



## The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Lindsay Chase, Director of Planning  
**Date:** May 13, 2025  
**Subject:** 3950 Carey Road - Rezoning Application  
**File:** REZ00784

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### RECOMMENDATIONS

1. That Zoning Bylaw, 2003, Amendment Bylaw, 2025, No. 10159 be approved by Council.

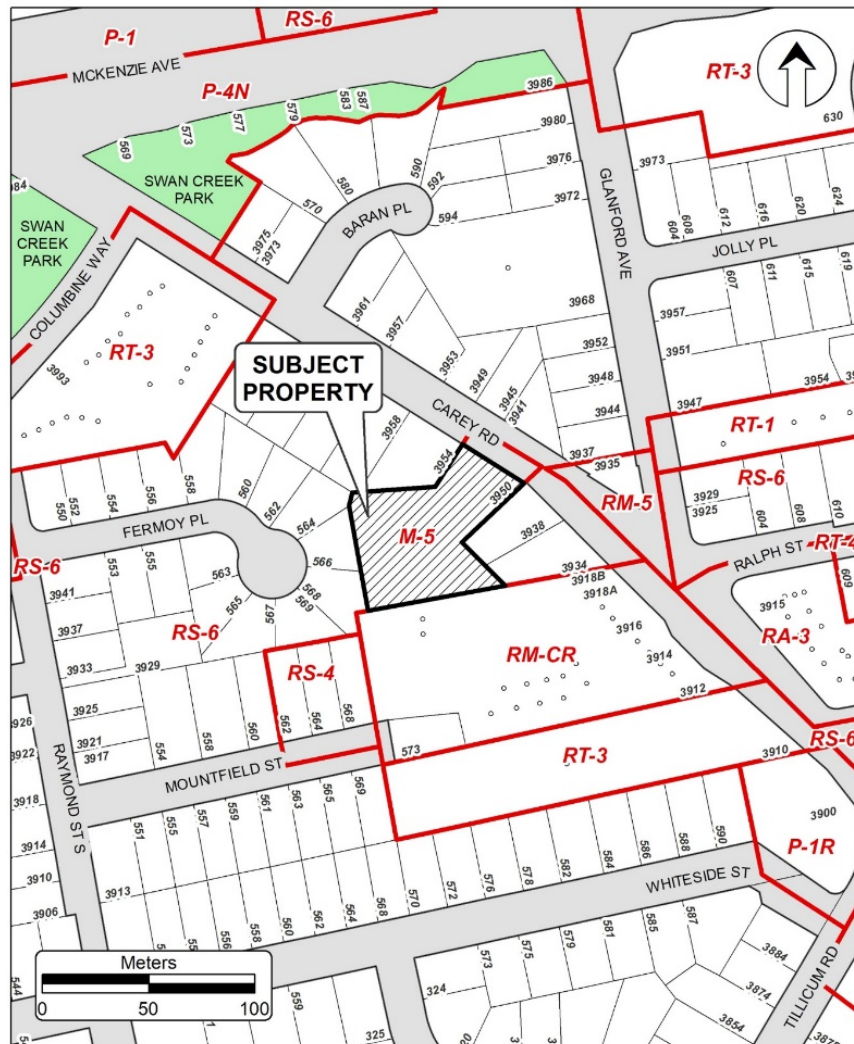
### PURPOSE

The purpose of this Report is to seek direction from Council on this application to amend the existing M-5 (Food Processing) Zone to add “apartment use” to this zone. This amendment will bring the existing Food Manufacturing (Bakery) use, and nine apartment units located at 3950 Carey Road into compliance with the Zoning Bylaw, 2003.

### DISCUSSION

#### Land Use and Neighborhood Context

The parcel is zoned M-5 (Food Processing) Zone and is designated “Neighbourhood” in the Official Community Plan (2023). The 3719 m<sup>2</sup> site is in the Carey Local Area. The surrounding land is primarily single-family residential, with a mixed residential development immediately to the south (See Figure 1).



**Figure 1: Context Map**

District of Saanich records suggest that the original building was constructed in 1940 and has for many years operated as a Bakery under the M-5 Zoning. As the zone is a type of Industrial Zone, the parcel, which is surrounded by Residential Zones, is somewhat of an anomaly. The 1999 Carey Local Area Plan had a specific Policy for this parcel recommending support for a rezoning to a low impact industrial or residential use. A Development Permit (DPR80-0030) has been in place since 1980, when an addition to the south and west of the previous building was erected.

The property houses a 2169 m<sup>2</sup> two-storey building with surface parking. A bakery takes up the ground floor of the building, the products of which are distributed to local grocers. Nine residential units, ranging from studio to four-bedrooms in size, take up space on the second floor.

This residential component was added at some point in the history of the bakery but is unlawful as the use is not permitted under the M-5 (Food Processing) Zone. The presence of these residential units came to the attention of the District of Saanich during a building inspection, and are the subject of a Bylaw Enforcement case, which is currently in abeyance pending the outcome of this Zoning Bylaw Amendment application.

The applicant states that the intent of the rezoning is to “bring the existing nine residential units on the property into zoning compliance to ensure the continued availability of important workforce housing for the ground floor bakery.” This in turn would ensure “that the existing bakery is retained, so that it may continue to contribute to the economic vitality of the neighbourhood.” This property is the only property in the District of Saanich with the M-5 (Food Processing) Zone so it in effect functions as a site-specific zone.

