

# CAREY LOCAL AREA PLAN



THE CORPORATION OF THE  
DISTRICT OF SAANICH  
BRITISH COLUMBIA

References to General Plan,  
1993 throughout this  
document means the Official  
Community Plan, 2008 as  
adopted by Bylaw 8940 on  
July 8, 2008.

# CAREY LOCAL AREA PLAN

Appendix D to Bylaw 8940

Prepared by the Planning Department,  
The Corporation of the District of Saanich

**THE CORPORATION OF THE DISTRICT OF SAANICH**

**BYLAW NO. 8940**

**TO ADOPT AN OFFICIAL COMMUNITY PLAN**

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**WHEREAS** Section 875 of the *Local Government Act* provides that an official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government;

**AND WHEREAS** under Section 876 of the *Local Government Act*, a local government may adopt an official community plan;

**AND WHEREAS** under Section 876 of the *Local Government Act*, an official community plan must designate the area covered by the plan;

**AND WHEREAS** an official community plan has been prepared for all areas of the District of Saanich consisting of the General Plan, twelve Local Area Plans, and Development Permit Areas Justifications and Guidelines, attached hereto as Schedule "A" and comprising the following appendices:

Appendix "A"	-	General Plan
Appendix "B"	-	Blenkinsop Local Area Plan
Appendix "C"	-	Cadboro Bay Local Area Plan
Appendix "D"	-	Carey Local Area Plan
Appendix "E"	-	Cordova Bay Local Area Plan
Appendix "F"	-	Gordon Head Local Area Plan
Appendix "G"	-	North Quadra Local Area Plan
Appendix "H"	-	Quadra Local Area Plan
Appendix "I"	-	Royal Oak Local Area Plan
Appendix "J"	-	Rural Saanich Local Area Plan
Appendix "K"	-	Saanich Core Local Area Plan
Appendix "L"	-	Shelbourne Local Area Plan
Appendix "M"	-	Tillicum Local Area Plan
Appendix "N"	-	Development Permit Areas, Justification and Guidelines

**NOW THEREFORE** the Municipal Council of The Corporation of the District of Saanich in open meeting assembled enacts as follows:

1. The official community plan attached hereto as Schedule "A" comprising appendices "A" to "N" inclusive and made a part of this Bylaw is hereby designated as the Official Community Plan for the District of Saanich.

2. Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.
3. This Bylaw may be cited as the "Official Community Plan Bylaw, 2008, No. 8940".

Read a first time this 23<sup>rd</sup> day of June, 2008.

Public Hearing held at the Municipal Hall on the 8<sup>th</sup> day of July, 2008.

Read a second time this 8<sup>th</sup> day of July, 2008.

Read a third time this 8<sup>th</sup> day of July, 2008.

Adopted by Council, signed by the Mayor and Clerk and sealed with the Seal of The Corporation on the 8<sup>th</sup> day of July, 2008.

"CARRIE MacPHEE"

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Municipal Clerk

"FRANK LEONARD"

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Mayor

## TABLE OF CONTENTS

	Page
<b>1.0 INTRODUCTION .....</b>	<b>1</b>
Background .....	1
Public Involvement .....	1
Boundaries and Features .....	2
Community Organization .....	2
Social Profile .....	2
Land Use Character .....	7
 <b>2.0 COMMUNITY VISION.....</b>	 <b>10</b>
 <b>3.0 SOCIAL AND CULTURAL SERVICES .....</b>	 <b>11</b>
Youth .....	11
Parents/Families .....	12
Seniors .....	12
Personal Safety .....	12
Arts and Culture .....	12
<b>Policies</b> .....	<b>13</b>
 <b>4.0 HISTORICAL RESOURCES.....</b>	 <b>14</b>
<b>Policies</b> .....	<b>14</b>
 <b>5.0 URBAN CONTAINMENT BOUNDARY .....</b>	 <b>17</b>
<b>Policies</b> .....	<b>17</b>
 <b>6.0 PUBLIC WORKS .....</b>	 <b>19</b>
<b>Policies</b> .....	<b>20</b>
 <b>7.0 AGRICULTURE .....</b>	 <b>23</b>
<b>Policies</b> .....	<b>25</b>
 <b>8.0 ENVIRONMENT .....</b>	 <b>26</b>
<b>Policies</b> .....	<b>29</b>
 <b>9.0 HOUSING .....</b>	 <b>30</b>
Single-Family Housing .....	33
Wilkinson Valley .....	33
Two-Family Housing .....	33
Multi-Family Housing .....	34
Sites Carried Forward from Previous Plan .....	36
Proposed New Sites .....	38
Potential Redevelopment .....	41
Housing/Population Potential .....	41
Seniors Housing .....	42
<b>Policies</b> .....	<b>42</b>

*Continued overleaf*

<b>10.0</b>	<b>OPEN SPACE AND PARKS</b> .....	44
	Acquisition Priorities .....	44
	Greenways .....	47
	<b>Policies</b> .....	49
<b>11.0</b>	<b>MOBILITY</b> .....	50
	Road Network .....	50
	Trans Canada Highway .....	50
	Pat Bay Highway .....	52
	McKenzie Avenue .....	52
	Wilkinson/Helmcken Road .....	53
	Glanford Avenue/Burnside Road West .....	53
	Other Roadways .....	53
	Truck Routes .....	53
	Bicycle Facilities .....	56
	Pedestrian Facilities .....	56
	Transit Service .....	59
	Neighbourhood Traffic Management .....	60
	<b>Policies</b> .....	60
<b>12.0</b>	<b>COMMERCIAL</b> .....	64
	<b>Policies</b> .....	65
<b>13.0</b>	<b>INDUSTRIAL</b> .....	67
	<b>Policies</b> .....	69
<b>14.0</b>	<b>INSTITUTIONAL AND PUBLIC ASSEMBLY</b> .....	70
	<b>Policies</b> .....	71
<b>15.0</b>	<b>DEVELOPMENT COST CHARGE AREAS</b> .....	73
	<b>Policies</b> .....	75
<b>16.0</b>	<b>DEVELOPMENT PERMIT AREAS</b> .....	76
	<b>Policies</b> .....	76
<b>17.0</b>	<b>STRUCTURE MAP</b> .....	78
	<b>DEFINITIONS</b> .....	78

## MAPS

MAP 1.1	Regional Context.....	3
MAP 1.2	Topography .....	4
MAP 1.3	Existing Land Use/Zoning .....	9
MAP 4.1	Heritage Significance .....	16
MAP 5.1	Urban Containment Boundary.....	18
MAP 6.1	Sewers/Drains/Water .....	21
MAP 6.2	Sewer Service Boundary.....	22
MAP 7.1	Agricultural Land Reserve .....	24
MAP 8.1	Environmental Features .....	27
MAP 9.1	Housing Types .....	31
MAP 9.2	Single-Family Residential Minimums .....	35
MAP 9.3	Potential Multi-Family .....	37
MAP 10.1	Parks and Open Space .....	46
MAP 10.2	Trails/Walking Routes .....	48
MAP 11.1	Road Network.....	51
MAP 11.2	Truck Routes .....	55
MAP 11.3	Bicycle Facilities .....	57
MAP 11.4	Sidewalks .....	58
MAP 11.5	Transit Service .....	61
MAP 12.1	Commercial .....	66
MAP 13.1	Royal Oak Industrial Park.....	68
MAP 14.1	Institutional Land Use.....	72
MAP 15.1	Development Cost Charge Areas.....	74
MAP 16.1	Development Permit Areas .....	77
MAP 17.1	Structure Map.....	Back Cover

## FIGURES

FIGURE 1	Age Group Comparison.....	11
FIGURE 2	Housing Comparison .....	32

## TABLES

TABLE 1.1	Age Groups 1996 .....	5
TABLE 1.2	Carey Age Groups, 1986 and 1996.....	5
TABLE 1.3	Household Characteristics 1996 .....	6
TABLE 1.4	Housing Tenure 1996.....	6
TABLE 1.5	Labour Force Characteristics 1996 .....	7
TABLE 9.1	Residential Parcels and Dwelling Units, 1997 .....	30
TABLE 9.2	Multi-Family Development Guidelines .....	40
TABLE 9.3	Housing Unit Potential, 1999.....	41
TABLE 9.4	Residential Units and Population 1999 and Future .....	42
TABLE 10.1	Carey Park Summary .....	45
TABLE 14.1	School Capacity District #61 .....	70
TABLE 15.1	Development Cost Charge Summary.....	73

# 1.0 INTRODUCTION

## BACKGROUND

The Saanich Official Community Plan comprises the General Plan, 1993 and twelve local area plans. The General Plan provides a policy framework from an overall municipal perspective, while the local area plans provide more detailed policies at a neighbourhood level.

