with if no longer needed.

5.5 Future Considerations

a) Farm Operations Centre



One of the things we have heard a lot about is the need for a food hub, or commercial wholesale oriented building that could support the Sandown Farmers and potentially other regional farmers. In Phase 2 consideration and

a feasibility study should be conducted to determine the need and feasibility of a Farm Operation Centre.

With societal encouragement for small-scale organic farmers and a more

A [food hub](#) is a business or organization that actively manages the aggregation, distribution, and/or marketing of source-identified food products primarily from local and regional producers in order to satisfy wholesale, retail, and institutional demand. Food Hub activities exist on a continuum from social services to economic services. This continuum reflects the range of actors in the food system, from farmers to consumers. (From the CR-FAIR website)

robust local food system, there is a recognised need for regional food hubs.

On the peninsula, the lack of a centralized processing (freezing / canning / dehydrating /packaging) hub means that fruit and vegetable farmers must rely on and compete within an all-too-short window of time and labour availability to harvest and market their products. As a result, summertime sees a glut of locally produced vegetables, and growers race against the clock to gain their revenue for the year and avoid food waste.

A regional food aggregating and processing hub has been on the radar for some time. A hub would allow the many small-scale farms to aggregate their harvests into a size that can compete with the bigger players, and create frozen, dried or canned products. The result: a year-round local food supply and year-round revenue for farmers -- a much more robust local food system.

The **Farm Operations Centre** would provide the facilities required to support the daily farm operations and food amalgamation and processing needs of Sandown and local farmers as a unique food hub. The building design will be dynamic to accommodate changing needs. The following outlines facilities that the main building and associated structure would potentially accommodate:

b) Multipurpose Farm Building – 10,000 sq. ft.

- Food and food processing storage
- Food processing (incl. kitchens) and packing
- Coolers, freezers, washing stations, packing
- Wholesale sales depot
- CSA box packing
- Farmer residences on the second level
- Seasonal farm worker lodging for Sandown and local farmers

Associated facilities include:

- An equipment and storage barn
- Greenhouses (for lease) – supporting Sandown and local farmers
 - Seed production
 - Propagation – seedlings
- Outdoor seedling areas – for propagation and hardening off
- Composting/manure aging facility
- Parking and loading area
- Administrative and farm worker facilities

b) Livestock

Locally, livestock production is considered a higher-risk farming activity because it is very dependent on the purchaser and availability of local processing facilities. Livestock production has declined significantly on the Saanich Peninsula, primarily as a consequence of processing facility regulations. Although livestock would not be discouraged at SCF, the experience of the farmer and economic viability of the business proposed would need careful vetting. Having the “outputs” of livestock on the farm could have a real impact on improving soil fertility and are often a key ingredient in improving sustainability of a farm operation.

c) Bee Yards

Honey bee colonies are managed for honey production, pollination services and beestock production in BC. Having both honey bees and native pollinator species is demonstrated to increase crop productivity. Planting bee forage crops to support honey bees and local pollinator populations may become a recognized farm activity by BC Assessments.

Establishing apiaries or providing bee forage are recognized as valuable activities according to the North Saanich Whole Community Agricultural Strategy. Recommendations included “making the keeping of bee hives a permitted use in all zones in the municipalities” and maintaining and developing pollination resources.

e) Work Horses

A livestock consideration that may have more immediate appeal for SCF is the use of a resident team of work horses, primarily for ploughing. There are a number of benefits from a resident team of work horses because they are:

- Versatile workers, able to haul carts (with crops, manure, hay, people), plough narrow rows or large fields, mow, rake, bale hay, and pull logs out of the woods.
- Ideal for small to mid-sized farms because of their versatility
- Sources of manure – a valuable soil amendment
- Quieter than tractors
- More sustainable than tractors because they:
 - Convert the sun’s energy to horsepower more efficiently than fossil fuel-powered machines
 - Are versatile especially compared to expensive machinery that is only used a few times a year
 - Multiply themselves, able to produce a foal a year – tractors just depreciate
 - Minimize rutting and compacting soils, since they are lighter

AT SCF, a team of horses could be a tool, a nutrient resource from manure, and an opportunity for new farmers to learn valuable skills. Reportedly, farming with draft horses is having a renaissance, often by young farmers in their 20’s and 30’s, a target demographic for SCF. Although they take more time to care for than a tractor (depending on the tractor), for those who like horses, it is a joy rather than a hardship to work with them. Some farmers who have worked with both tractors and a team of horses report a positive cash flow with horses (including breeding for sale and farm-generated feed), and a negative cash flow with tractors. Other potential benefits are the link with the equestrian history of the property, potential for therapeutic use, and as an attraction for agri-tourism.

Farming with horses could be part of the incubator program at Sandown. Their usefulness for a small or medium-sized farm is appropriate to the scale of farm that a “graduate” of the incubator farm program would be likely to

be starting on their own in this area, should they decide to move to their own farm off the Sandown property.

The challenges of working with horses include acquiring the skill to manage them, speed compared to tractors at certain jobs (although they can be faster at others too), and it may be difficult to find a good team. Horses would require additional infrastructure including stalls or some other shelter, water, electricity in the barn, a turnout paddock and, ideally, a pasture for grazing. Nearby facilities could potentially provide this infrastructure as well. An environmentally safe area for manure would also be necessary.

f) Manure Management

Manure from livestock is not an absolute requirement for crop production on the Saanich Peninsula; however, it is highly valued both as a fertilizer and soil conditioner. The quantity produced and quality in terms of the content of nitrogen, phosphorus and potassium, as well as micronutrients are highly variable. Volume and nutrient value vary with the animal species, animal husbandry used (e.g., feed type) and manure collection and storage methods. Most livestock operations require a permanent manure storage facility in a designated location. Manure may be stored as a liquid, semi-solid or solid. The required facilities must be sized appropriately and designed and operated in an environmentally sound manner.

g) Abattoir

While access to a local abattoir has been identified as an ongoing need by local meat producers, the establishment of an abattoir at Sandown requires careful consideration as it would impact and possibly even dictate the role of Sandown Farm in the community. We believe that if Sandown is intended to be a community-integrated agricultural hub which welcomes the public to be involved in many activities, the activities of an abattoir would be considered repellent and possibly morally wrong by many community members, including possibly some of the Sandown farmers themselves. An abattoir might be a better fit if the role of Sandown were strictly as a farmer-focused food hub, without use by the broader community.

It is also worth bearing in mind that, while an abattoir is a permitted use of ALR land, farmland is not required for an abattoir. The activities can take place in an industrial area. If an abattoir be considered for SCF, we recommend it be located on the 12-acre property on Littlewood Rd., where the Green Waste Program is located.

Farmer Housing and Seasonal Farm Worker Housing

h) Housing for Farmers: A necessity

Through our consultations with local farmers, we consistently heard the challenges for would-be farmers to find affordable places to live, or for established farmers to find an affordable housing for seasonal farm workers. We heard of farmers who did not plant crops because they could not count on having workers booked to harvest them, and of new farmers who were unwilling to lease land because it was situated too far from their living quarters. Being able to live on-farm has huge advantages.

Presently, one principal single family dwelling, and one additional caretaker dwelling are permitted on Sandown. ALC regulations conditionally allow for additional housing for workers who work the farms on which the housing is located. They also make provisional allowance for housing for seasonal farm workers. We are told that the ALC is considering other options around worker housing on ALR land. There may be an opportunity at Sandown to explore the potential for a pilot project to provide affordable housing for farmers working the land at Sandown, or seasonal farm workers working on Sandown or at other farms on the Peninsula, through a non-farm use application.

This housing we propose would be a second level, above existing buildings built for farm use so that no additional land would be taken out of farming. Additionally, one or more “tiny houses” could provide housing for Sandown farmers without creating a permanent footprint.

Application could be made for funding to government programs that support the provision of purpose-built affordable rental housing, to add rental housing strictly for those farming full-time on Sandown. As well, the District of North Saanich has for a number of years contributed to the Regional Housing Fund, which may be another source of funding. Any rental housing would also be a significant source of revenue to contribute to SCF sustainability.

We recommend that these potential opportunities be explored.



Natasha Ablack

of Victoria serves as a great example of a young potential Sandown farmer. Natasha has a background working in New Mountain Farm on Haliburton, at Mason Street Farm, and she helped build and co-manage Deep Roots Farm in Cedar. She is highly motivated to grow food for her community, with plans for diverse crops of perennial berries, annual veggies, honey production, chickens and culinary mushrooms. Natasha maintains strong networks in the local food community. With access to a truck, she would set up a CSA (Community Supported Agriculture) business serving Victoria and the peninsula.

For Natasha, access to land with onsite housing is the obstacle. Secure access to adequate land is very challenging, and onsite housing is a deal breaker:

"If farmers are not able to wake up and work and plan on-site, it will hinder progress and quality. We need to have the ability to be thorough with the evolution of something new. Commuting to and from the farm site means time and money spent on gas, and wear and tear of vehicles."

Elmarie Roberts, who runs Sunbird Farm at Haliburton Community Organic Farm, sees the evolution of the family farm into community farms:

"Farming is extremely difficult to do on your own. That's why people used to do it with their family. But the family farms are diminishing, so we have to find another solution."

From this perspective, as the concept of "family farm" shifts to "community farm" with different farmers working collaboratively in a shared farm system, there is a compelling case to be made for onsite, small unit accommodation to house these farmers. It is equivalent to the traditional large single family farm home with a comparable physical footprint.

Other Opportunities:

Agri-Tourism, Social Enterprises

There are many opportunities for social enterprise initiatives at Sandown Community Farm that could be run directly as a revenue generating enterprise, run by a partnering organisation, or operated as a co-venture. One of the early mandates of the Sandown Society will be to fully flesh out and assess the viability of social enterprise options. The UVic MBA Capstone Integrative Project is interested in providing their expertise in this work and are ready to begin collaboration as early as January 2019.

Here are a few ideas:

A Regional, Small-scale Commercial Seed Saving Library

Partnerships could be created for a regional seed saving library. Although community seed libraries beginning in various municipalities, there is currently no seed bank for small-scale commercial operations. Lifecycles Executive Director, Matthew Kemshaw, is on the Board at the **Seeds of Diversity Network** and sees great value and interest in commercial seed bank at the regional or provincial scale. As public land, Sandown could be an ideal location for a seed bank such as this. In this case, Sandown would work alongside organisations like **Lifecycle, Seeds of Diversity**, the **Centre for Plant Health** and **Farm Folk City Folk**--who are currently doing BC seed trails, and have developed 300 varieties to date

Zero waste, 100-mile market

The “goats-on-the-roof” market at Coombs is an immensely popular destination for day trippers, locals and tourists. Sandown could support something very similar. In line with Sandown principles, the market could be ‘100 mile’ and zero waste (bring your own bottles and packaging). The diversity of North Saanich farmers, bakers, food producers, apiarists, meat providers, flower growers, charcutiers and artists means that this could be a deliciously well stocked, super-local and beautiful market.

Sandown Food Carts

Here's a branding idea: mobile food carts with Sandown produce and meats. Mobile, and so able to travel to various markets, greeting the hungry crowd at campuses, festivals or busy lunch spots. Alternately, they can provide dinner to your door for busy families who have no time to cook but who would still like to eat locally. The beauty of a food cart social enterprise is that it can grow in scale with productivity and demand: one cart, or a fleet.

Weddings

Farm weddings are immensely popular, and with Sandown close to Sidney accommodation, close to full-service caterers and party rental outfits, and easily accessed from Mainland and the States, weddings could become a significant source of revenue for Sandown. Wedding parties could even arrange to have their food and flowers provided onsite.



Portrait of a food system change agent: Lindsey Boyle



I moved to North Saanich when I was two, and my parents still live in our family home on Chalet Rd. I went to Deep Cove Elementary and Parklands Secondary. Through my childhood, I absorbed the truly local food culture of North Saanich and grew to understand the value of small farms like 'Mrs. Smyths' stand on Downey Road and Kildara Farms...and my parents' prolific vegetable garden!