### **Policy Analysis**

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

#### Official Community Plan (2023):

##### **Strategic Land Use Direction #4 – Make Saanich a 15-minute Community**

Building on the existing network of Centres and Villages, make Saanich a walkable 15-minute community where all households within the Urban Containment Boundary are within a 15-minute (or 1.2 km) walk of key amenities.

- 7.4.1 Within Neighbourhoods, support a mix of housing types, unit sizes, and tenures including non-market, rental, ownership, and co-operative housing.
- 7.4.2 Supporting the following uses in Neighbourhoods:
  - b. Mixed use
- 7.6.3 Promote a regulatory framework that encourages retention of industrial uses and supports their economic vitality.
- 7.6.4 Identify priorities and provide direction for new and existing industrial lands, with an emphasis on future employment opportunities and goods and services delivery, as part of the implementation of the Saanich Economic Development Strategy.

#### Carey Local Area Plan (1999)

- 13.2 Do not rezone industrial lands to commercial uses.
- 13.6 Support rezoning 3950 Carey Road (Six Mile Bakery) to alternative low impact industrial uses or a residential use.

While the Official Community Plan (OCP) identifies the future land use for this site as “Neighbourhood” the site is currently industrially zoned with the M-5 zoning. Staff review found the existing use and proposed zoning bylaw amendment consistent with the general policy direction in the OCP and supportive of Strategic Direction #4 to “Make Saanich a 15-minute community”. The existing use provides diverse housing choices, employment opportunities, and food access/retail services within the Carey neighbourhood.

Staff believe that the original intent of Policy 13.6 in the Carey Local Area Plan (i.e., to support rezoning of the site to either low impact industrial uses or a residential use) was to effect a complete change in the land use. This current Rezoning application would accommodate a residential component but maintain the previous (and long-standing) industrial use. While not quite the outcome envisioned by Policy 13.6, staff also recognize that, given the Neighbourhood designation under the OCP, the site may redevelop again in the future to a wholly residential use. In the interim, the proposed rezoning to introduce a residential component can be supported.

It is also worth noting that no variances are sought as part of this proposal. The Zoning Bylaw, 2003, calls for a total of 16 parking spaces, consisting of 7 parking spaces for the industrial use, and 9 spaces for the residential use. Plans show a total of 21 spaces provided, which exceeds the Zoning Bylaw, 2003, requirements. The applicant has also submitted a Parking Study which concludes that the residential demand for parking is likely to be even less than that required under the Zoning Bylaw. For these reasons staff anticipate that the continuance of the residential component at this property is not likely to adversely impact the neighbourhood.

### **Proposed Amended M-5 (Food Processing) Zone**

The site is currently zoned M-5 (Food Processing) Zone. When 4247 Dieppe Road (the former Fatt's Poultry Farm) rezoned to the CD-4DR (Comprehensive Development Dieppe Road) Zone in 2015, 3950 Carey Road became the sole property in Saanich with the M-5 Zoning in place. Because of this, one option would be to modify the existing M-5 Food Processing) Zone to allow a residential component, as it would only apply to the subject property. Another option would be to create a new zone, based on the M-5 (Food Processing) Zone, but which includes a residential component. Staff recommend the first option, for two reasons: first, as noted, changes to the M-5 (Food Processing) Zone would only affect the subject parcel and second, it is anticipated that the Zoning Bylaw will be undergoing a significant makeover in the next few years. As the application consists of nine residential units, it is proposed to use that number as a cap on the maximum number of residential units allowed under the zone.

### **Consultation**

The applicant states that they reached out to the Mount View Colquitz Community Association (MVCCA) on November 21, 2024, and notified them of their intention to rezone the property.

A referral was sent from Saanich Planning to the MVCCA on January 22, 2025. A response was received February 13, 2025, stating that "MVCCA is supportive of this application provided the solution for this unique situation will not jeopardize the residency of the workers currently living there. We support the continuation of this housing for the bakery employees."

The MVCCA also stated "We request that this site-specific rezoning does more than preserve the form and character, it should secure the special live/work situation of the existing residents."

### **COUNCIL OPTIONS**

1. That Council support the Rezoning application. Staff recommend this option.
2. That Council reject the application.
3. That Council provide alternate direction to staff.

### **STRATEGIC PLAN IMPLICATIONS**

The subject proposal aligns with the Housing theme in the District of Saanich's 2023-2027 Strategic Plan by increasing the supply of diverse housing, and the Economic Development theme by diversifying and expanding the economic base.

**CONCLUSION**

The proposed rezoning of the property at 3950 Carey Road would bring nine currently illegal suites used for worker housing into compliance with the Zoning Bylaw. While it is anticipated that the site will redevelop at some time in the future, in the meantime the rezoning would have two positive outcomes; one is the retention of nine rental units, and the other is the assistance this would provide to a long-established local business.

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Reviewed by: Carl Purvis, Manager of Current Planning

Approved by: Lindsay Chase, Director of Planning

CB/kb

Attachments: Attachment 1 – Revised Schedule 925 - M-5 (Food Processing) Zone  
Attachment 2 – Zoning Bylaw Amendment, 2025, No. 10159

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director.

Brent Reems, Chief Administrative Officer