The local area plans set out comprehensive policies that help guide the future of individual communities. They supplement the General Plan by creating a local context and specific policies and guidelines to which Council can refer when making decisions on development proposals and capital works.

A local area plan is intended to provide a reasonable level of certainty about future use and development and the quality of life to be achieved, for residents, property owners, and others with an interest in the area. It also sets a context for considering development proposals, many of which may not have been anticipated when the Plan was updated. Council may amend the local area plan, following a public hearing, in response to a specific development proposal.

The first Carey Local Area Plan was adopted by Council in August, 1981. The Planning Department initiated a major review and a new plan was adopted in July, 1988. Since then, some amendments have occurred in response to specific development proposals; however, the basic policies have not changed.

On November 20, 1995, Council endorsed a program to update all local plans before 2001. A public participation process centered on tapping into the local knowledge and interest of residents, through the local community associations, was approved. The program recognizes, that while most of the basic land use policies are generally still relevant, changes are required to update statistics and maps and to acknowledge a new awareness of environmental and social issues.

### Public Involvement

Although the public participation process was simplified for the update, opportunity was provided for residents to be involved in the review. The public involvement process included advertisements in the local newspapers; meetings with the Strawberry Vale Ratepayers Association and a mail-in opinion survey delivered to all residents. An open house was held on June 25, 1998 to discuss the draft plan and receive comments from area residents.

***Note: References to the “Carey area” or “Carey” in this plan refers to the entire local area as shown on Map 1.1, while references to “Carey Road” relate directly to the roadway.***

## **Boundaries and Features**

As illustrated on Map 1.1 Carey lies in the southwest portion of Saanich. It is bounded on the east by Pat Bay Highway (Highway #17), on the south by Trans Canada Highway (Highway #1) and Harriet Road, on the north by Mann Avenue, and on the west by Holland Avenue, the Vancouver Island Regional Correctional Centre, and Wilkinson Road. McKenzie Avenue bisects the southern portion of Carey.

Adjacent local areas include: Rural Saanich to the west, Royal Oak to the north, North Quadra, Quadra and Saanich Core to the east, and Tillicum to the south. The area is in the southerly portion of Saanich, but central to the core area of Greater Victoria.

Carey is characterized by a series of hills and valleys as shown on Map 1.2. Prominent features include the Colquitz River system, Panama Flats and Knockan Hill and the Wilkinson valley escarpment. These physical features influence the road pattern and contribute to the character of the area.

## **Community Organization**

The Carey area is not represented by one association or group. Map 1.1 indicates the boundaries of active community associations. Residents in the south-western portion are represented by the Strawberry Vale Ratepayers Association. The Wilkinson Valley Residents Association covers the agricultural area in the central portion of the Carey area. The Royal Oak Community Association, Glanford Homeowners Association and the Carey-Tillicum Ratepayers Association cover the eastern area. As well as community associations, the Friends of Knockan Hill Park Society are active and focus on park preservation. The Courtland Hastings Agricultural Preservation Society (C.H.A.P.S.) is interested in the preservation of agricultural land in the Courtland Hastings area.

## **Social Profile**

The Carey area population grew by 1,000 persons over the last five years, to 15,000 in 1996.

Table 1.1 indicates population by age group for Carey and Saanich. Comparative data for the Capital Region District (CRD) and British Columbia provides a broader perspective. The profile shows that Carey has a larger proportion of population under 15 years of age and between 25-44 years than Saanich and BC as a whole. In addition, the proportion of adults 45 years and over is smaller. Carey has fewer seniors compared to the norms for Saanich, the CRD and BC.

**Map 1.1  
REGIONAL CONTEXT**

**Map 1.2  
TOPOGRAPHY**

**Table 1.1: Age Groups 1996**

Age Group	Carey Local		Saanich		CRD	BC
	#	%	#	%	%	%
0 – 4	1,140	7.5	5,180	5.1	5.2	6.3
5 – 9	1,175	7.7	5,905	5.8	5.6	6.6
10 – 14	1,225	8.1	6,500	6.4	5.8	6.8
15 – 19	930	6.1	6,530	6.4	5.7	6.5
20 – 24	920	6.1	7,020	6.9	6.6	6.5
25 – 34	2,415	15.9	13,690	13.5	14.6	15.7
35 – 44	2,930	19.3	16,375	16.2	16.3	17.0
45 – 54	1,740	11.5	13,990	13.8	13.5	13.2
55 – 64	1,070	7.1	9,265	9.1	8.6	8.6
65 – 74	1,060	7.0	9,415	9.3	9.2	7.3
75+	570	3.8	7,510	7.4	8.9	5.5
<b>TOTAL</b>	<b>15,175</b>		<b>101,380</b>			

Source: Statistics Canada 1996

Table 1.2 shows the age breakdown for Carey from 1986 to 1996. There has been an increase in the number of children under 14 years, and for adults age 35-55 and seniors over 65. The number of persons 15-34 has decreased slightly, and the number of adults between 55-64 has also declines.

**Table 1.2: Carey Age Groups, 1986 and 1996**

Age Group	Carey 1996		Carey 1986	
	#	%	#	%
0 – 4	1,140	7.5	905	7.4
5 – 9	1,175	7.7	890	7.3
10 – 14	1,225	8.1	880	7.2
15 – 19	930	6.1	930	7.6
20 – 24	920	6.1	800	6.5
25 – 34	2,415	15.9	2,255	18.5
35 – 44	2,930	19.3	1,875	15.4
45 – 54	1,740	11.5	1,235	10.1
55 – 64	1,070	7.1	1,240	10.2
65 – 74	1,060	7.0	840	6.9
75+	570	3.8	365	3.0
<b>TOTAL</b>	<b>15,175</b>		<b>12,215</b>	

Source: Statistics Canada 1996

As shown on Table 1.3, Carey's population is made up of a greater percentage of two parent and lone parent families with children at home. Saanich has a larger number of children per census family, but has a similar average household size as other areas. Household income is slightly higher than the provincial and Saanich average.

**Table 1.3: Household Characteristics 1996**

Characteristic	Carey Local Area		Saanich		BC
Total census families in private households	4,290		28,725		1,008,440
Average number of persons per census family	3.0		2.9		3
Average household income	\$53,519		\$52,384		\$46,909
Two parent families with children at home	2,250	52.4%	12,530	43.6%	47.0%
Single parent families with children at home	650	15.1%	3,810	13.3%	13.8%
Average # of children in family	1.2		1.0		1.1

Source: Statistics Canada 1996

Table 1.4 indicates that more Carey residents are likely to own their own homes than residents in other parts of Saanich or in the province in general.

**Table 1.4: Housing Tenure 1996**

Tenure	Carey Local Area	Saanich	BC
Owned	77.7%	73.7%	63.8%
Rented	22.3%	26.3%	35.9%

Source: Statistics Canada, 1996

Carey's labour force has higher participation rates than other parts of Saanich and the province. There is a greater participation in the labour force for both males and females.