Now back after many years working and travelling in bigger cities, I am wildly excited about the vision for Sandown. The opportunity for a vibrant local food hub right off the Pat Bay Highway is immense.

As Vice President/Partner of a strategy agency (**The Sound**), I am a strategy consultant to retailers such as **Whole Foods**. I've founded **Tutu-Bars**, a small-batch, organic toddler snack company. I understand the challenges facing small, local, healthy food producers (such as commercial kitchen access, supply variability, and shelf life limitations) but also the huge value they will provide to the retail business at Sandown. I am also a Board Member for **Growing Chefs! For Urban Agriculture**, a successful food literacy program for children, and am working to build capacity for the program in Victoria & area.

And most important of all, I'm a parent to two young boys. My purpose is to teach them why the food they choose matters – for their health, their community and their planet. Sandown represents an opportunity to advance the change we need in the food system AND share all that North Saanich has to offer with both residents and those lucky enough to visit from around the world.

6. Governance & Management

6.1 Governance Options and Models for the Farm

The long-term operator of Sandown Community Farm (SCF) will be responsible for:

1. Actioning the Sandown Farm strategy, goals, objectives, and policies;
2. Evaluating overall performance towards achievement of its objectives;
3. Creating and approving an annual financial plan and budget;
4. Establishing, maintaining and terminating programs, projects, and other enterprises; and,
5. Maintaining Sandown infrastructure in partnership with the District of North Saanich.

The **Vision Sandown** report identified two approaches for long term management of the Sandown lands. The District of North Saanich could assign direct responsibility for farmland management and land access arrangements to District staff. Alternatively, the District could lease the land to a non-governmental, third-party organization to manage development, activities and access to Sandown Farm. The District of North Saanich reiterated its preference for the second approach, a Long Term Operator, during development of the Sandown Transition Plan.

Options for non-governmental organizations span an overlapping continuum of not-for-profit entities, including registered charities, trusts, cooperatives and social enterprises, and for-profit businesses. Adding to the complexity, a not-for-profit organization can own or operate other entities including separate, incorporated for-profit business.

Key considerations for governance by a third-party operator are stable and effective authority for decision-making and accountability, flexibility for future food system development projects and programs, and capacity to

enable financial sustainability. *'The five good governance principles are legitimacy and voice, direction, performance, accountability and fairness'*.

Experiences of regional community farm operators were used by the Sandown Transition Team (STT) to evaluate the options and inform recommendations, described in more detail in **Governance Examples for Sandown Farm**.

Governance model options considered for SCF

1. Registered charity

A registered charity is a not-for-profit organization that meets the eligibility requirements for charitable status under the federal Income Tax Act. It can be registered provincially or registered federally. The key eligibility criterion is that the organization's activities are non-profit and charitable in nature. Sandown Community Farm could qualify and apply to register as a charitable organization such as a society under the BC Society Act or a community farm land trust (see A Review of Farmland Trusts, TLC 2010) if its activities are primarily to advance education and benefit the community.

Pros The advantages of establishing a registered charity include tax exempt status, the ability to issue tax receipts for charitable donations, and limited legal liability for the membership. There are legal constraints on structure and activities, for example, a volunteer Board of Directors and compliance with the BC Society Act are required.

Cons One disadvantage of a registered charity as the long-term operator are the length of time it takes to achieve charitable status - up to several years. The major issue, however, is the legal constraint on the activities permitted as a registered charity. For profit activities such as profitable farm operations onsite or anything that could be perceived as unrelated to the core work of a charity (education, alleviation of poverty, religious work, community benefit) could result in loss of charitable status and a requirement to file and pay federal and provincial taxes. Local experts including Lee Harrison, Executive Director of Fernwood Neighbourhood Resources Group, and Patricia Reichert, board member for Salt Spring Island Farmland Trust, commented on the limitations of charitable status.

Three successful community farms that are run by registered charities are Burgoyne Community Farm on Salt Spring Island, Neuman Farm in Central Saanich, and Haliburton Community Organic Farm in Saanich.

2. Cooperative

A cooperative is formed of members, workers or consumers, that collectively determine how the organization develops and which activities it undertakes. Each member has one vote. A non-profit cooperative can be incorporated as a community service cooperative and be eligible for charitable status.

Pros A cooperative uses democratic, collaborative decision-making (one member, one vote) and often attracts a broad knowledge base and network. The main benefit is that members receive economic benefits such as discounts or dividends and have collective marketing power. A cooperative can be tax exempt if it is a non-profit and eligible for charitable status.

Cons Decision-making in cooperatives is often slow. Raising capital from internal or external sources is difficult because members have only one vote regardless of financial contribution. Generic or common branding requires enforcement of product quality standards. Clear guidelines are essential to define the mission, financing, practices, methods of conflict resolution, rights and responsibilities of members, mechanisms for dealing with competition, and contingency plans for problems with supply, sales, cash flow or unanticipated difficulties.

Forerunner Community Farm Cooperative and Fraser Common Farm Co-op are examples of successful community farms cooperatives.

3. Community contribution corporation (C3)

This is a hybrid business model in that it permits a for-profit business to pursue social goals, while enabling investment hybrid type of for-profit company that combines socially beneficial purposes with a restricted ability to distribute profits to shareholders. This is a relatively new option for organizations in BC.

The Community Contribution Company regulation (2013) establishes the dividend cap of 40 percent of annual profits, provides to the list of qualified

entities to which a C3 can transfer its assets, and sets out details that must be disclosed in the annual "community contribution" report.

Pros A C3 can issue shares and pay dividends (up to 40 percent of annual profit and can transfer its assets without restriction to charities and community service co-operatives.

Cons A C3 is a taxable corporation. C3s have higher start-up costs because registration and incorporation processes require professional legal and accounting services. There must be three directors and articles of incorporation that govern the conduct of the company and its shareholders, directors and officers and describe the community purposes. Record-keeping is an additional requirement - the C3 must keep copies of the articles, publish annual community contribution report, and when offering shares must comply with registration and disclosure requirements under the *Securities Act* unless they fall under an exemption.

This model of operation is relatively new; however, there are two examples, Street Farm, and Loutet Farm in southern BC.

4. Not-for-Profit as Long Term Operator

The final model considered is the not-for-profit society. This is the recommended option for SCF and is detailed in the following section.

6.2 Recommendations on SCF Governance Structure

The lease agreement with the District of North Saanich for operation of Sandown Community Farm (SCF) should enable the long-term operator to enter into land rental agreements, Memorandum of Understanding agreements, funded partnerships with a variety of types of entities, and allow for flexibility for partnerships with cooperatives, private sector, and community groups.

The Sandown Transition Team (STT) recommends that the third-party operator for Sandown Community Farm function be a non-profit society, e.g., Sandown Farm Society, governed by a volunteer board (the Board). The Board will provide leadership in setting strategic direction for SCF; provide financial management; steward the natural resources on Sandown;

empower, supervise and evaluate the performance of operational staff; and report to government and the community.

The recommended governance structure is a board of a minimum of seven and a maximum of 11 directors. Directors could serve for either a term of two-year or three-years initially (so director renewal is staggered), renewable for an additional term of two or three years before a year off.

Model bylaws for societies are provided by the provincial government. Based on this, draft bylaws for the Sandown Farm Society are provided in the document **Sandown Community Farm Plan: Resources.**

The specific responsibilities of the proposed Board include:

1. **Management of the Board:** by establishing policies, guidelines, processes, and structure that define roles and responsibilities to ensure the efficacy, renewal and long-term stability of the Board.
2. **Strategic Planning:** Development, implementation, performance monitoring, and refinement of a strategic plan for the Sandown Community Farm Society.
3. **Fiscal Management:** Prudent financial management including the establishment of financial, accounting, and risk management control systems and a living, long-term financial plan for operation and development of the Sandown Community Farm.
4. **Performance Monitoring and Reporting:** Monitoring and reporting on organizational performance with respect to the strategic and financial plans.

The Board should collectively have the following experience and knowledge:

- non-profit governance
- financial management
- strategic planning
- communications for promotion, outreach, and fund-raising
- farm business operations and management
- local current and emerging issues for farmers, food processing and marketing
- legal expertise
- government relations

6.3 Governance Priorities

The governance priorities for the Sandown Community Farm Society for 2018/19:

1. Establish the non-profit society and refine the draft bylaws provided.
2. Define the legal relationship with the District of North Saanich:
 - Establish the lease and term
 - Define the annual funding allocation from the North Saanich Agriculture Fund
 - Clarify drainage services management responsibilities
 - Establish guidelines for public access/ trails/pathways
3. Develop policies and processes for:
 - Annual review of the operational farm plan for SCF
 - Land stewardship practices (e.g., ongoing soil remediation/management)
 - Specific roles the Society will play to support tenant businesses and programs
 - A detailed application process (request for proposals) for land tenures for food production, reflecting the Society's policies and expectations for different types of operations
 - Enforcement of bylaws and policies
 - Education programming that addresses how teaching and learning will be incorporated, including a process for partnering with outside educational program providers (schools, community organizations)
 - Management of the incubator farm program
4. Plan the development and registration of a partner organization as a charity for receipt of donations and endowments. The charity mandate will be to specifically to fund SCF operations, programs and projects. The charity will need an independent board of directors.

6.4 Operations Management – Team and Support

The STT recommends that SCF be developed and operated by a long-term operator in the form of a not-for-profit society. This society would have an agreement with the District of North Saanich for this role.

The basic premise on how SCF will function is that a SCF Board of Directors will oversee the development and operations of SCF. They will recruit and hire a Director. The Director would act on behalf of the Board and liaise with the District of North Saanich and execute the Long Term Operator (LTO) agreement with the District. The Director would be responsible for managing the SCF staff and contractors, and other partnerships involved.

SCF is divided into zones where different activities would happen. The job of the SCF society is to provide the conditions and framework for these activities including:

- development and maintenance of foundational farm infrastructure (e.g., fences, power, water, storage and other infrastructure such as the Farm Retail Centre and greenhouses, equipment management and other user fee services)
- oversight and execution of land use agreements with farmers
- development and management of contracts/agreements with community organizations or cooperatives wishing to undertake activities on the farm in line with the SCF plan.
- directly operating the farm school or entering into an agreement for its operation
- plan and oversee the development of additional farm infrastructure over time
- oversight of the legal and financial framework for the SCF.

Given that SCF will require oversight and direction for farm development, as well as for land, water, habitat and soil restoration and enhancement, a whole range of people and organizations necessary to execute the proposed farm plan, the following is recommended in the initial phase:

1. Contract development for transition management with a qualified entity to support the District in the development of the SCF society and also undertake some immediate fundraising efforts to move forward approved areas of the plan that are a priority for the District.

2. Within the first six months, form a working board of volunteer directors for the non-profit organization following the requirements and guidelines of the *BC Societies Act*.
3. Board recruitment of an Executive Director to advance the immediate work recommended in Phase 1.
4. Refinement of the draft bylaws, land-use and tenure agreement template provided in the Resource Guide for the LTO.
5. Expansion of the interim financial plan into a multi-year operational business plan that includes fund-raising activities and defines performance indicators for reporting to the community of the District of North Saanich.
6. Development of policies and plans for:
 - Financial management
 - Record-keeping
 - Communications and outreach
 - Board development and succession
7. Preparation of detailed job descriptions, recruit, hire and train:
 - A Sandown Community Farm Operations Manager to provide oversight of activities on the farm and liaise with the District of North Saanich agrologist.
 - A Coordinator of Partnerships and Programs who would liaise with partners and develop SCF programming.
8. It is also recommended that an administrator with significant financial management expertise be hired to support the complexity of the resource development.

The recommendation for the start-up operations team is based on experience provided by other farms and not-for-profit, and local government operated/partnered facilities, however SCF has its own unique mix and the personnel to carry this forward will be very important to its success. The complexity, breadth of relationships, stakeholders and partnerships that would benefit a vital and productive SCF will require specific skills, experience and collaborative approach. The land and farm development will also require a different skill set that has expertise in soils, hydrology, farming and execution of projects. There will be some major work and projects to undertake in Phase 1 to get the initial infrastructure in as well as launch some partnerships, resource development strategies and engage the community. This will all have to fall within the oversight of a Director that works with the Board of Directors to implement the strategic plan. There are additional budget allocations made towards professional services to support this work with specialized expertise and feasibility planning for major developments as well as seasonal and project specific labour related to farm development and maintenance needs.

Key SCF roles:

1) Board of Directors

This is addressed in Section 6.2.

2) Executive Director

Role and responsibilities: The key role for the Director is to work with the SCF Board of Directors to develop and execute the SCF Farm plan and business strategies. This would include providing strategic advice to the board and chairperson, liaising with the District of North Saanich and preparing and implementing comprehensive operational and business plans. They would normally be responsible for hiring, training, supervision and evaluation of the SCF staff, team and contractors. An important role of the Director is also in relationship development and maintenance. Due to the complexity of the plan The ideal candidate will be a strategist and a leader with the ability to manage multiple interests and steer the SCF in a sustainable direction while implementing its vision, mission and long term goals. They will also need to ensure that SCF policies and legal guidelines are developed and communicated to all involved parties. The Director will ultimately also oversee the SCF financial performance, business ventures.

Suggested Qualifications:

- A commitment to the vision for SCF
- Background in the food and farm sector
- Proven experience in Non-profit upper level management
- Demonstrable experience in developing strategic and business plans
- Thorough knowledge of the environment that influences SCF
- Strong understanding of finance and measures of performance
- Excellent organisational and leadership skills
- Excellent communication, interpersonal and presentation skills
- Outstanding analytical and problem-solving abilities
- Ability to work with complexity and uncertainty

3) Farm Manager

Role and responsibilities: The role of the SCF Farm Manager differs from a typical farm manager. The role is not to plan for farm production, but to plan and develop infrastructure and operations that support others to farm. This includes individual farm operations but also community food growing efforts. For this reason, it is very important that they understand farming. Because they are working so closely with the land, they also will need to have a good grasp of land stewardship based in knowledge of the ecology and, in particular, the soils and hydrology of the site. Alongside the supervision of the installation of fencing, power, water irrigation, and potentially some construction projects, the SCF Farm Manager they will need to have a hand in maintenance and repair, including equipment. The Manager must be able to work with the Executive Director to plan and implement this work inside budget parameters, and work with volunteer and donated goods and services. The Manager will need to hire and supervise contractors and labourers for farm projects, which may include training and mentorship. Another important responsibility of the Farm Manager will be to ensure adherence to health and safety and other relevant regulations.

Suggested Qualifications:

- A commitment to the vision for SCF
- Ability to work well as part of a team and independently with experience with supervision and management of staff, volunteers, and youth,
- Flexible and willing to work simultaneously on a wide range of tasks and projects, with the ability to prioritize tasks and possess a strong track record of successful project/program management
- solid background in soils, hydrology and ecosystem based stewardship
- relevant farm management experience focused on some of the following: vegetable production and/or Community Supported Agriculture; small-scale/sustainable animal husbandry; agricultural or environmental education; fruit tree production; seed-starting and nursery operations/management, Greenhouse (hydroponics, aquaponics, etc.), Food forests, and place based foods
- experience in/with a variety of farm marketing strategies including: CSA farming, Farm stand and nursery retail, Wholesale to restaurants, caterers,
- Experience or formal education related to ecological farm management

- Entrepreneurial, adaptable and creative
- Exceptional listening and communication skills with sensitivity to cultural communication needs
- Ability to build and nurture relationships with a wide variety of people, including colleagues, the general public, youth, seniors, funders, etc.
- Handy, ability to develop, maintain and fix anything from shovels to tractors, to fencing and beyond.

4) Programs and Partnerships Coordinator

Role and Responsibilities: The main purpose of the Programs and Partnerships Coordinator (PPC) is to develop, maintain and support partnerships on SCF. This role is critical in coordination of relationships with external stakeholders such as non-profits, academic institutions, schools, members and volunteers. The role will also involve the potential development of programs or seek partners to develop priority programs for the SCF. The development of agreements with these organizations will also be a focus of the work of the PPC. This role will also support the Executive Director with planning and resource development, particularly in relation to sponsors, membership and events. This role would also be responsible supporting the ED with external communication and promotions. They would liaise closely with the Farm Manager to ensure programs and bookings run smoothly alongside with commercial-farm operations, and work with the administrator to develop Customer Relations Management systems.

Qualifications

- This role would require significant knowledge of the community and partners
- Experience in major event planning and execution
- Volunteer management experience
- Project planning, budget management and evaluation expertise
- Background in community food and agriculture initiatives
- Trained and experienced in Cross cultural communications
- Promotions and communications expertise
- Fundraising, resource development and donor relations

5) Administrator

Role and key responsibilities

This position provides executive assistance to the Executive Director and the Board, as well as supporting the team members. The key responsibilities of

this position are to coordinate internal communications, support external communications. The position will also undertake research and support the preparation of briefs or policy development for the BOD and ED as requested. The position will assist with all leases and contracting processes and project implementation, monitoring and tracking as well as fundraising, budgeting, , evaluation and reporting. They are responsible to support with annual filings of the SCFS.

Qualifications:

- Proven record in financial management, preparation of budgets, spreadsheets and cashflow
- Experience in an administrative position to a not-for-profit society
- Policy development, legal agreements and lease administration
- Post-secondary education in business, computers, or office management is an asset
- Proficiency in the use of software for:
 - Word processing
 - Databases
 - Spreadsheets
 - Template development
 - Design and layout
 - Bookkeeping
 - Email and web-based communications

6) Labour

There is budget for labour on the farm required to implement SCF projects or maintenance. This could include activities such as fencing, construction, mowing and maintenance of pathways, clearing or planting areas.

Additional Governance Resources

The Sandown Community Farm Plan: Resources document includes a resource table of grants and the following draft templates for operational bylaws and agreements:

1. Draft bylaws for Sandown Community Farm Society
2. Draft Request for Proposals for commercial farm businesses
3. Draft Memorandum of Agreement for Land Use or Farm Business (tenure agreement)

7. Financial Plan

7.1 Approach to Financial Plan

The Sandown Community Farm is an amazing asset to the District and to the community. It also has the potential to be a significant resource for the wider food and farm sector in the region. The financial plan created for Sandown is grounded in creating a plan that is both realistic in terms of the significant investment needed as well as the revenues that can be generated to by the Farm in its diverse activities as it develops. It is important to note that the plan does not quantify all of the non capital related revenues and benefits generated by the farm. These benefits are significant when we look at all of the potential in-kind contributions as well as the ecosystem services, community food growing and literacy, health promotion, and the economic multipliers that will be realized in tandem.

The governance structure and management recommended allow for the development and management of this financial plan over time. As the farm is also located on public land and has areas that are accessible to the public some of the infrastructure costs will be higher to satisfy safety and building codes. The plan has some heavy up front investments in basic infrastructure essential to support the farm and programming activities.

Key to remember is that the plan does not outline the individual business plans of each of the farmers and food entrepreneurs, or community organization based social enterprises that would be run independently of the SCF.

Rationale for the Investment in SCF

As is clearly outlined here, there is a strong case for the investment in the Sandown Community Farm (SCF). Every dollar invested will generate the

conditions for promoting economic development, health and recreation, ecological stewardship and biodiversity, greater food security and cultural and community celebration.

7. 2 Financial Sustainability Plan

It is important to state that this financial sustainability plan is imperfect. There are many unknowns and moving pieces. The STT did its best with the time, scope and resources available to provide as solid a plan and analysis as possible. We relied on reaching out to experts and getting quotes and comparatives to develop cost and revenue estimates. We worked with a Business Analyst and financial expert at FarmFoodDrink Consulting to develop a comprehensive cash flow scenario and financial analysis that is provided below. In addition there are detailed explanatory notes for all Farm Revenues and Costs and notes on how those were arrived at that will be provided to the district digitally.

Guidelines that the Sandown Transition Team used for financial planning:

- **Just enough capital:** Endeavour to stay as low cost as possible without jeopardizing the success of SCF by under-resourcing the capital improvements and operating costs.
- **Leverage partnerships:** Harness the potential for leveraging resources and expertise that could be realized through community, academic and private sector partnership and sponsorship.
- **Pay its way** Although in-kind donations of goods and services will be key, it is important not create a plan that is overly reliant on these contributions. A mix of revenue generation through leases, user fees, programs and services pay for the cost of the farm and its operations over time.
- **ROI pathway:** We understand that upfront investment in infrastructure is key and that the potential for revenue generation over time will increase. We wanted to balance this, and focus on developing activities that provided the earliest and greatest return on investments (ROI).

- **Agriculture Fund:** The agriculture fund is available because of Sandown. Over time Sandown will reduce reliance on this fund to allow it to be redirected to other food and agriculture initiatives in the region.
- **Reduce risk:** Create a good mix of revenue sources so as to diminish risk.
- **A phased approach** to development, especially in areas that require significant capital.
- **Reach Breakeven:** We wanted to ensure that the SCF would enter a breakeven scenario as quickly as possible
- **Positive Cashflow:** We wanted to ensure that we maintained positive cash flow over the course of the initiative while we paid of any debts incurred through loans that would be needed for major capital investments.
- **The District** would only be responsible for development and maintenance of non-farm related infrastructure: drainage associated with storm water management, road access for this purpose and public access, as well as their annual taxes. The SCF and LTO would be responsible for farm based expenses; however ask for the District to support access to low cost loans for that could be repaid over time as greater revenues are realized.
- **Best Estimate and Transparency:** the STT would work to provide information in a situation where there are many factors and unknowns. The team would point to where additional work, or decisions would need to be made.
- **Feasibility:** For items of higher cost value, and where cost and revenue estimating were particularly detailed and reliant on additional expertise and resources, we have budgeted for additional estimates (e.g., master irrigation system) and feasibility studies (e.g., Farm Retail Centre, Farm School and Farm Operations Centre).

i) Summary of Financial Analysis

Financial analysis on the Sandown Financial Plan was provided by Phyllis Horn, a business analyst and financial consultant of FarmFood Drink. She summarizes the outlook for Sandown as follows:

With the realization of anticipated revenues and injections of cash through funding and donations, the financial picture for Sandown Community Farm looks good. It is projected that the Sandown Farm would receive an upfront loan from the DNS of \$230,000 to cover initial start-up costs but Sandown would have the ability to repay this loan back over a period of 10 years or less.

With projected fixed investment costs for infrastructure and farm development of \$2,536,600 and the variable long term operating costs at about 3% of revenue, it is projected that the farm will operate at or above breakeven beginning in 2020. The addition of the financing and operation of a farm center is anticipated in year 2023. The anticipated return of net assets will initially drop from the prior year's 17% to 3%. By 2028 return on net assets should return to about 12%.

When the retail building is built it is anticipated that a capital campaign will finance 25% of this and a mortgage of \$1.5 million will be needed. The debt to asset ratio will rise to its highest point of .53 in that year but will only be a comfortable 1/3 of net assets by the year 2028. Interest coverage rises gradually from 2.9 to 6.4 over the 10 year period. Reliance on the Agricultural Reserve Fund decreases over time.

1. Capital Investment

The initial capital costs for this project are projected to be \$772,200. This includes \$260,200 for farm infrastructure and \$512,000 specifically targeted for roads development, and includes an additional investment in a greenhouse in 2022 and a retail building in 2023. An annual investment in soil improvement is also projected at \$6,000 per year.