**Table 1.5: Labour Force Characteristics 1996**

Labour Force	Carey Local Area	Saanich	BC
Participation	71.6%	65.5%	67.6%
Male	77.6%	72.5%	75.6%
Female	66.0%	59.0%	59.9%

Source: Statistics Canada, 1996

### Land Use Character

Carey is a diverse community with a mostly suburban character, although there are some rural and urban elements. The primary rural area is located in the south Wilkinson Valley which is characterized by fields and larger land holdings. The more urban area is located south of McKenzie Avenue near Trans Canada Highway. Map 1.3 shows the land use in Carey.

The predominant housing form is single-family dwellings forming 98% of all residential parcels. The 2% dedicated to multi-family sites includes four parcels zoned for apartments, 22 zoned for attached housing, two for personal care and 35 single-family dwellings. Most multi-family sites are located south of McKenzie Avenue, off Glanford Avenue north of the industrial park, on Wilkinson Road near Carey Road, and on Interurban Road south of Wilkinson Road. These sites provide 632 dwelling units.

The Carey area has several primary transportation routes that provide both access to the community and access for through-traffic coming to and from up-island, the peninsula and downtown Victoria. Pat Bay and Trans Canada Highways, on the boundary of Carey, provide access for regional and up-island travel. McKenzie Avenue traverses the southern portion of Carey and provides a linkage between the two highways. Key routes through the community include Glanford Avenue, Carey Road, Interurban Road and Wilkinson Road. East-west routes across the local area are not well defined. Although the Carey area is bisected by several primary transportation routes, the area is characterized by quiet residential enclaves.

Major institutions in Carey include the Vancouver Island Regional Correctional facility and the Pacific Forestry Centre. Schools in the area include: Glanford, Marigold, McKenzie, Northridge and Strawberry Vale Elementaries; Colquitz and Spectrum Secondary Schools; and the Pacific Christian School and Montessori School. Churches include: St. Joseph's, Church of the Holy Spirit, Saanich Baptist, New Life Community Fellowship, Christ Community Church, The Church of Jesus Christ of Latter-Day Saints, Christian Life Church, Christian Reformed and Garden City United.

The area does not contain any large shopping centres, but has several neighbourhood grocery stores. Retail services are available nearby at Tillicum Mall, Royal Oak Shopping Centre, Broadmead Centre and Town & Country Shopping Centre.

Carey also accommodates industrial uses in the Royal Oak Industrial Park.

Carey has a number of parks scattered throughout the area, but the primary open space features is the Colquitz Linear park. The open space and trail system lies adjacent to the river and creeks and offers an almost continuous connection from north to south. The Galloping Goose alignment runs along the Trans Canada Highway on the south edge of Carey. This trail is a significant pedestrian and bicycling amenity for the area.

**Map 1.3**  
**EXISTING LAND USE / ZONING**

## 2.0 COMMUNITY VISION

The policies in this plan are intended to contribute toward the attainment of a community vision. While the vision may not be completely endorsed by all residents, there is a general consensus about the direction of the vision.

This vision paints a picture of what residents would like about the Carey area; we hope they would describe it as follows:

*Carey has maintained its rich residential and agricultural history that reflects construction of the Interurban rail line to Strawberry Vale and the hill and valley topography dominated by Colquitz River. While remnant agricultural parcels exist, primarily in the flood plain, the area has a predominately suburban character.*

*Park land is a major feature in Carey as is the linear link following the Colquitz River that connects the many parks that offer both passive and active recreation opportunities. Primarily within the park system the environmental attributes of the community have been preserved or enhanced. Fish are flourishing in the Colquitz River and tributaries, wildlife traverse the area and waterfowl continue to overwinter in wetland areas. Remnant Garry oak meadows and fir forest are thriving in parks and on private lots.*

*The majority of housing continues to be single-family, but there is a variety of housing types scattered throughout the area that meets the needs of all family types including singles and seniors. This enables residents to stay in the community as their lifestyles and housing choices change.*

*The Royal Oak Industrial Park, the Forest Research Centre and the Vancouver Island Correctional Centre continue to enhance the economic vitality of the area and offer neighbourhood employment opportunities. The small commercial areas scattered throughout Carey have flourished as access to neighbourhood commercial uses has become more important as a community value.*

*Carey is valued as an area that has good transportation access via the adjacent highways to downtown, the ferries and up-island. Within the local area, there is growing use of transit, cycling and walking. The road and pedestrian facilities have been upgraded to allow for safe and comfortable use of these alternative modes of transportation. Social and environmental criteria have been applied to the major roads to mitigate the negative impacts of these primary traffic routes. The opportunity to develop a Light Rail Transit line along the Galloping Goose alignment to service Care and the Western Communities continues to be protected.*

*Carey continues to be a community of contrasts and variety that contribute to it being a good place to live. Residents take pride in their neighbourhood and endeavour to make children, youth and seniors feel safe.*

### 3.0 SOCIAL AND CULTURAL SERVICES

**Goal:** Ensure the provision of social and cultural services are adequate for the health of the community.

#### Youth

The population in Carey has a greater proportion of youth under 19 years of age than municipal and provincial norms (see Figure 1). This suggests the need for community facilities and programs that support this population.

A youth activity centre can be accessed at G.R. Pearkes Community Recreation Centre in neighbouring Tillicum Local Area. Pearkes Arena has a youth activity centre with drop-ins several nights a week and special events such as dances. Commonwealth Place offers Friday night teen programs for youth between 13-16 years of age.

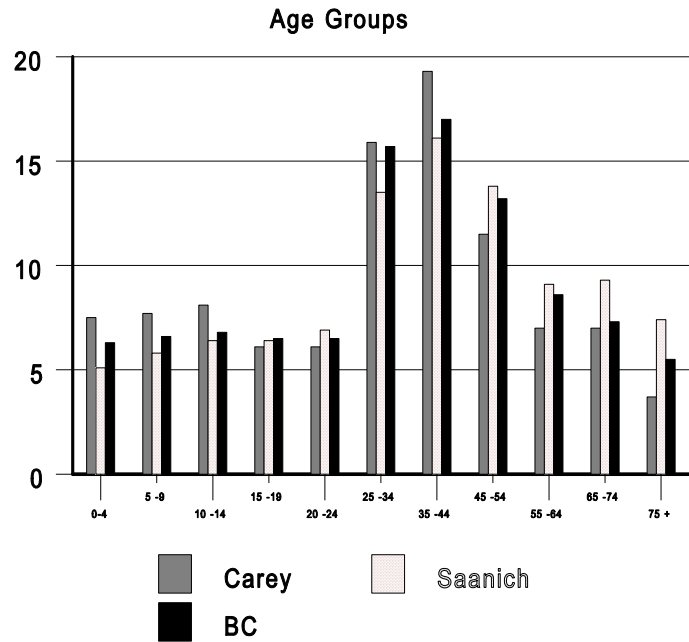


Figure 1: Age Group Comparison

In order to meet the demand within the Local Area boundaries, programs for youth are also delivered through various schools and seasonally in various park locations. For example a popular Friday night floor hockey for teens (13-18) is hosted at Marigold Elementary School. These services are free or have a nominal charge.

The need for additional youth services in the immediate Carey area is a growing concern despite the programs already provided.

The Spectrum Job Search Centre in the strip mall at Interurban/Wilkinson Road is sponsored by the Spectrum Community School Association and offers employment training programs for marginalized families and at-risk youth. The centre offers high school completion and job training through the youth internship program for those aged 16-21.

Youth and family counselling, for those children aged 8-12, is delivered at neighbourhood elementary schools.

## **Parents/Families**

Carey has a high percentage of young families (see Figure 1), characterized by adults, 25-44 years, and children. Programs organized by Saanich Parks and Recreation for families include summer playground programs at area parks. Parent advisory groups and resident associations can be important sources of input for necessary programs such as a babysitting course for teenagers and safety camp. More parenting support has been identified as a need for young adults with children. There is a shortage of facilities; however, the new joint use agreement between School District #61 and the District of Saanich may provide access to more facilities.