2019

Drainage	35,000
Power	38,000
Water	50,000
Fencing (additional, upgraded)	15,000
Roads	512,000
Equipment Leasing	8,000
Equipment Purchases	45,000
Washing Stations, Temp Storage	5,200
Storage, cool, temp	3,500
Farm Office, temp	5,500
Greenhouse	31,000
Tools	8,000
Truck	10,000

2022

Greenhouse	60,000
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2023

Retail building	1,650,000
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2019-2028

<i>Soil improvements/materials</i>	<u>60,000</u>
	\$2,536,600

2. The Financing Plan

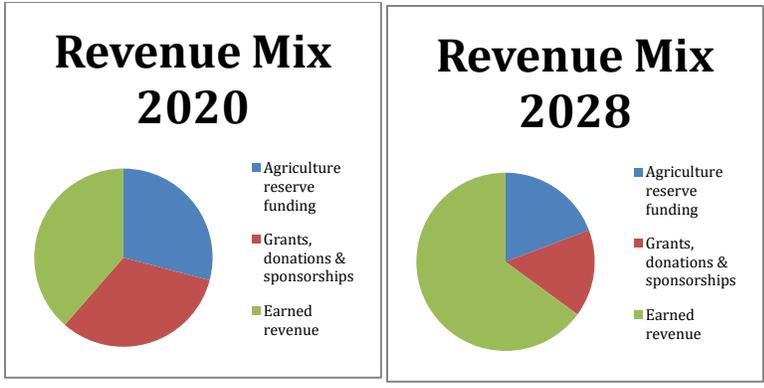
The projections anticipate an initial interest-free loan from the District of North Saanich of \$260,000, repaid in annual increments of \$26,000 over 10 years. The projections also anticipate that the District of North Saanich pay for roads and parking in the amount \$512,000. This amount is included in revenue in 2019 and offset by the capital investment in 2019. A mortgage of

\$1,500,000 will be needed plus cash of \$300,000 generated from a capital campaign to finance the retail building. This projected mortgage is at an interest rate 3.59% with an amortization period of 25 years. Although the financial projections do not project month to month detail, a line of credit will likely be needed to cover cash flow variations.

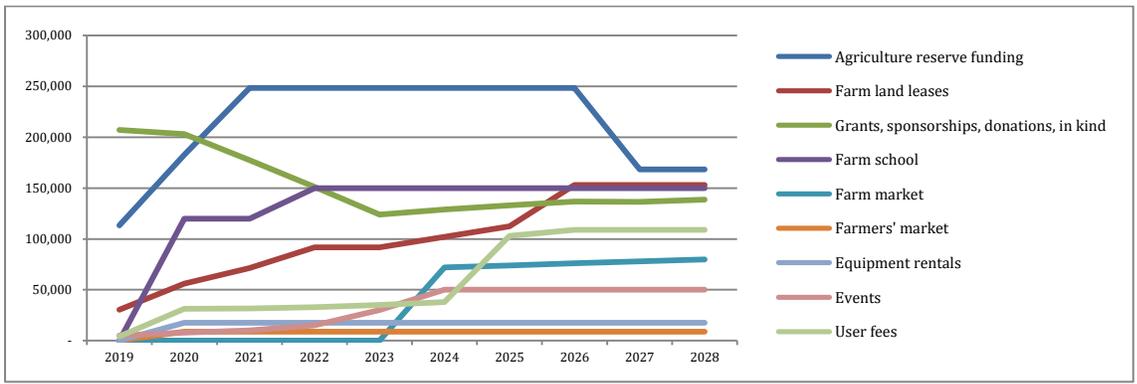
Projected Revenue, 2017-2028

<i>Estimated Agriculture Reserve Funding per DNS</i>	\$2,150,177
<i>ARF increase</i>	43,004
<i>Farm Land Leases</i>	995,000
<i>Farm Lease increase</i>	19,900
<i>Farm Centre Capital Campaign</i>	300000
<i>Grants</i>	650,000
<i>Rentals, equipment</i>	157,500
<i>Events</i>	318,000
<i>User Fees</i>	603,500
<i>Donations</i>	165,000
<i>Fund Raising/sponsorships</i>	225,000
<i>Weekly farm market</i>	81,000
<i>Farm Market Centre Revenue</i>	380,000
<i>Farm School revenue</i>	1,290,000
<i>In Kind Offset</i>	213,361
<i>Municipality of NS</i>	512000
<i>Total Revenue</i>	\$8,103,442

Over the forecast period SCF's ability to sustain itself independently will increase significantly. Reliance on the Agricultural Fund will decrease from 29% in 2020 to 19% in 2028. Earned revenue from operating activities will increase from 39% in 2020 to 65% in 2028.



The farm will be sustained by a broad mix of revenues, which significantly reduces the risks inherent in estimating and projecting revenues.



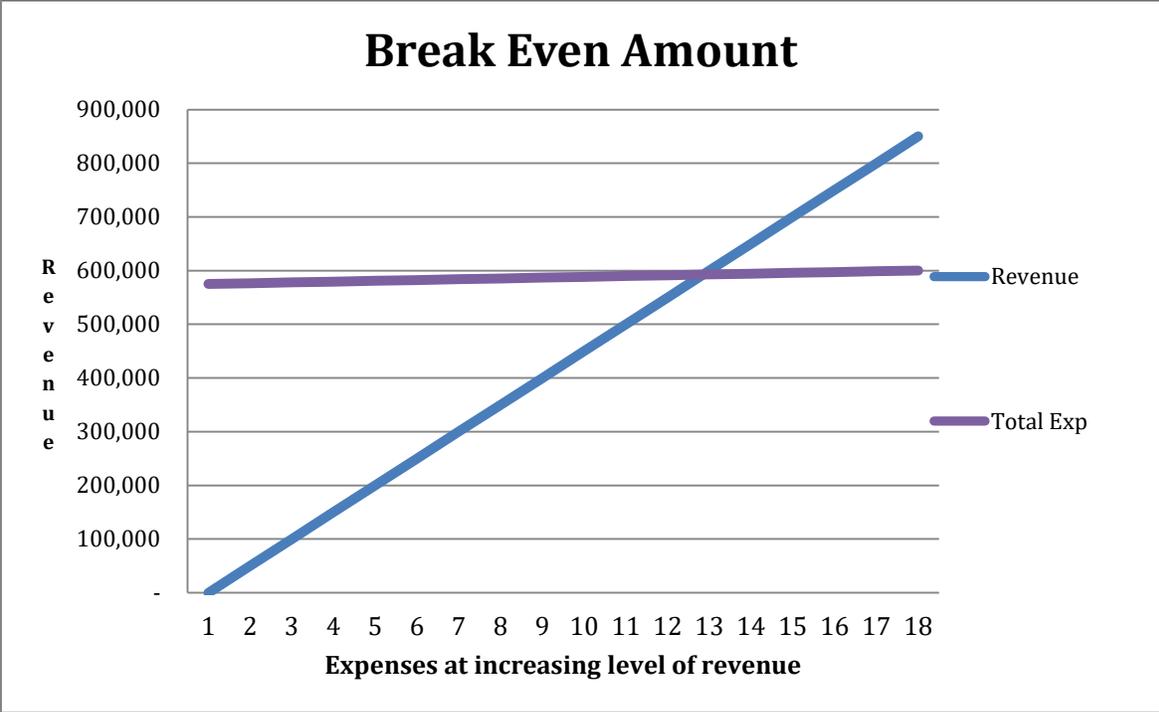
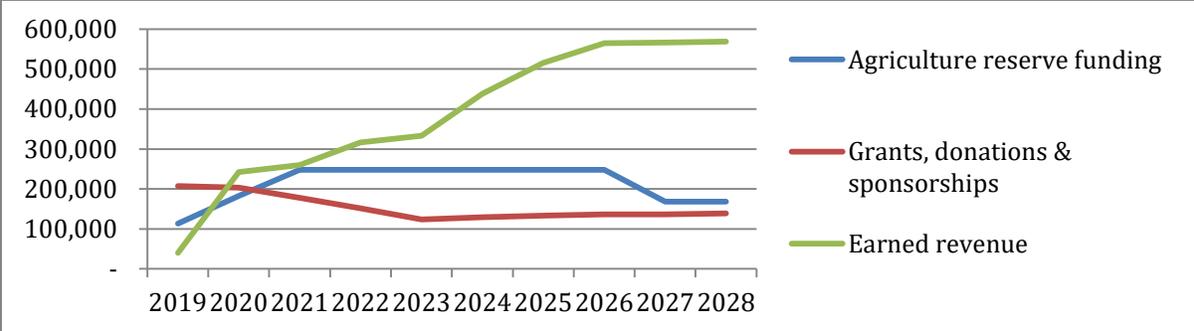
4. Projected Fixed & Variable Operating Expenses

	2019	2020	2021	2022	2023	2024-2028
Projected Variable Expenses						
Power charges	3000	3000	3000	3000	0	0
Water charges	4250	8500	8750	10000	12000	113,000
Farm infrastructure repair& maintenance materials)	27750	27750	27750	30750	30750	95,250
	35,000	39,250	39,500	43,750	42,750	208,250
Total	0	0	0	0	0	0
Projected Fixed Expenses						
Total Management Expenses	219,458	344,323	349,124	360,070	365,164	2,046,497
Insurance	3,000	3,500	4,000	4,500	4,500	22,500
Accounting	12,000	12,000	12,000	12,000	12,000	60,000
Consulting/Prof Fees	5,000	5,000	5,000	5,000	5,000	25,000
Equipment Service/Deprec.	6,000	12,000	12,000	12,000	12,000	60,000
Farm Centre Op Costs	-	-	-	-	-	45,000
Farm School	-	50,000	50,000	50,000	50,000	250,000
Allotment Gardens	2,500	2,500	2,500	2,500	2,500	12,500
Community Partner Programs	17,500	17,500	17,500	17,500	17,500	87,500
Restoration Programs	6,000	6,000	6,000	6,000	6,000	30,000
Website/Media/Comm /Promo	6,000	6,000	6,000	6,000	6,000	30,000
Meetings/Travel	2,500	2,500	2,500	2,500	2,500	12,500
Truck operating	4,000	4,000	4,000	4,000	4,000	20,000
Bathroom rental	2,475	2,400	2,400	2,400	2,400	-
Feasibility Studies	21,500	20,000	45,000	-	-	30,000
	-	-	-	-		
					53,850	247,751
	16,990	16,990	16,990	16,990	16,990	216,950
Total Fixed	324,923	504,713	535,014	501,460	560,404	3,196,198

5. Break-Even Analysis

As the main asset is land, expenses are mainly fixed. At 2028 variable expenses are forecast to be about 3 percent of revenue. Fixed expenses are forecast to be about \$575,000 per year. Breakeven for this level of fixed and variable expense is \$592,785.

By 2028 it is projected that Sandown will be generating close to \$570,000 in earned revenue. Together with the income from the cell tower and on-going receipts and in kind, Sandown should be able to break even without need for further funding from grants and donations.



6- Financial Ratios

	2020	2021	2022	2023	2024	2025	2026	2027	2028
Return on Assets									
Surplus (deficit)	82,659	110,851	170,564	102,190	90,718	193,005	276,854	194,453	287,616
Net assets	974,373	963,383	1,012,393	2,651,403	2,607,413	2,563,423	2,519,433	2,475,443	2,464,753
Return on Assets	8%	12%	17%	4%	3%	8%	11%	8%	12%
Return from earned income only	-26%	-27%	-17%	-8%	-9%	-5%	-1%	-2%	2%

Debt to Asset Ratio									
Total liabilities	175,000	150,000	125,000	1,561,948	1,497,529	1,431,696	1,364,397	1,295,579	1,158,286
Total assets	1,030,214	1,116,065	1,261,629	2,800,767	2,827,067	2,954,238	3,163,793	3,289,428	3,531,653
Debt/Asset Ratio	0.17	0.13	0.10	0.56	0.53	0.48	0.43	0.39	0.33

Interest Coverage Ratio									
Net income before interest	83,620	110,851	170,564	156,040	143,202	244,074	326,457	242,537	295,627
Interest expense	961	-	-	53,850	52,484	51,069	49,603	48,084	46,511
Interest coverage	87.05	N/A	N/A	2.90	2.73	4.78	6.58	5.04	6.36

7. Financial Picture without Agricultural Reserve Fund

Year	Agriculture Reserve Funding	Net income with no Agriculture Reserve Funding
2019	111,170	356,148
2020	178,955	(125,335)
2021	243,342	(132,491)
2022	243,342	(42,778)
2023	243,342	(81,152)
2024	243,342	(152,624)
2025	243,342	(50,337)
2026	243,342	33,512
2027	165,000	29,453
2028	165,000	84,116

Summary Balance Sheet											
	2018-12	2019	2020	2021	2022	2023	2024	2025	2026	2027	2018
Positive working capital (cash, receivables)	73,542	-	55,841	152,682	249,236	149,364	219,654	390,815	644,360	813,985	1,028,400
Net capital assets	-	985,363	974,373	963,383	1,012,393	2,651,403	2,607,413	2,563,423	2,519,433	2,475,443	2,464,753
Total assets	73,542	985,363	1,030,214	1,116,065	1,261,629	2,800,767	2,827,067	2,954,238	3,163,793	3,289,428	3,493,153
	3,500										
Negative working capital (line of credit?)		12,808	-	-	-	-	-	-	-	-	-
Long-term debt (mortgage)	848	200,000	175,000	150,000	125,000	1,561,948	1,497,529	1,431,696	1,364,397	1,295,579	1,250,188
Total liabilities	848	212,808	175,000	150,000	125,000	1,561,948	1,497,529	1,431,696	1,364,397	1,295,579	1,250,188
	-										
Retained earnings, carried forward	4,348	57,887	772,555	855,214	966,065	1,136,629	1,238,819	1,329,537	1,522,542	1,799,397	1,993,849
Retained earnings, current year	69,194	714,668	82,659	110,851	170,564	102,190	90,718	193,005	276,854	194,453	249,116
Total equity	57,887	772,555	855,214	966,065	1,136,629	1,238,819	1,329,537	1,522,542	1,799,397	1,993,849	2,242,965
Total liabilities & equity	282,887	985,363	1,030,214	1,116,065	1,261,629	2,800,767	2,827,067	2,954,238	3,163,793	3,289,428	3,493,153

Summary Income Statement											
	2018-12	2019	2020	2021	2022	2023	2024	2025	2026	2027	2018
Revenue	73,542	1,105,393	627,583	685,365	715,774	705,344	815,754	897,030	949,354	871,168	875,288
Variable expenses	-	35,000	39,250	39,500	43,750	42,750	45,750	50,750	42,875	42,875	26,000
Contribution	73,542	1,070,393	588,333	645,865	672,024	662,594	770,004	846,280	906,479	828,293	849,288
Fixed expenses, before interest and depreciation	3,500	338,735	487,723	518,024	484,470	489,564	576,812	552,216	530,032	535,766	536,671
Interest on long-term debt	-	-	-	-	-	53,850	52,484	51,069	49,603	48,084	46,511
Interest on short-term debt	848	-	961	-	-	-	-	-	-	-	-
Total interest	848	-	961	-	-	53,850	52,484	51,069	49,603	48,084	46,511
Depreciation	-	16,990	16,990	16,990	16,990	16,990	49,990	49,990	49,990	49,990	16,990
Total fixed	4,348	355,725	505,674	535,014	501,460	560,404	679,286	653,275	629,625	633,840	600,172
Surplus (deficit)	69,194	714,668	82,659	110,851	170,564	102,190	90,718	193,005	276,854	194,453	249,116

Summary Cash Flow											
	2018-12	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
Net cash from operations	69,194	731,658	99,649	127,841	187,554	119,180	140,708	242,995	326,844	244,443	266,106
Proceeds on long-term debt	250,000	-	-	-	-	1,500,000	-	-	-	-	-
Investment in capital assets	-	(1,002,353)	(6,000)	(6,000)	(66,000)	(1,656,000)	(6,000)	(6,000)	(6,000)	(6,000)	(6,300)
Repayments of long-term debt	(25,000)	(25,000)	(25,000)	(25,000)	(25,000)	(63,052)	(64,418)	(65,833)	(67,299)	(68,818)	(45,391)
	294,194	(295,695)	68,649	96,841	96,554	(99,872)	70,290	171,162	253,545	169,625	214,415
Opening working capital	(11,307)	282,887	(12,808)	55,841	152,682	249,236	149,364	219,654	390,815	644,360	813,985
Closing working capital	282,887	-12,808	55,841	152,682	249,236	149,364	219,654	390,815	644,360	813,985	1,028,400

Phasing of the Financial Plan

The financial plan and forecast cover the period from 2018 to 2028. There is a specific phased approach to the development based on need and capacity.

Phase 1 (2018-2022) Basic Infrastructure Established and Launch

In the first year it is recommended that a transitional manager help to establish the LTO and undertake some initial fundraising. In the 2019, the LTO would hire its team and get to work establishing infrastructure and initiating focused resource development. Initial infrastructure is estimated to cost just under \$240,000. This would include the fencing, power, water, additional drainage, soil improvements, equipment purchase). Building infrastructure would be a temporary farm office, storage and washing areas set up through purchase of portable shipping containers, with rental of portable bathroom facilities. A greenhouse would also be built. It is contemplated that a “no to low” interest loan from the District would allow for this initial infrastructure to be put in place in the short term. This would be paid off over time through creating the conditions to generate revenue from the SCF.

Based on return on investment forecasting, the initial areas for investment and farm site development are:

- initiate a number of leases
- community gardens (highest return per square foot)
- greenhouse (second highest return per square foot)
- Farm School (feasibility study)

A feasibility and capital campaign would be launched for the creation of the Farm Retail Centre. Primary all weather roads and parking would be initiated by the District.

In this phase other key cost centers that have been contemplated are around farm management and operations. Annual staffing costs are projected to be around \$185,000 annually, with additional seasonal labour at \$55,000 . This increases by approximately \$90,000 when the Farm School is up and running. Annual operating costs of the LTO and farm operations are approximately \$100,000 a year, however much of this is covered off through user fees (for example leases, equipment rental and water use).

Phase 2 (2023 to 2026) Development of the Permanent Farm Retail Centre

By 2023 we anticipate that we will begin to generate revenue on the farm. Based on the feasibility study a Farm Retail Centre that would house more permanent washing storage and retail space, permanent bathrooms, the farm office and potential second floor housing. This building and accessories are estimated to cost approximately 1.68 M and would be secured through a Capital Campaign (20% of cost) and loan.

Additional farm revenue development would include establishing additional leases across the farm zones. User fees, community partnership based programming could be increased with the addition of the Farm Retail Centre. Additional Green houses are projected to service the on farm businesses.

Phase 3 (2027 onward)

Exploring Development of a Larger Scale Farm Operations Centre

We have not included projections for building or operating a larger commercial food aggregation, storage and processing hub as we felt that there needed to be an assessment of the ability of the Retail Farm Centre to handle the scale of the needs of the different operators on the farm, as well as to undertake a non farm use application by the ALC for such a center due to the nature of its operations. It also needs to consider additional housing needs and synergistic opportunities with associated social or private enterprise.

In this phase we have forecasted the farm would have generally built out its revenue generation streams and start to break even in terms of its long term operating costs, ability to service debt and have room to explore other innovations. There is also the consideration of the next steps in terms of integration of the additional 12 acres that was under remediation.

7.3 Revenue Streams

Farm revenues will be a mixed revenue model to cover the initial capital cost of investments as well as ongoing operational costs.

1. Agriculture Fund

Through the Sandown development process 12 acres was divided off of the Sandown property for commercial development. It is the interest of the Agriculture Land Commission and others for the project to have a net benefit to agriculture. With this in mind, in 2018 the District of North Saanich voted to create an Agriculture Fund whereby 50% of the commercial tax revenues from the 12 acre Sandown Commercial Park would be allocated to an Agriculture Fund. Policy is currently being drafted around this fund by the District. It is contemplated that this fund will provide a portion of the capital needed for investing in the infrastructure development on Sandown over

time to create a successful operating farm. District Staff provided us with the following projections for contributions.

*Projections are based on the following: 1 Land values based on 2018 Assessment 2 Timeline of Phase 1 completion in 2019, Phase 2 completion in 2020 and Phase 3 completion in 2021 3 50% of the property taxes generated from the land and improvements on the Sandown commercial property plus 50% of the revenues from the two cell towers on the property. 4 2018 projected Class 6 tax rate

Projected Year Contribution

2018 70,000

2019 111,170

2020 178,955

2021 243,342

2022 243,342

In our plan we have allocated 100% of these funds in the initial development phase of Sandown, dropping reliance on these funds after 2026 when the key infrastructure is completed and a return on that investment is starting to be realized. It is important to note that this commercial tax revenue would not be available to the residents without the creation of the farm, and that the District of North Saanich tax base is strengthened overall through this arrangement creating over \$2 million dollars to the District of North Saanich in the first decade in addition to what would be allocated to the development of the farm.

2. Land Leases

Land leases could provide a significant part of farm revenue. There is significant variability in farmland market lease rates ranging from \$300 an acre to \$1500 an acre. Much depends on the condition of the land and the infrastructure included. With the current plan there are 66 acres of land available for leasing out to large, medium and small scale farm operations. The available infrastructure (i.e. water and fencing), soil and drainage conditions will impact lease rates. Leases will also be available to community organizations who are looking to undertake community based food production, as well as for allotment gardens. Allotment gardens are by far

the highest revenue generation opportunity on the farm as the average cost for allotment gardens is \$85 cents per square foot. This could generate between \$30-\$35,000 an acre. If we estimate the total lease area and the mix of different lease arrangements there is a potential of generating \$150,000 per year for the farm in land leases over time. Draft lease frameworks and templates have been included in the Resources for the LTO section of the plan.

3. Capital Campaign

The Farm Retail Centre is a significant infrastructure on the farm. Although we are recommending that the majority of this building and its accessories be paid for through a loan, we have projected that 20% of the cost be raised by a Capital Campaign. We anticipate that interest in Sandown will be generated as people start to see farming at Sandown. Capital campaigns are usually for large-scale physical projects. Sometimes they are called bricks-and-mortar campaigns, and they can be very successful in funding new building and renovation projects. We feel this campaign could help fund the building and also key infrastructure needed within it, such as a light processing kitchen, and cold storage. It will be important to have a key staff member who is responsible for supporting convening a capital campaign committee, and it should comprise of some members of the board as well. The committee plans all stages of the capital campaign process and uses their own pledged support to encourage other potential donors.

It is very important to do the homework during the campaign to understand the perceptions of the organization among the donor community, as well as among community members and potential clients. The study also gives potential donors a heads-up that the campaign is beginning. A campaign budget will also need to be set, normally less than 10% of the anticipated campaign goal. Initial pledges will be important to get the campaign off the ground. While individual donors are typically the primary source of funding for a capital campaign, it is important to reach as many donors as possible, so for example mounting an online crowdfunding campaign. We would also look to create a contribution list for needed in-kind donations, such as furniture, building materials and labour. Corporate donors may be particularly helpful in this regard. Having a charitable partner to provide tax receipts is critical to the campaign success.

Recognizing donors is key as well and there are lots of ways to do this that fit with the Sandown theme, including having a wall dedicated to donors contributions using horseshoes. We can also offer naming honors for buildings, benches, windows, walkways, gardens — anything you can put a nameplate on. Ideally, you'll include this strategy in the planning stages of the campaign so that recognizing major donors is a natural conclusion to the project.

Capital campaigns can also help attract and retain major donors for future fundraising efforts as well building long-term funding relationships.

4. Grants

Our plan for grant contributions to Sandown is to fund community programming and feasibility studies and development and innovation projects through grants. There is a huge potential to do more, however we do not want to build a dependency on granting for the sustainability of Sandown. A conservative estimate that we have put into the financial plan is between \$80,000-100,000 a year in grants over the first five years to help with the farm start up.