## **Seniors**

There is a smaller proportion of seniors in Carey compared to other parts of Saanich (see Figure 1) and corresponding less emphasis on seniors' services in the area. This may be related to the fact that most of the housing is family-oriented. Only 2% of all dwellings are apartment or personal care units. Such housing may allow seniors to remain in the area where they have developed social ties, as their housing needs change. Consideration must also be given to the commercial services infrastructure for older seniors, which is missing in the area. Senior Government social housing programs focus on the needs of families. This should be broadened to address the growing senior population and their special housing needs. Capital Region Housing Corporation and other non-profits are also responsible for providing social housing and should consider broadening the focus from families to include seniors' housing.

Generally churches have filled a role in providing support for seniors; however, it has not been a facilities-based approach. The one exception is the development of a seniors' apartment building by the North Douglas Pentecostal Church.

## **Personal Safety**

Community police services are delivered in a number of programs. Crime prevention through the Block Watch program includes safety audits, safety checks and public meetings. Through the schools' program students have access to police liaison officers at Colquitz and Spectrum schools. There is also a program to establish "police posts" or mobile temporary police stations at malls and community recreation facilities like Pearkes Community Recreation Centre,

## **Arts and Culture**

Spectrum Community School has a new state-of-the-art theatre and flexible performance space that was opened in 1996. It has been used mostly by neighbourhood schools, but is open to community groups as well. A joint-use agreement for the theatre between the school board and the municipality to allow better community access is being negotiated.

## **POLICIES**

- 3.1 Provide resources through the budget process for the development of programs for young families.
- 3.2 Increase provision of community facilities and activity programs for teens with special emphasis on at-risk youth.
- 3.3 Review the availability of and demand for support services for seniors within the Carey area.
- 3.4 Encourage Community Associations and groups to implement neighbourhood programs such as the Block Watch program.
- 3.5 Encourage development of community arts through the use of the theatre at Spectrum Community School.
- 3.6 Encourage resident associations and parent advisory groups to have a consistent role in determining the need for community services.

## 4.0 HISTORICAL RESOURCES

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**Goal:** Preserve and enhance significant heritage resources.

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The Carey area was settled in the early 1850's. Pioneers such as John Helmcken and Kenneth McKenzie have a continuing legacy as names for significant roads in the community.

The subdivision of some of the farms in the area was the result of land speculation based on plans for the BC Electric Interurban street car. This line was constructed in 1912-13 and ran for 11 years.

Map 4.1 illustrates the inventoried structures of heritage significance. Structures include a variety of homes built between 1893 and 1955, Mount View High School, Strawberry Vale Schoolhouse, Wilkinson Jail (now the Vancouver Island Regional Correction Centre), and the Wilkinson Road Methodist Church. Many of the designated heritage homes are Craftsman or Arts and Craft styles built in the early 1900's. The community worked for the preservation of Stranton Lodge from demolition in Knockan Hill Park. The original Strawberry Vale School was constructed in 1893 and in 1913; a two room school was built. The building is located on the Strawberry Vale School site on Hastings Avenue. (Detailed information about these heritage resources can be found in the report titled "Saanich Heritage Structures: An Inventory").

Exterior changes to designated structures require a Heritage Alteration Permit issued by Council. All inventoried and designated heritage sites and structures are monitored by the Saanich Heritage Advisory and Archival Committee to ensure alterations are in-keeping with the heritage significance and character.

There has been an assessment of significant trees in the municipality and a list prepared. Section 710.01 of the Municipal Act permits Council to designate specific trees as significant due to their heritage or landmark value or as wildlife habitat. Recognition of these trees will be through adoption of a municipal bylaw under the direction of the Significant Tree Committee. Properties with significant trees include: 3891 Carey Road, 1020 Iris Avenue and 4155 / 4158 / 4162 Wilkinson Road.

### POLICIES

- 4.1 Preserve the public visibility of inventoried and designated heritage resources indicated on Map 4.1.
- 4.2 Encourage design compatibility when considering rezoning, subdivision and development permits in the vicinity of heritage structures.

- 4.3 Continue to fund and encourage the Saanich Heritage Foundation in their efforts to promote the restoration of the heritage inventory.
- 4.4 Support the efforts of the Saanich Heritage Advisory and Archival Committee to preserve heritage resources in Carey.

**Map 4.1**  
**HERITAGE SIGNIFICANCE**

## 5.0 URBAN CONTAINMENT BOUNDARY

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**Goal:** Contain urban growth within the Urban Containment Boundary.

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Generally the Urban Containment Boundary designates the area that can be serviced by a gravity sewer system. Lands within the boundary are expected to develop to urban and suburban uses and those outside the boundary are expected to remain rural. The western boundary of Carey corresponds with the Urban Containment Boundary except for lands along Holland Avenue and Hastings Street which physically drain to the west. Panama Flats, also remains outside the Boundary in recognition of the floodplain and agricultural designation (see Map 5.1).

Minor amendments to the Urban Containment Boundary may be approved by Council, if additional information indicates gravity sewer service is possible to an exiting sewer system. There is some opportunity to make minor boundary amendments within some lots fronting Holland Avenue south of Blue Ridge Road. At this time, there is no plan to expand into new catchment areas.

### POLICIES

- 5.1 Support the concept of developing land within the Urban Containment Boundary for urban uses.
- 5.2 Consider only minor amendments to the Urban Containment Boundary to include lands which can be serviced by gravity to an existing sewer system.

**Map 5.1**  
**URBAN CONTAINMENT BOUNDARY**

## 6.0 PUBLIC WORKS

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**Goal:** Coordinate the provision of public works with land use and transportation in an efficient, cost effective and environmentally sensitive way.

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Underground services such as sanitary sewers, storm drains and water lines are provided by the municipality. BC Hydro provides power. Communication services are provided in co-operation with Telus and Shaw Cable. Terasen offers natural gas service to the area.

Topography and administrative boundaries define the areas serviced by the three underground services. Water is provided to all parcels within Carey. Storm drains comprise a combination of pipes, open ditches and natural watercourses. Sanitary sewers on the other hand are regulated by the Sewer Enterprise Boundary. Map 6.1 illustrates the location of trunk lines for underground services.

The majority of Carey is within the Sewer Enterprise Boundary (Map 6.2), which defines the area served by the sanitary sewer system. There is sufficient capacity within the sewer system to service all lands within the Urban Containment Boundary Area in Carey, however, the Wilkinson Valley and Panama Flats are still outside the Sewer Enterprise Boundary. Minor amendments to the boundary are considered twice annually on application by property owners, for those areas that can connect to an existing sewer by gravity.

In 1997, the Engineering Department canvassed land owners in the Wilkinson Valley to determine if there was support for the extension of the sewer system to their lands. These lands are within the Urban Containment Boundary and with the exception of those parcels in the Agricultural Land Reserve, designated for urban development. The Engineering Department is working with valley residents to develop a plan which addresses the servicing issues. Council will be considering a future Sewer Enterprise Boundary amendment as the first step in the development process. In order to have comprehensive development and servicing for the valley, planning for potential land use, municipal servicing, transportation and circulation and open space should be integrated. There are no plans to sewer Panama Flats.

The storm sewer system, the natural watercourses and the floodplain within Carey are interrelated. The Carey area is serviced by a storm drain system as shown on Map 6.1. There is sufficient capacity to service all lands within the Urban Containment Boundary.

Some residents have requested that open drains should be replaced by a piped system. Open storm drains are replaced as a condition of approval for commercial, industrial and multi-family developments. They are often replaced when a roadway is widened or if unsafe conditions exist. Residents may also request ditch replacement through a Local Improvement Levy. A portion of the cost of the work is applied to the directly benefiting properties and amortized over a number of years. However, the grassed open ditches provide an environmental benefit through a filtering function which can improve the quality of stormwater entering natural systems and by slowing water down before it enters the receiving stream.

Map 6.1 also shows lands within the floodplain. These areas delineate lands 1.5 m above the flood level taken from air photos flown February, 1974. A permit to deposit fill is required with few exceptions. The intent of the Fill bylaw is to preserve the natural drainage system and the natural ability to manage flood waters.

Saanich, in conjunction with senior government agencies and area residents, is undertaking the Durrell Creek Watershed Management Plan, which will address drainage and agriculture issues as well as fisheries, ecological and recreational values. While only a small part of the Durrell Creek Watershed is in Carey, upstream impacts could affect the downstream area.

## **POLICIES**

- 6.1 Extend the Sewer Enterprise Boundary to include the south Wilkinson Valley, excepting those parcels to be retained in the ALR as shown on Map 7.1.
- 6.2 Approve minor amendments to the Sewer Enterprise Boundary, other than as identified in Policy 6.1, only if the property can be connected by gravity to a sewer system without replacing or deepening existing sewers.
- 6.3 Do not amend the Fill Prohibition Area identified in Bylaw No. 7058, Deposit of Fill or the Floodplain Development Permit Area in Appendix N, Development Permit Areas, Justification and Guidelines unless there is proof that the present boundary is incorrect based on more detailed flood data.
- 6.4 **Undertake an action plan process for the south Wilkinson Valley, including the escarpment, to integrate the planning for agriculture, residential land uses, environmental conservation, municipal servicing, transportation and pedestrian circulation and open space** (also see policy 8.7 and 9.6). *See Schedule 1, South Wilkinson Valley Action Plan approved February 18, 2002.*
- 6.5 When undertaking projects that affect stormwater, consider enhancement of the drainage system, the streetscape, safety and environmental qualities.

**Map 6.1**  
**SEWERS / DRAINS / WATER**

**Map 6.2**  
**SEWER SERVICE BOUNDARY**

## 7.0 AGRICULTURE

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**Goal:** Retain contiguous agricultural parcels for agricultural use.

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Land in Carey has been farmed since the early 1850's and some lands remain in agricultural use, portions of which lie within the Agricultural Land Reserve (ALR). See Map 7.1. Most of the agricultural land in Carey is small land holdings which is common on the Saanich Peninsula.

The Agricultural Land Reserve was established in 1974 to preserve high quality agricultural lands from development. The Agricultural Land Commission Act requires that designated land is used or retained for agricultural purposes. Changes to land use, including the subdivision of parcels, must be supported by the municipality and requires approval from the Agricultural Land Commission.

Of the 19.3 ha designated as ALR, only 7.04 ha within Panama Flats are actively farmed. The other ALR parcels include the church at the corner of Mann Avenue and Wilkinson Road, a parcel at 3885 Wilkinson Road which is designated in the General Plan, 1993 for exclusion from the ALR, three hobby farms and the uncultivated Sang Lee farm property in the Wilkinson Valley.

Lands not being farmed could be considered for community allotment gardens which would keep the land productive. Interested residents could approach the landowners directly to negotiate for community gardens.

Lands within Panama Flats (16.6 ha) are being farmed and have a high agricultural capability rating. Preservation of this area is consistent with municipal wide policies to preserve agricultural lands. Some of this area does not have the added protection of the ALR designation because it was subdivided into small lots. The plan consolidation completed in 1993 makes an application to include these lands in the ALR possible.

Sections 879 and 920(10), of the Municipal Act allow Council to establish a development permit area for the protection of farming and requirements for screening, landscaping, fencing and siting of buildings or structures in order to provide for the buffering or separation of development from farming on adjoining land. Panama Flats merits such special protection to ensure farming can continue. The lands adjacent to those ALR designated lands in the Wilkinson valley should also be considered for DP protection as part of an action plan.

An A-1 zoned parcel along Swan Creek next to Pat Bay Highway at Vernon Road is used as an allotment garden, administered by the Capital City Allotment Society. As these plots are within the riparian zone for Swan Creek consideration should be given to reviewing the fertilizer, pesticide and herbicide use on this site. Another allotment garden is located on the School District property at 649 Agnes Street.

**Map 7.1**  
**AGRICULTURAL LAND RESERVE**

## **POLICIES**

- 7.1 Do not forward applications for exclusion to the Agricultural Land Commission for lands shown for retention on Map 7.1.
- 7.2 Support applications to remove lands from the Agricultural Land Reserve shown on Map 7.1.
- 7.3 Initiate an application, in consultation with the owners, to designate the farmland within Panama Flats as Agricultural Land Reserve shown on Map 7.1.
- 7.4 Initiate an application, in consultation with the owners, to remove the ALR designation from the 1.4 ha parcel at 701 Mann Avenue.
- 7.5 Use provision of the Farm Protection Act when considering disputes over nuisance from farms zoned for agricultural use.
- 7.6 Designate an Agricultural Development Permit Area on non-agricultural lands adjacent to parcels in the ALR to protect farming under Sections 879 and 920(10) of the Municipal Act, and prepare an amendment to Appendix N of the Official Community Plan Bylaw 7044.
- 7.7 Support the continued use of the Ministry of Highways and Transportation land adjacent to Pat Bay Highway as a community allotment garden.

## 8.0 ENVIRONMENT

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**Goal:** Identify and protect areas of ecological significance, restore ecologically damaged sites, and enhance the overall health of ecological systems.

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The initial step to environmental protection is the identification of significant features. Saanich has initiated a municipal wide inventory of environmentally significant areas which will include an assessment of sites which require restoration. Map 8.1 identifies those features within Carey that have been identified as having environmental significance.

Colquitz River and its tributary, Swan Creek, are the area's major aquatic ecosystem features. The watersheds for these systems cover most of Carey and extend far beyond the local area boundaries. They are vital and vibrant fish habitat for a number of species including Coho salmon and cutthroat trout.

The Municipal Watercourse Bylaw restricts fouling, obstructing, or impeding the flow in watercourses in order to maintain the quality of water and the rate of flow. As salmon bearing streams, Colquitz River and Swan Creek are also governed under the Federal Fisheries Act. The Municipal Act provides Council the authority to establish a development permit area for the protection of the natural environment by a variety of means, including specifying lands subject to hazards, requiring preservation of natural watercourses, regulating development of lands above natural boundaries of watercourses and if requested by the Minister of Environment Lands and Parks, protecting fisheries through erosion control or protection of creek banks.

The riparian zone is the area adjacent to streams, lakes, or wetlands, the transition between water and land. In a healthy ecosystem, the riparian zone is vegetated, often with plants, shrubs and trees that are distinct from the surrounding uplands. Riparian zones provide:

- pollutant removal through filtering which is especially important in agricultural areas, along golf courses and in urban areas where runoff contains high levels of sediment and nutrients;
- shade for the stream which keeps water cool in the summer;
- large woody debris in the stream;
- stream channel stabilization;
- water, cover and food for animals, including invertebrates, birds and fish;
- movement corridors for wildlife; and
- areas of high biodiversity.

Through the Colquitz River land acquisition program initiated in 1969, most of the land adjacent to both Colquitz River and Swan Creek is municipally owned and zoned for park. As an indication of the importance of the riparian zones, both within parks and on private lands, consideration should be given to establishing a development permit area.

The impact would be that work in the area would require Council approval of a development permit that addresses environmental protection before work is undertaken.

**Map 8.1**  
**ENVIRONMENTAL FEATURES**

The issue of stormwater quality and quantity discharging into natural streams is particularly important in Carey because the major creeks within Saanich flow through Carey. The land use relationship with water discharge from parcels can result in many pollutants, such as oil, gas, lead, heavy metals and pesticides, running off property and streets directly into receiving streams via the storm drains. Water quality in streams is also negatively affected by excessive amounts of nutrients (nitrogen and phosphorus) from fertilizers, composting grass and leaves deposited along the banks, and animal faeces. An education strategy is required to help residents understand that their actions can directly affect the health of the creeks.

Storm drains, which include open ditches along roads, are directly connected to streams. From an ecological perspective, open ditches aid in filtering contaminants from stormwater and act to slow the water flowing through the ditches. The result is less stress on the natural qualities of the receiving streams. Some residents have requested the replacement of open ditches with piped storm drains. As much of Carey was developed before the requirement for underground storm drain requirements is particularly relevant. This is a municipal wide issue that will be addressed through a separate process.