It will be important to have someone on the staff team and board who is skilled at grant writing as well as administration capacity to properly administer the grants process. While the governance structure of a not-for-profit organization like the proposed LTO is designed to attract and administer grants, it would also be very important to consider a partner Charity in the early years to allow for access to Foundations. The SCF LTO may also decide to investigate setting up a side by side Charity that would act as a partner in managing their activities that are qualified as charitable at the farm. Some of the key interested granting bodies that we contacted to discuss Sandown and expressed interest are the Real Estate Foundation, Victoria Foundation, Vanity Credit Union, and the Vancouver Foundation. We also see significant contributions could be leveraged through Investment Agriculture and government including the Ministry of Agriculture as well as Island Health. There is also the potential to look into regional housing fund when looking at developing housing onsite and funds targeted for innovation and climate adaptation.

Due to the momentum around Sandown and the interest of a number of funders in getting behind it and funding cycles that can take up to a year to secure funds, we have proposed that a transition manager begin the work to leverage funds for key development areas. An example of why this is important is that currently there is significant interest in supporting a feasibility study and coaching for the start up of a Farm School and incubator farm program with partnership from Kwantlen Polytechnic University and the Tsawwassen Farm School by a potential funding partner. After a study of new entrant models, a model similar to the Tsawwassen Farm School cost recovery model is our recommendation for SCF. Deadlines for funding the development of this program that could begin next year are pending. There is wisdom to the saying “strike while the iron is hot”. It is possible that \$120,000 in support for launch and development over three years could be secured. Currently the Tsawwassen Farm School generates over \$100,000 in produce sales annually.

There is a range of granting programs and sources ranging from production based research grants, to community food program to agriculture infrastructure grants available, a table of these opportunities is provided in the LTO Resource.

5. Rentals, Equipment

A key objective of Sandown is to be a community farm to allow for providing land and infrastructure to benefit farmer success. One of the ways that this can be done is through sharing farm equipment. This however must be done in a way that ensures that there is proper safety and training for the use of the equipment and costs built in to ensure maintenance and repair. The types of equipment that have been recommended for this type of user fee service for sharing farm equipment, average daily or hourly rental fees have been based on estimates by Upland Consulting, 2018.

Equipment	Estimated purchase cost (new) ¹	Rental rate ²	Estimated rental days/year	Estimated annual rental income	Estimated annual repair costs/ depreciation
BCS tractor	\$6,500	\$40/day	100	\$4,000	\$3,500
30" tiller	\$1,250	\$25/day	50	\$1,250	\$1,000
32" power harrow	\$3,350	\$30/day	50	\$1,500	\$1,500
Bed shaper	\$1,000	\$25/day	50	\$1,250	\$250
Plastic mulch layer	\$1,500	\$25/day	40	\$1,000	\$500
Trailer to haul tractor	\$1,000	Included with tractor		-	\$250
Total	\$14,600			\$9,000	\$7,000

Example table

While the challenge of most farmers needing to use equipment at the same time can be an issue there are many online applications to help with scheduling and fee payments. In addition, farmers could look to off farm rental companies in peak times.

6. Events

While events are not considered to be a primary focus of the financial sustainability plan they do play a role in revenue generation. The events can not interfere with agriculture production on the land or supersede that purpose. Community markets, exhibitions and conferences are a permitted use in the Sandown Community Agriculture zone. The ALC regulations basically limit events on Agriculture Land to include:

¹ <https://www.highlandsupply.ca/>

² <http://www.klasociety.org/tools/rentals/>

- farm must have farm classification
- no new permanent structures can be built for the event,
- parking must be on the farm and can't interfere with farming activities,
- the number of guests must be capped at 150 or less.
- the farm can only host a maximum of 10 events in a calendar year
- the event can not last more than 24 hours

Other considerations for hosting events include:

- proper organization
- adequate insurance
- impact on neighbours (noise, traffic)
- water and toilet facilities
- fire prevention and security
- potential need for liquor licence

The types of events that could be held at Sandown that could generate revenue would be long table dinners, picnics, pig roasts, a "Farmer Chef Challenge", food and music related events, family reunions or weddings.

The addition of the Farm Retail Centre greatly enhances the ability of the Sandown Community Farm to host events.

7. User Fees

User Fees are one of the areas projected to generate considerable revenues for Sandown. We looked at key infrastructure that different types of farm operations would need, and where there was expressed interest. We also considered current market rental rates for these types of rentals and services. One of the areas that we learned that was in considerable demand is greenhouse space, The plan to build three greenhouses in the plan meets this demand. While each greenhouse would cost approximately \$30,000 to build, and incur some operating and maintenance costs, the ability to charge user fees per square foot would allow us to recover the costs of the greenhouse over roughly a three to five year period, depending on a number of variables. Other needs that the farm can meet are: dry storage and cold storage; use of facilities for washing, packing and sorting; and light processing. These are factored into the cost recovery formula for the Farm Retail Centre. Other types of user fees that are anticipated are for water usage.

Additional potential fees that we expect will be generated are educational programming offered by community programs, either through partnerships, or by the LTO including workshops and training related to food growing.

8. Donations

There are a number of ways to garner donations for Sandown. Key to this is to clearly demonstrate the benefits of Sandown and the impacts of donations. The Sandown LTO will need to have capacity to undertake donation-based strategies and this includes staff time, promotional materials, communications activities and establishing a Client Relations Management system at the outset. There are some very affordable/free software options for efficient and consistent communications, with donors of all shapes and sizes. Some key donation strategies include:

- memberships
- direct appeals through letter-writing
- appeal through website
- planned giving is a potential way to receive major gifts
- leverage donations through events and campaigns

Having members and donors have direct involvement in Sandown is a great way to build donations as they:

- Can learn more about your organization.
- Get a better understanding of your mission and your work.
- Meet more of your important staff members.
- See the ground-level impact their funding could have

9. Sponsorships

Corporate sponsorship is big business and an important way for many companies to get their brands in front of consumers who are regularly bombarded by numerous marketing messages. Opportunities can range from naming rights for key pieces of infrastructure or programs to events, to

custom advertising programs. As with donations a CRM system is important to help track and manage these relationships. The best sponsorship programs are said to be those that:

- Align the opportunity to business objectives: analyze the sponsorships to find strategic congruence between Sandown the company brand and target audience.
- Promote the sponsorship: both partners need to be able to have ways to promote the sponsorship
- Evaluate performance and be able to demonstrate the value to both parties

There can be a real win-win from well thought out and executed sponsorships. There are clear opportunities for local businesses to build their customer loyalty by demonstrating they are part of the Sandown family. This can look like sponsorship in the form of cash and in-kind contributions. It is very important for Sandown LTO to ensure that sponsor recognition and profile is done well by establishing policies and procedures around how it will be done (you don't want multiple people approaching the same sponsor) in addition to developing a clear Sponsorship program and package for easy distribution to potential sponsors. It is also important to develop "sponsorship filters" that define what brands or business practices are not aligned, and that these are clearly communicated. Usually these policies would be approved by the LTO Board.

Our revenue projections for Sponsorship are very conservative, based on the potential we anticipate for fund development.

10. Revenue Generating Activities:

Each of the following revenue generating activities would need further study to better understand the full costs and potential revenues, however based on other existing models or operations we were able to provide some estimation for the potential revenue generating opportunities.

1. Farm Retail Centre

The Farm Retail Centre is anticipated to provide a range of revenue generation opportunities and based on projections can more than cover the cost of construction and operating over time. The key revenue generation activities that could be realized there are for rental of space, holding special events, rental of a farm apartment/caretaker space, fees associated with using equipment, hosting a weekly market, as well as the revenues that could be realized through the farm produce retail sales in the retail space itself and to a variety of external markets.

Key areas identified for rental of space include the rental of office space, dry and cold storage as well as space and equipment in a multi use washing, packing and aggregation area. There is also the ability to rent a farm kitchen certified for light processing. These have all been assessed at current market rates at other facilities in the region. Sandown LTO could also undertake produce marketing services based on LTO development of a business plan that could include the Farm School and individual farm business produce grown on the Sandown lands. Sales would need to be a minimum of 50% from the Sandown lands, but could also include up to 50% of off farm produce benefitting other regional farmers. The LTO could realize a percentage of these sales, we provided a very low approximation of what could be realized on providing marketing services (retail, taking to markets, or contracts with restaurants or other retailers). This could be done by the LTO or provided as a business opportunity to a partner that would be paid a fee for providing this service, or another arrangement. Again, a business plan would need to determine the cost and viability of this endeavour and conservative estimates are provided in the financial plan.

2. Incubator Farm and Farm School

There are many models for incubator farms and farm schools with the aim of launching new entrant businesses. We have chosen to recommend the Tsawwassen Farm School Model (TFSM) as it is having proven success and operates on a cost recovery model (unlike other local programs that support new entrants and supply land, like Haliburton). The Farm School proposed is “in the field” learning.

The basic premise of the TFSM is that there is a common plot of land where instructor farmers work 3 days a week with approximately 8-12 farm school participants. The TFSM sells its produce through a customer box program and local farmers markets. The TFSM generated over \$100,000 worth of revenue in its second year. The farmers who are developing their businesses and attending the farm school pay \$5000 in tuition which covers the instruction from May to October. It also includes the rental of an incubator plot of land (approximately .5 acre) where they can begin to establish their own farm business and produce. They have the option to market their own produce on their own or through the farm school. Farm school graduates then would have the potential to move onto similar size or larger parcels on the SCF over time.

The Tsawwassen Farm School is in its fifth year; it covered its operating costs starting in the second year. We used a gradual increase in Farm School revenues over time in our financial projections for the viability of the Farm School. Kwantlen Polytechnic University supports the Tsawwassen Farm School as well as the Richmond Farm school and recently the set up of another similar farm school in the Yukon. They have agreed to work with SCF LTO as a partner in creating a feasibility study and coaching over a three year period for the Sandown Community Farm School. There is interest in receiving a proposal from the Real Estate Foundation for supporting this aspect of the Farm School development.

3. Greenhouse Rentals

Contemplated in the farm development plan is the creation of three greenhouses over time. Not only have we heard that this infrastructure is a vital part of increasing the viability of the small farms but also that the greenhouses would rent at a square foot cost that would recover the cost of their investment in three to five years. Current three 35 x 100 foot greenhouses are estimated at just over \$30,000 to build and with operating costs at approximately \$5500 per year if heated by propane from October until May. Of course, finding alternative heating sources could potentially reduce costs.

4. In-kind Contributions and Offset

There is huge potential for receiving donations of goods and services (or in-kind contributions) to the SCF. This could include everything from materials and supplies for farm buildings to volunteer labour to undertake the many improvements. In the budget we have included a very conservative in-kind contribution offset of 3% of the overall budget (excluding the operations staff costs). Leveraging these types of resources from local businesses and the community requires careful management but can pay off in spades. A good example of the kinds of in-kind resources that could be generated is the \$6000 worth of seeds that the Tsawwassen Farm School receives from a seed supplier every year. There are also the in-kind services that can be realized through partnership with academic institutions. A good example of this is the study projected for 2018/2019 by a 400 level environmental law course at the University of Victoria on providing research and preparation to support the recommended development of the non farm use application to the ALC, should it be required. The University of Victoria Business School has also shown interest in working on the numerous feasibility studies (i.e. the Farm Retail Centre) that have been recommended in the plan and could significantly reduce the \$116,000 projected for feasibility studies.

7.4 Expenses

A detailed budget provides information both the development and ongoing operations of the SCF. There is a companion table that outlines how the cost estimates were arrived at for each of the line items. Of course, there are many ways that the farm could be developed and run. Clearly decisions of the LTO will need to be made going forward that may require additional information or considerations that would impact the cost estimates, as well conditions in the market may also alter costs (for example the construction industry per square meter cost for construction tends to fluctuate significantly). The financial plan is based on the proposed SCF plan and market conditions.

1. Management Expenses

In the Operations Section 9, there is an outline of the approach to management of the farm operations. It may take some time to set up the SCF society and Board of Directors. We have proposed a short term contract be awarded to a Transition Manager that could support getting the LTO in place and move forward any aspects of development that the District felt were important to do before the LTO was in place.