A small portion of the Durrell Creek watershed is within Carey. This watershed is the focus of a special planning process looking at the interrelated facets of drainage and sustainable agriculture, while encompassing wildlife, fisheries, ecological, and recreational viability. The group includes representation from individual property owners, several associations including Strawberry Vale Ratepayers Association and Strawberry Vale Wetlands and Agricultural Lands Nature Stewardship (SWANS), and municipal, provincial and federal government staff. The work of this group is separate from the Local Area Update; however, there is an overall relationship. The intent is that the outcome of this planning process will be integrated into the Local Area Plan as appropriate.

Carey also includes significant vegetation areas, most of which are within natural parks. Species include: Garry oaks and associated meadow plants, Douglas fir, grand fir and many other native (indigenous) plants. Many of these plant communities are limited in the geographic areas in which they are found and therefore, protection and enhancement is particularly important. In addition, individual large trees and isolated shrub areas are valuable wildlife habitat. These features are particularly important for wildlife if they link larger green spaces.

The Wilkinson Valley contains some areas of particular significance. An "Ecological Inventory of the Wilkinson Valley" undertaken as part of the work to design the sewer system, identified a variety of plant communities including marsh / swamp wetlands, Garry oak / Douglas fir, old growth coniferous forest and cottonwood, red alder forest. The areas to be protected, if the area develops, have not been identified. An Action Plan process will provide the forum for all interests to be considered.

## **POLICIES**

- 8.1 Encourage the protection of indigenous vegetation, wildlife habitat and riparian environments when considering applications for change in land use.
- 8.2 Preserve indigenous trees, shrubs, plants and rock outcrops within parks, boulevards, unconstructed road rights-of-way and other public lands.
- 8.3 Designate a development permit area to protect the riparian areas of Colquitz River, Swan Creek and Durrell Creek.
- 8.4 Identify areas requiring stream and riparian zone restoration.
- 8.5 Develop and implement a stream and riparian zone restoration plan in partnership with landowners, the community, schools and universities, and other government agencies.
- 8.6 Develop an environment education program with the community, industry, institutions and schools to:
  - reduce non-point pollution flowing into the Colquitz River system;
  - increase understanding of importance of streamside (riparian) vegetation;
  - increase awareness of the need to protect important plant communities; and
  - increase awareness of the impacts and alternatives to the use of fertilizer, pesticides and herbicides.
- 8.7 **Undertake an action plan process for the south Wilkinson Valley, including the escarpment, to integrate the planning for agriculture, residential land uses, environmental conservation, municipal servicing, transportation and pedestrian circulation and open space** (also see policy 6.4 and 9.6).  
*See Schedule 1, South Wilkinson Valley Action Plan – approved February 18, 2002.*

## 9.0 HOUSING

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**Goal:** Provide a variety of housing types, including sensitive infill to meet the needs of residents while maintaining local area character and liveability.

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Carey has a strong single-family character. Its location near major retail services, the Victoria General Hospital, several elementary and secondary schools, Camosun College Interurban Campus, and major transportation corridors contributes to its desirability as a dwelling location. Some variety in housing form is available to residents as shown on Map 9.1.

New residential development will include infill single-family housing through subdivision or large lots into smaller parcels and the redevelopment of vacant or large lots for two-family or multi-family developments. While some new developments can be supported, they must be compatible with the neighbourhood character and quality.

Table 9.1 provides a breakdown of the types of residential parcels and number of dwelling units for the area. The dominant residential parcel and dwelling type is single-family, with 98% of the parcels and 81% of the dwelling units respectively. Two-family dwellings account for less than 1% of total residential parcels and 1.5% of total residential dwelling units. Attached housing and apartments form 17% of the residential dwelling units.

**Table 9.1: Residential Parcels and Dwelling Units, 1997**

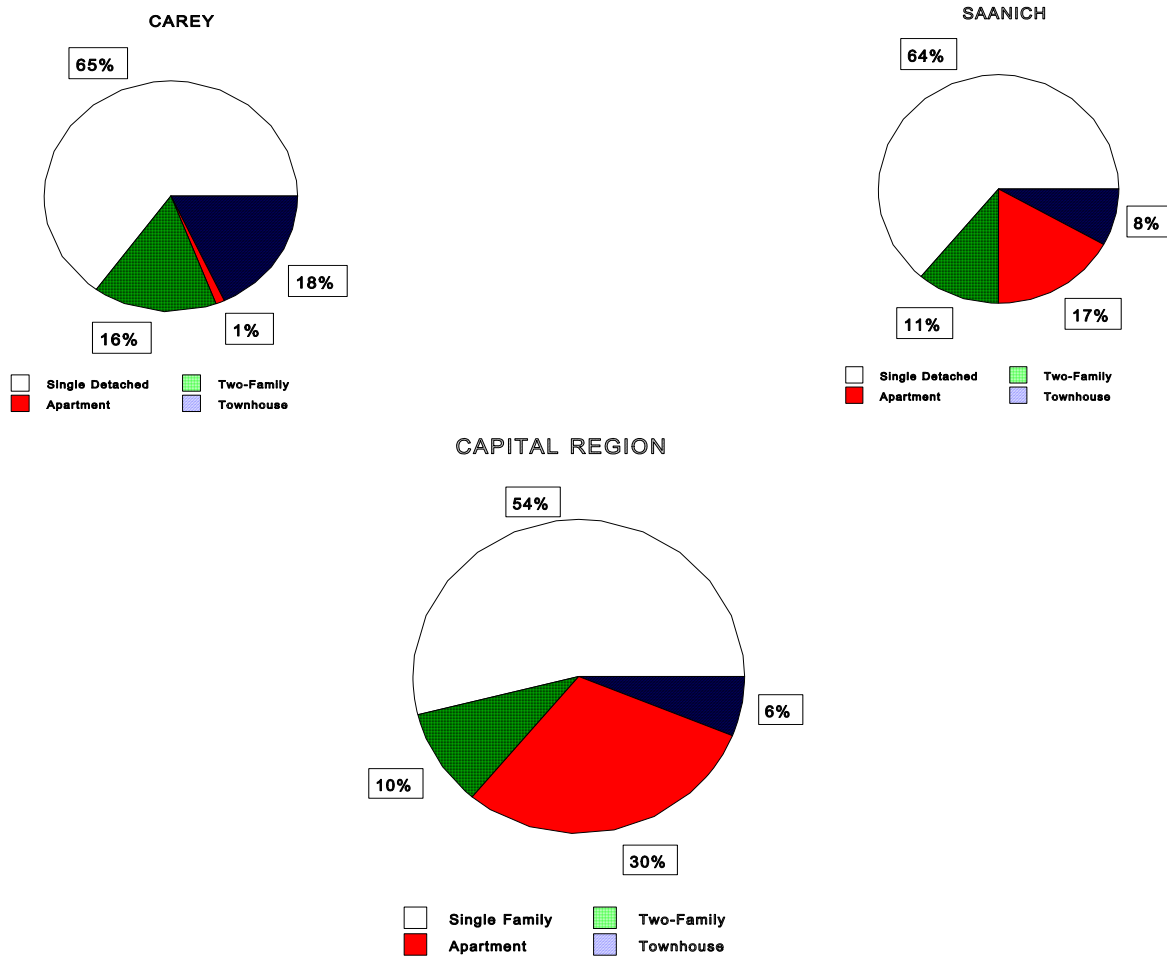
ZONE	ZONED PARCELS		DWELLING UNITS	
	Number	Percent of Total Parcels	Number	Percent of Total Units
A/RS – single family	4424	99.4	4424	81.4
RD – two-family	40	0.9	80	1.5
RT – attached	24	0.5	793	14.6
RA – apartment	4	0.1	107	2.0
RP – personal care	1	0.02	27	0.5
RM – residential mixed	1	0.02	3	0.05
<b>TOTAL</b>	<b>4494</b>	<b>100</b>	<b>5434</b>	<b>100</b>
* includes parcels zoned A-1, A-2 and A-5				

Source: Permit Plan

**Map 9.1  
HOUSING TYPE**

Figure 2 provides a comparison of the Carey housing types, with both the Municipality of Saanich and the Capital Region. Carey has a larger proportion of single-family, two-family and townhouse housing, and a smaller proportion of apartment housing compared to Saanich or the CRD.

**Figure 2: Housing Comparison**



Source: Statistics Canada 1996, from Profile of Municipality of Saanich, Capital Region and BC and Profile of Municipality of Saanich Census Tracts from Capital Regional District.

A mix of housing means a variety of dwelling types, e.g. single-family, two-family, townhouses, apartments, senior housing, a choice of tenure, e.g. rental and ownership, and a range of housing costs. This mix is viewed by many as a foundation for a healthy community. It allows residents to remain in the community as their lifestyle and housing needs change. Carey has limited rental accommodation and special accommodation for seniors and persons with disabilities.

Little change in the type and size of housing is expected and single-family housing will continue as the dominant residential land use.

## Single-Family Housing

There are several large lots scattered throughout Carey that could be subdivided under the current zoning for single-family development. Map 9.2 identifies the proposed lot sizes for lots that will require rezoning in order to subdivide in accordance with the inherent policy to develop lands within the Urban Containment Boundary. Those parcels that are to retain a 2 ha lot minimum are also identified. There is also some potential for rezoning to permit lot sizes less than the standard 560 m<sup>2</sup>, however, it is expected those proposals would be considered on their merits taking into account lot and surrounding conditions.

Ralph Street and Canterbury Road were the focus of a mini-planning study in 1993 to examine the potential for small-lot infill development. The study determined that the creation of several new infill lots fronting Ralph Street could be achieved without removing dwellings and with minimal disruption to the streetscape. Due to the sprawling homes on larger footprints, however, and a wide right-of-way, which results in a more open streetscape, infilling through small lot subdivision on Canterbury Road was not supported. The conclusions from that study have been brought forward into the policy section of this plan.

## Wilkinson Valley

The 1988 Plan clearly designated the Wilkinson Valley for residential development, with a 665 m<sup>2</sup> minimum lot size, subject to servicing. The question of servicing is complex. The cost and design relates to the retention of lands in the Agricultural Land Reserve, acquisition of rights-of-way and the develop ability of the land related to pedestrian access, open space and the preservation of environmentally significant areas.

In September 1997 Council directed staff to "...work with the Wilkinson Valley residents on the final design of a gravity sewer system servicing all 51 properties subject to obtaining all permits and easements required". Work is underway and a report will go back to Council outlining a comprehensive approach based on the outcome of the combined constraints. It is likely that the original estimates of possible lot creation will not be met. A maximum total of 170 units in the Wilkinson Valley were used to generate housing unit potential in Table 9.4. An Action Plan should be undertaken to create a residential development scheme including consideration of housing type and density and to address environmental issues.

## Two-Family Housing

There are 40 two-family parcels in Carey. Two-family dwellings are governed by policies 6.5 and 6.6 in the General Plan which states:

*6.5 Require that a two-family dwelling lot has:*

- a) 1.3 times the minimum lot size of the largest adjacent single-family zone.*
- b) a minimum lot width of 20 m (65 ft) of 1.3 times the minimum lot width of the largest adjacent single-family zone, whichever is the greater, as measured at the front building line, and*

- c) *where a local area plan policy supports a zone with a minimum lot size that is smaller than the existing subdivision minimum, then the policy shall apply for the purpose of calculating the minimum area for a two-family dwelling lot.*

6.6 *Evaluate zoning applications for two-family dwellings on the basis of neighbourhood context and lot size, building scale and design, and access and parking.*

Two-family dwellings can provide a more efficient use of a limited land resource, and well designed units with adequate off-street parking may be compatible with single-family dwellings. There are several streets in Carey where lots meet the lot size criteria for two-family dwellings, however, although a parcel may meet the size and width criteria of *Policy 6.5*, not all will necessarily be suitable for two-family use. *Policy 6.6* provides additional criteria beyond lot size for evaluating rezoning applications. A parcel must be rezoned and a development permit approved before a two-family dwelling can be constructed. The neighbourhood context, the quality of the proposal, and resident acceptance of two-family dwellings will affect the actual amount of two-family development. The process provides an opportunity for the neighbourhood to review the proposal and to express its support or concerns to Council.

### **Multi-Family Housing**

If well served by transportation services and close to amenities, new sites within Carey may be suitable for multi-family housing. Development permit guidelines can ensure that the development of these sites is compatible with adjacent single-family housing. Multi-family developments should also provide sufficient open space amenity area on-site for residents. This may require a development variance permit or some form of incentive if additional open space or amenities are provided. Map 9.3 indicates potential multi-family sites, including three of the seven sites that were identified in the 1988 Local Area Plan, but have not yet been developed. The previous plan established densities for each potential multi-family site. This has not been carried forward to this plan, as flexibility should be provided and the merits of each proposal considered and site specific densities established as the application proceeds.

**Map 9.2**  
**SINGLE FAMILY RESIDENTIAL MINIMUMS**  
**(Rezoning Required)**

## Sites Carried Forward From Previous Plan

**Site 1** contains 1.03 ha in two RS-6 parcels, 3912 & 3914 Carey Road, owned by the British Columbia Building Corporation and operated as a youth group home. A bakery is located to the north and an attached housing development lies to the south. With vehicle access provided to Carey Road this site should have little impact on the single-family dwellings on Mountfield Street. Consideration should be given to creating joint access with the development to the south.

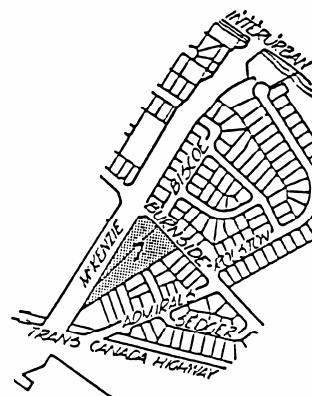
**Site 2** contains .85 ha in six RS-6 parcels at 3937 & 3962 Glanford Avenue and 3945 & 3949 Carey Road, south of McKenzie Avenue. The north parcel contains a dwelling while to the south are four parcels with one house under one ownership, plus one additional single-family parcel. Any development will need to be sensitive to the adjacent residential dwellings to the north on Glanford Avenue. 3962 Glanford Avenue was identified in the previous plan and continues to have potential for multi-family use; however, the site should be expanded to include the parcels to the south. That portion of 3962 Glanford Avenue fronting on Baran Place should be considered for development as single-family residences.

**Site 3** is a .43 ha site comprising five RS-6 parcels on lots 3911, 3915 & 3917 Carey Road and 605 & 609 Ralph Street. Three of the lots have homes. The site slopes steeply away from Carey Road toward the single-family homes to the east. Any development would require consolidation and have at maximum two storeys from the Carey Road elevation with covered parking. The building profile should step down to the east. Care should be taken to avoid overshadowing the adjacent residential dwellings.

**Site 4** comprises four RS-6 parcels with an area of 2.2 ha located on 634, 636, 640 & 650 McKenzie Avenue west of McLellan Street. Swan Creek runs through the western corner of the site and any development including these lands will require consideration of the impacts on the creek. The site will not have direct access to McKenzie Avenue and will be required to use the frontage road for primary site access. Access through Trafalgar Crescent would only be considered for emergency vehicles or if the site were to be redeveloped for single-family. Any development will need to be sensitive to the single-family dwellings adjacent to the site on McLellan Street, Baltic Place and Trafalgar Crescent.