The next step would be for the LTO Board of Directors to hire a Director. We have based the Director wages on similar positions in the not-for-profit sector (size of staff and budget). The other key positions would then be put in place. We anticipate the annual staffing costs of the farm to be fairly consistent over time as the early years have significant up front work to do, and then as the farm develops there will be additional projects, land and relationships to manage. There are four key positions anticipated with an annual cost of approximately \$184,000. Which includes Mandatory Employment Related Costs (MERC's).

Additional staffing costs will be incurred as enterprises (like the Farm School and Retail Farm Centre) are developed and these have corresponding new revenue streams to cover these positions. There are also expenses estimated for Labour that would be required for farm infrastructure installation and maintenance (such as creating pathways, landscaping, or fixing burst irrigation pipes).

2. Capital Costs (Start Up)

Overall start up costs are proposed to put in the basic infrastructure the farm would need to initiate farming. This includes installation of power, water hook ups, fencing, pathways, some soil improvement inputs, portable bathroom, basic temporary storage, tools and equipment and farm drainage work in zones, 1. 2. and 3 and a greenhouse. The total for this is anticipated to be approximately \$240,000. Due to the delay in ability to generate revenues to cover these costs, the recommendation is for the District to provide a loan to the LTO to get these in place at the get go.

The Roads are also contemplated in the start up costs, and in line with the recommendations we have separated this cost out to be treated differently as is explained in the section on the District responsibilities below.

3. Long Term Operating Costs

The operating costs for the SCF society itself and basic farm and land maintenance are anticipated to be around \$100,000 per year. This includes things like power and water charges, insurance, accounting, professional fees, equipment and vehicle costs and repair, programming and communications costs, and grounds maintenance. Additional expenses like feasibility studies for new farm enterprises or development have also been estimated in this area of the budget. Farm operating costs also increase slightly with the construction of the Farm Retail Centre, as do corresponding revenues to cover these costs.

4. Cash Flow

Overall the projected plan shows that we should be into a positive working capital position except for in year two (slight deficit of \$12,000, which could be taken care of by a line of credit). Two ways that we have recommended to accomplish the challenges related to significant upfront need for capital and increase in revenues over the long term is to suggest two loans over this phase of the SCF development. This includes a loan from the District of North Saanich up front, and a second loan from a financial institution to develop the Farm Retail Centre in 2023.

5. Loans

The District may want to look to the Municipal Finance Authority for loans if necessary.

The Municipal Finance Authority of British Columbia (MFA) was created in 1970 to contribute to the financial well-being of local governments throughout BC. The MFA pools the borrowing and investment needs of BC communities through a collective structure and is able to provide a range of

low cost and flexible financial services. The MFA provides long-term, short-term, and equipment financing, investment management, and other financial services to communities and public institutions in BC.

The MFA provides short term financing under various pieces of [legislation](#) to help local governments with their cash flow needs. In the case of a municipality, it does not have to seek consent of their regional district to participate in short term borrowing which is the case for long term borrowing. There are no fees to set up a short-term loan. Interest is calculated daily, compounded monthly and automatically collected the 2nd business day of the following month. Payments of principal can be made by direct deposit, wire, cheque, or by EFT (by request). Each loan has a detailed statement of advances, repayments and interest owing with participants accessing their statements by logging into their account. Loans can be repaid at any time without notice or penalty (excerpt from their website www.mfa.bc.ca)

6. ESTIMATED LENDING RATES: 2019 FALL ISSUE from the MFA

Borrowing Terms	ESTIMATED - Fall
5 Years	3.00%
10 Years **	3.35%

7. Municipal Responsibility

The Sandown Community Farm relates to the Council strategic priorities:

- Protect and Enhance Rural, Agricultural, Heritage, Marine and Environmental Resources
- Encourage Compatible Commercial and Local Business Development
- Maintain a Strong Sense of Community
- Ensure Strong Leadership, Fiscal Responsibility and Transparent Government

Council's Strategic Plan calls for progressive leadership, service excellence, and outstanding stewardship of public assets. The Sandown Community Farm project is supported by various policy directives found throughout the Strategic Plan.

Sandown Community Farm is a major asset that the District owns, and the District and its residents will benefit from the long-term improvements to the property.

The District will use the ecological services of Sandown for its storm water management until improvements are made in the larger District infrastructure. This has involved the development of major drainage ditches on and alongside the SCF lands. There will be necessary ditch maintenance conducted by the District to ensure that the system can handle storm water events. This maintenance has necessitated the development of service roads on the site.

Just as it operates its other assets for public access and use ensuring public safety, it will also want to operate Sandown. Part of this will be ensured through an agreement with the SCF LTO and its management of the farm. It is also recommended that the District play a lead role in ensuring that the public access roads and pathways are constructed to public access standards, as well as maintained consistently and adequately over time. The long-term financial viability of the farm is based on a plan that supports farming on the land. Having the added benefit of public access to the farm and around it, as was clearly requested by the residents, should not be a burden of the farm sustainability plan.

It is our recommendation, after conversations with District staff, that the District develop and maintain any roadways that provide public access or are required for maintenance of drainage and ditches. Below is an explanation of how we estimated the cost of this road network at just over \$500,000. Annual maintenance costs are projected at 5% of the capital construction cost.

We also recommend that the District pay the property taxes, as well as provide installation of water services to the property at Glamorgan Road. Engineering estimated this to be \$17,000.

In terms of taxes, farms that obtain their farm tax classification qualify for relatively low per acre taxes. Farm income tax levels relate to the amount of farm-based income that must be generated to acquire lower agricultural property taxation rates. In order to obtain farm tax class, a farm must provide evidence to BC Assessment that they have reached "income thresholds" that are prescribed. The Sandown Community Farm would require a Minimum of \$2,500 plus 5% of the farmland value of the land for farm purposes in excess of 4 ha (10 acres). We recommend this expectation and arrangement would be written into the agreement with the LTO. This income threshold is expected to be made on the farm. As there will be leases involved in the property under the operation of the LTO [BC Assessment guidelines](#) apply.

All other management and financial arrangements will be outlined in a lease agreement with the LTO.

Note on Roads Estimates

As the remediation work is still incomplete and the land will still be altered before it sits in its final state there are some complicating factors to assessing the cost of building primary high use roads, secondary lower use roads and footpath ways. One area that was especially difficult is the area that runs along the property adjacent to the commercial operation as there is also the need for a bridge to be constructed to allow access across to the farmland on the north side of the property.

The STT developed a plan for road networks at Sandown looking at satisfying the following needs with the creation of the road network

- Farm access for machinery and farmers and farmworkers to the different zones
- Public access and parking at the Farm Retail Centre
- District Maintenance of the ditches for storm water management.
- Farm access road to the back of the property in the North East corner that uses the perimeter of the property so as not to cut across productive farmland. This could also be multi purposed to allow public access (walkers, horses).

Based on the quotes that we were able to receive the cost of the road network is significant.

We sought an estimate from Don Mann Excavating who have been working on the site and know it well. We looked at finding out the cost of building roads that would last over the long term given the soggy conditions that are present on the Sandown site (full quote available). We also sought a quote from the District of North Saanich Engineering for building a perimeter trail similar to the standards of the Dunsmuir Trail (\$120 per square metre). Construction of service roads are currently estimated at \$30,000 per km.

Based on this the following estimate for SCF roads was prepared:

Road use	cost	total length needed	Cost estimate
Heavy use (trucks, tractors, public driveway) 5 m wide x 6 deep	\$225 meter	468	105 401
Light use- walking, farm equipment , TBD	\$120 meter	2074	233,549
parking, permeable surface	\$69.93 square meter x.6 deep	2469	172,653
Total			\$511,603

The estimate includes

- Machine time to strip road & level soil beside the road
- loads of rock delivered
- loads of road base delivered
- Grade, level & compact rock & gravel
- Layout
- Culvert allowance for drainage

*Although there is considerable material available on Sandown currently to build some of the roadways, all of this has been promised to Platform Properties for the construction of the Sandown Commercial Park. The District instructed Platform to remove all of the roads, so we could do little repurposing of existing roads into the design. The road estimating was done with consideration of bringing in all of the materials needed. This price includes the import of all rock and gravel. The onsite crushed concrete and asphalt would be a usable product for the base, as an alternative if there is any available from Platform. This work should be performed in dry conditions. We would suggest August and September. This price does not include any professional consulting such as engineering or geotechnical testing and we anticipate that the District has this capacity to undertake this work.

The quote from Don Mann to do all of the roads and parking lot to a heavy use standard was approximately \$750,000. It is the recommendation of the Sandown Transition Team to:

- Reconsider the different types of roadways needed for ditch maintenance and farm access to a resource road or farm road standard. **This would greatly reduce the road construction costs.**
- Consider seasonal farm access and pathway access to the public, which reduces the standard of the road required.
- Consider phasing the road construction over time.
- Use easement along Glamorgan road for overflow parking to keep parking lot construction costs down (as well as decrease the impact of parking on farmland available for food production).

Including the cost of the roads to the standard recommended by the Don Man Quote into the farm development and operating budgets would make recovering this cost through operations revenues a real challenge to the viability of the farm.

8. Next Steps

Fall 2018:

1. Ensure the effective and timely completion of the reclamation and drainage plan with changes and enhancements as necessary
2. Immediate hire of an SCF Interim Transitional Manager (SIM)
 - a. Establish a budget
 - b. Define and terms of reference, responsibilities and authority
 - c. Immediate start, bridge to LTO
3. Establish an immediate transition management presence for Sandown Community Farm that would support the development of the Governance capacity for Sandown, the establishment of the LTO, as well as support opportunities that arise to garner funds, and support next steps in infrastructure development
4. Consider advancing some of the key infrastructure installation that is projected for early 2019
5. Consider loan request and undertake steps to develop this resource or seek alternative financing.
6. Continue Contract of the District agrologist to provide guidance on final reclamation and completion of the cover crop planting
7. Assessment of Roads development and planning

Early 2019:

1. District
 - a) Expedite the steps for creation of the LTO and achieve the timely start-up of the LTO
 - b) Support SCF ITM Establish basic infrastructure to ensure that some farming can begin in 2019, primarily water hook up as the first basic need
2. District Support the SCF TM in transitioning to the LTO and 2019 farm production
SCF ITM Tasks could include
 - a) Assess the current project status, including outstanding items

- b) Establish contact with all parties, build relationships
 - c) Establish an annual budget, if not already in place
 - d) Support District with oversight of the process for initial infrastructure (power, water, seacans, bathroom)
 - e) Encourage NW Corner reclamation and additional drainage in priority areas
 - f) Plan for 2019 land, soil and farmers
 - i. Engage the community regarding soliciting farm tenants
 - ii. Maintain oversight and facilitation until the farm is stable and/or the LTO is in place
3. Long Term Operator (LTO) first steps
- a. Establish BOD and register as a society
 - b. Recruit and hire Director
 - c. Formalize agreement with the District
 - d. Open a bank account and put in place financial management and HR policy, could be adopted from comparative organization and adapted over time.
 - e. Takeover infrastructure development
 - f. Begin to develop leases and community partner agreements

Let's get farming!



Concluding Statement

The transformation of this unique 83-acres (33 ha) of land into the Sandown Community Farm (SCF) began when the District of North Saanich took ownership of the majority of the former Sandown Raceway, collaborating with Platform Properties and the Agricultural Land Commission to secure it as a long-term community asset for local food production. SCF will become an innovative, community-focussed centre of food production and support sustainable land and water management for the District of North Saanich. The STT has provided a summary here of the site plan, development process, a governance and operations management plan as well as financial sustainability plan to assist in the process going forward.

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Appendix I- Community Engagement

The following table, organised by theme, summarises engagement with individuals and community organizations that contributed invaluable insight and wisdom into the Sandown farm planning process. This builds on the foundational community engagement work of the 2016 Vision Sandown phase.

Community Engagement for Farm Planning and Governance		
Patricia Reichart, Burgoyne Valley Community Farm	SSI Farmland Trust President.	in-person meeting
Dr. DeLisa Lewis	Owner of Green Fire Farms. PhD in soils and agroecology. Lead instructor for the UBC Farm Practicum in Sustainable Agriculture 2011-2014. Her teaching, research, and consulting continue with focus areas in soil nutrient management, farm planning, and new farmer training.	In-person meeting, follow up phone meeting
Joy Emmanuel	Turning Times Research and Consulting	Workshop at Farmer2Farmer conference: Co-op Options for your Farm business
Farmers' Needs		
Heather O'Hara	BC Association of	Full day Roundtable

<p>Emma Holmes Megan D'arcy Shauna MacKinnon Elizabeth Quinn Heather Pritchard, Keeley Nixon Mike Bomford, Kent Mullinix*, Caroline Chiu Candice Applebee Julia Smith Olga Lansdorp, Art Bomke</p> <p>Michalina Hunter</p> <p>Gillian Watt Hannah Wittman, Veronik Campbell, Lisa Powell, Clare Cullen Tara Moreau Lisa Powell Darcy Smith</p>	<p>Farmers Markets BC Ministry of Agriculture Smithers Farmer's Institute FarmFolk CityFolk Fields Forward Society Foodlands Cooperative of B.C. Kwantlen Polytechnic* University Small Scale Food Processors Small Scale Meat Processors Society Promoting Ecological Conservation Lillooet-Pemberton- Whistler-Squamish Thompson Rivers University University of British Columbia</p> <p>UBC Botanical Gardens University of Fraser Valley Young Agrarians</p>	<p>discussion, <i>Leaders in Diversified Agriculture</i>, May 8 2018, organised by the Ministry of Agriculture in Vancouver</p> <p>*Tour of Three Farm Schools and in person meeting</p>
<p>Caroline Chiu, MFRE</p>	<p>Farm School Coordinator & Research Associate Institute for Sustainable Food Systems at Kwantlen Polytechnic University</p>	<p>Email conversation</p>
<p>Peninsula and Area Agricultural Commission</p>	<p>Advisory body</p>	<p>Multiple meetings, PAAC representative walk-about</p>

Robert Maxwell	Farmer and retired soil surveyor	Multiple in-person meetings and email follow-up
Heather Verdin	Market Gardener at Honey Beet Farm	In-person meeting
Elmarie Roberts	Head Farmer, Sunbird Farm, Haliburton	In-person meeting
Shawn Dirksen	Farmer, Haliburton	In-person meeting. Follow-up emails
Mike Nyberg	Farmer, Haliburton	In-person meeting
Karen Ageson	Farm Manager, Farmers on 57th President Vancouver Urban Farmers Society	Multiple meetings
Natasha Ablack	Emerging farmer, hopeful future Sandown farmer	In-person meeting, follow up emails
Robin Herlinveaux	North Saanich Farmer	In-person meeting
Local Food Processing		
Ty James	sells to grocery stores, Red Barn, restaurants	Keynote Presentation at Farmer2Farmer 2018 Conference In-person meeting
Susan Tychie	Research Consultant, CRFAIR 201 Research into "Closing the Supply Gap" included conducting farmer focus groups about diversifying sales into the wholesale market.	In-person meeting
Geoff Pinch	Local Butcher	Phone meeting and

		email
Integration of Higher Learning, Student engagement		
Dr. Ken Josephson Professor	UVic Geography with emphasis on community mapping	Multiple meetings and engagement with Redfish Field School at Sandown
Dr. Deb Curran	Environmental Law Centre University of Victoria, student research and engagement	Meetings and phone conversations
Rhianna Nagel	Community Engagement Coordinator for University of Victoria	Multiple meetings and phone conversations
Redfish School of Change	This 15 credit field school is a partnership between GreenLearning Canada, the University of Victoria School of Environmental Studies, Western Washington University's Huxley College of the Environment, and The Centre for Canadian American Studies formed to make this unique program possible.	Hosted field school in North Saanich July 6- 10, with a focus on Sandown
First Nations Engagement and Partnership, Land and Waters Protection and Restoration, Indigenous Forest Food system planning		

Chief Tanya Jimmy	Elected Chief of Tseycum	In-person meeting, two follow up emails
Vern Jack	Tseycum elder	Multiple in-person meetings, community-based research project with University of Victoria ANTH 395 students
Earl Claxton Jr.	Tsawout elder	In-person meeting at Tod Inlet, discussing First Nations perspectives on place
PEPAᑖIYE English name Ashley Cooper	Education Coordinator WUIĆISTENEᑖ (Instructor) PEPÁᑖEN HÁUTW_ Native Plants & Garden Program ŁÁU, WELNEW_ Tribal School, BC	In-person meeting at Tod Inlet, follow up email
Judith Lyn Arney	Local ethnoecologist, raised in WŚÁNEĆ territory. Currently Judith manages the PEPÁᑖEN HÁUTW_ Native Plant Nursery, which supplies plants for these restoration projects and also serves as the home for the PEPÁᑖEN HÁUTW_ Native Plants & Garden Program at ŁÁU, WELNEW_ Tribal School. Judith has been	In-person meeting at Tod Inlet, follow up email

	coordinating the SNIDØEŁ Restoration Project with SeaChange since 2010.	
Robert Maxwell	Farmer and retired soil surveyor	Multiple In-person meetings and follow-up emails
Peninsula Streams		In-person meeting, Booth at Flavour Trails
Dr. Brenda Beckwith,	Senior Laboratory Instructor for the School of Environmental Studies at the University of Victoria. PhD on the ethnoecological reconstruction and restoration of the edible root food, camas (<i>Camassia spp.</i>) in Garry oak ecosystems. Head instructor for Redfish School of Change, Sessional Instructor in Environmental Studies, ethnobotanist for Parks Canada, and Land Stewardship Manager for the Salt Spring Island Conservancy.	5-day field school in North Saanich with a focus on Sandown
Social Enterprise Initiatives		
Lindsay Boyle	Senior Vice	In-person meeting,

	President/Partner at The Sound: Exploration Strategy Innovation; consultant to Whole Foods, founder/owner of Tutu Foods (small-batch, organic toddler snack company), Board member of Growing Chefs! For Urban Agriculture,	follow up email
Ian Robertson,	Associate Director, MBA Programs Sardul S. Gill Graduate School Peter B. Gustavson School of Business University of Victoria,	Email correspondence
Jordan Johnson,	Food Truck owner	In-person meeting, follow up email
Non-profit partnerships		
Matthew Kemshaw	Executive Director, Lifecycles	In-person meeting, follow up email
Jenny Szulc	Executive Director, Growing Young Farmers	In-person meeting, follow up email
Horticultural Therapy: Seniors and those with disabilities		
Deborah Fayerman,	Director of Sidney Senior Care	
Deb Masson	Parent of adult child with autism.	In-person meeting, follow up email

	Volunteered with quite a few organizations that advocate for and/or assist people with disabilities, including four years as secretary for the Victoria Society for Children with Autism.	
Children and Youth Teaching and Learning		
Kal Russell	Principal, North Saanich Middle School	In-person meeting
Jenny Szulc	Executive Director, Growing Young Farmers	In-person meeting, follow up email
Lindsay Boyle	Board member of Growing Chefs! for Urban Agriculture	In-person meeting, follow up email
North Saanich Equestrian Community		
Elaine Little	North Saanich equestrian community member	
Allotment Gardens, Community Orchards		
Val, Capital City Allotment	Manager and Board Member	In-person interview
James Bay Allotment Gardens Tenant	Long time gardener	In-person interview
Julia Ford	Coordinator, Welland	In-person interview

	Community Orchard	
Seed Saving		
Matthew Kemshaw	Board Member, Seeds of Diversity Network	In-person meeting
Pollinator Planting		
Robert Maxwell	Pollinator Partnerships Canada	Email conversation

Appendix II – Sandown Watershed and Ecosystems

11. Tseycum Creek Watershed

Tseycum Creek itself, in its original state did not occupy drainage channels in the Sandown area. The 1946 air photo does not show any organized drainage system. Subsequent aerial photos show man-made ditches and possibly buried tile lines built to move surface and subsurface water west towards the larger channels of Tseycum Creek.

The entire Sandown Community Farm site is within the Tseycum Creek watershed. Providing part of the source water and serving as a flood plain, significant parts of the Sandown lands are quite wet. After the planned drainage work, evaluation of subzones within the proposed activity zones will identify areas that can be retained, restored or enhanced as wetlands. The District of North Saanich has recognized wetlands as important areas for biodiversity - for indigenous insect, amphibian, reptile and bird populations.

From an assessment in 2012 by Peninsula Streams, the summer base flow to the creek is provided by *“the spring-fed tributary from under the airport runway from the Sandown property to the east, flowing down the ditch along Munro road, entering above the spring-fed tributary”*. Habitat restoration for salmon enhancement occurred on the lower creek on reserve lands. Land and creek degradation, however, on the streambed and flood plain on Sandown lands, plus the variability in summer bases led to a recommendation for no further salmon habitat restoration. The planned drainage work and tillage on the Sandown lands will likely negate any existing opportunity for Tseycum Creek watershed restoration for salmon.

12. Forest ecosystems in future SCF Zone 7

This area was assessed in 2012 and described as second growth forest vegetation with several sub-zones of wet and moist forest ecosystems. There are areas of primarily native conifers (Douglas fir, Western red cedar) with some bigleaf maple trees, all up to 80 years old. Some areas have primarily deciduous trees (native red alder, bigleaf maple and black cottonwood) 30 to 40 years old. At the east end of Munro Road, there is non-native common Hawthorne with a mixed overstory of red alder, black cottonwood and scattered Garry oaks.

Most of Zone 7 probably has not been farmed previously, possibly because many areas are quite wet with groundwater seepage, including a natural spring. It provides barred owl and other wildlife habitat, and refugia for native plants and insects. Invasive species and waste from previous activities need to be removed.

13. Shrub and tall grass ecosystems in future SCF Zones 4, 5 and 6

This is mostly comprised of scrubby, common hawthorn, some Nootka rose and several Rocky mountain juniper trees. Some of the invasive species (English ivy, Reed canary grass, Himalayan blackberry, English holly) need to be removed. If this area will be tilled, the native species - Nootka rose and the junipers should be transplanted as possible.

This includes the Northern buffer zone / hedgerow on northern property line of farm identified as a significant ecosystem asset for the farm. In 2018, the RedFish School of Change explored the Sandown lands and characterized this as an area that can be enhanced and restored to sustain and improve biodiversity on Sandown. This summary of their observations for the hedgerow was provided by ethnobotanist Dr. Brenda Beckwith, Senior Laboratory Instructor for the School of Environmental Studies at the University of Victoria.

The buffer/hedgerow on northern property line of farm is a significant asset for Sandown farmers and the community as it has a diversity of different native plant species and provides food and habitat for native pollinator species, small reptiles and birds. Animal species observed include barred owls, swallows, hummingbirds, garter snakes, swallow-tail butterflies, ground-nesting bees and bumblebees.

Protection is a priority for maintaining this biodiversity and for maximizing agricultural productivity through ecosystem services (e.g., water management, pest control, pollination) that this buffer zone provides.

14. Plant Species identified in Sandown Community Farm northern buffer zone / hedgerow

Plant species	Significance I=indigenous to region E= edible M= medicinal K=keystone species P= pollinator habitat
Garry oak	I, K; Garry Oak ecosystems are one of the rarest and most endangered in Canada; over 95 percent are gone.
Black hawthorn	I, E, P; soil-stabilizing; hardy, drought resistant
English hawthorn	
Willow species	I
Indian-plum	I, M, E; tolerates deep shade, poor and contaminated soils
Pacific crabapple	I, E, M
Saskatoon berry	I, E, M
Red osier dogwood	I; soil-stabilizing
Common Snowberry	I, M
Spirea, (hardhack)	I, M; moist to wet habitat
Oceanspray	I, P; good for erosion control
Nootka Rose	I, E, M, P
California Oat Grass	I; characteristic species of Garry Oak ecosystems
Scotchbroom	invasive species
Cut-leaf/evergreen blackberry	invasive species
Mayweed	
Strawberry spp.	