**Map 9.3**  
**POTENTIAL MULTI FAMILY**

Rezoning for multi-family dwellings on McKenzie Avenue south of Burnside Road (Site 7 from the 1988 plan-see inset map), is not supported at this time as portions of the site may be required for intersection improvements at Trans Canada Highway and McKenzie Avenue. The potential of the site for multi-family housing should be re-evaluated once an intersection plan is available from the Ministry of Transportation and Highways.



### Proposed New Sites

The General Plan established an Urban Containment Boundary which limits new areas for development. If housing choice is to be provided to residents, then some opportunities for multi-family must be identified throughout the community. Multi-family housing can provide affordable accommodation for both owners and renters. Given the high housing prices, consideration should be given to address this issue.

Several additional sites have been identified where multi-family housing might be accommodated. These sites are close to services, parks and recreation opportunities and have good access to the road network and the transit system.

New forms of developments can impact adjacent land uses. Development guidelines have been suggested which aim to mitigate the negative impacts and integrate new development into the community.

**Site 5** is a 6.4 ha site comprising four parcels owned by School Board #61. These lands being held for a new school, however, if this does not occur, they could be considered for mixed residential. The site is well located for access to roadways and transit service. It is relatively near jobs in downtown Victoria, the Saanich core and the Royal Oak Industrial Park. Any development would need to be sensitive to single-family homes backing onto the site on Glanford Avenue, Agnes Street and Kenneth Street. Pedestrian access across the site to link Glanford Park and Pacific Christian School should be provided. Traffic would be an issue because of the school.

**Site 6** is a 1.7 ha parcel zoned A-1 located at 4143 Wilkinson Road at the Intersection of Interurban Road. The previous plan identified this site for single-family dwellings with a minimum lot size of 780 m<sup>2</sup>. This parcel is across from a small commercial node and at a busy intersection. Additional residences in the area would support this node becoming more of a village centre for the surrounding area. The community sees this site as having a potential for a mixed commercial/seniors' residential development. Commercial uses on the ground floor would contribute to the village centre concept for the area. The residential above provides for a modest increase in density to support a range of commercial uses. The development may be well suited for a seniors' housing complex.

A multi-family design would also address the requirement to not allow driveway access at this location. The site is near the Camosun College Interurban Campus and would provide a choice of housing type in this area of Carey. This would work towards creating a more sustainable neighbourhood; however, access and frontage issues need to be addressed.

Other sites may arise over the life of the plan and should be considered on their merits with respect to compatibility with adjacent residential developments. Table 9.2 provides multi-family development guidelines for the sites identified on Map 9.3.

**Table 9.2: Multi-Family Development Guidelines**

<b>Site on Map 9.3</b>	<b>Size (ha)</b>	<b>Guidelines</b>
Site 1	1.03	Attached housing form Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Right turn in/out to Carey Road Consolidate parcels
Site 2	0.85	Single-family and attached housing form Single-family on Baran Place Retain trees wherever possible Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Only one access to Glanford Avenue and one to Carey Road
Site 3	0.43	Attached and apartment housing form Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Access to Ralph Street Consolidate parcels
Site 4	2.2	Attached housing form and/or single family Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Preserve water quality and riparian area of Swan Creek Provide public walkway access to McKenzie Avenue, Trafalgar Crescent, Colquitz Linear park and potential development on Site 5 Multi-family units should access onto McKenzie Avenue frontage road with controlled emergency vehicle access to Trafalgar Crescent only Single-family development may consider access to Trafalgar Crescent Consider including three lots fronting McKenzie Avenue
Site 5	6.4	Alternative land use institutional reserve (School District #61) Single-family and attached housing form Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Access to Agnes Street Consolidate parcels
Site 6	1.7	Mixed use – commercial and residential Any commercial development should be limited to the ground floor Consider a senior's housing project Design should contribute to a village centre atmosphere Development should be compatible with the Colquitz River Linear park If required, acquire riparian areas along the river Provide public access by foot bridge to the park Building height and design should acknowledge adjacent development Limit overshadowing of adjacent single-family lots Access to Dunsterville Avenue – requires road widening Consolidate parcels
Site 7	0.29	Attached housing form Building height and design should acknowledge adjacent development Access to Santa Rosa Avenue

		Retain Garry oaks where possible
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### Potential Redevelopment

In addition to new developments, there is on-going pressure for redevelopment. Older homes or commercial and industrial lands may be subject to redevelopment proposals which may continue the existing land use or suggest new land uses. For instance, many older service stations are being closed and rehabilitated. These lands, depending upon the situation may be suitable for other forms of commercial uses or be suitable for multi-family. Since these sites cannot readily be identified through a planning process, developments of this type are often reviewed by Council and require amendments to the local area plans. While some may be subject to rezoning applications, and therefore, have a full public review, others may require only a development permit. Both these processes provide an opportunity for full community review.

### Housing/Population Potential

There are few vacant single-family lots and a limited potential for subdivision, with the exception of lands in the Wilkinson Valley. Table 9.3 indicates the potential for residential dwelling units in Carey, assuming development of vacant and potential subdivided single-family lots, development in the Wilkinson Valley, and development of all six multi-family sites. An estimated 448 single-family and multi-family units could be created which would result in 5,434 total dwelling units.

**Table 9.3: Housing Unit Potential, 1999**

Dwelling Type	Existing	Percent of	Potential	Total	Percent of	Percent Growth
Single-family/Two-family*	4504	82.9%	281	4705	81%	6.4%
Multi-family	930	17.1%	167	1101	19%	17.9%
<b>TOTAL</b>	5434	100%	448	5806	100%	8.9%

\* An estimate of potential two-family development is not included as these are zoned on a case by case basis with the support of the local community.

Maps 9.2 and 9.3 indicate the potential residential sites used for Table 9.3. The percentage of single-family units of total existing units is 83% and there is only a slight decline to 81% with future development.

The 1996 population is 15,175 and the dwelling units are 5,434, which results in a population to dwelling unit ratio of 2.8 persons per unit. Therefore, the potential total unit of 5,806 would result in a total population of 16,260.

**Table 9.4: Residential Units and Population 1999 and Future**

<b>Dwelling Type</b>	<b>1997</b>	<b>Future</b>
Single-family	4,504	4,705
Multi-family	930	1,101
Total Units	5,434	5,806
Population per Unit (ppu)	2.8	2.8
Population – units X ppu	15,175	16,260

### **Seniors Housing**

There is an apartment located at 651 Jolly Place to provide accommodation for seniors. This facility was intended to be associated with the North Douglas Pentecostal Church; however, the units were sold on the open market. While statistical data indicates there are less seniors in general in Carey, consideration could be given to additional facilities in Carey so that special needs residents and long time residents can remain in the area as their housing needs change. While specific sites for seniors/special needs housing are not being identified in this plan, these facilities should be located with direct access to transit service, have sidewalks in the area to allow for safe walking and wheelchair routes, and if possible be near commercial services.

### **POLICIES**

- 9.1 Protect and maintain the stability and character of Carey by maintaining single-family housing as the predominant residential land use.
- 9.2 Support rezoning to the minimum lot sizes as shown on Map 9.2 in areas to be developed.
- 9.3 Consider subdivision and rezoning for single-family infill development in established neighbourhoods that is compatible with and contributes to the character and quality of the community and preserves privacy of dwellings.
- 9.4 The design and scale of two-family dwellings should be compatible with adjacent single-family dwellings and have regard for the number of two-family and multi-family zoned properties in the area, as well as meet the requirements of the General Plan policies.
- 9.5 Maintain the minimum lot area of 2.0 ha outside the Urban Containment Boundary as shown on Map 9.2.
- 9.6 **Undertake an action plan process for the South Wilkinson Valley, including the escarpment, to integrate the planning for agriculture, residential land uses, environmental conservation, municipal servicing, transportation and pedestrian circulation and open space** (also see Policy 6.4 and 8.7). *See Schedule 1, South Wilkinson Valley Action Plan – approved February 18, 2002.*

- 9.7 Provide opportunity for a variety of housing types by considering applications to rezone to multi-family use sites identified on Map 9.3.
- 9.8 Apply the development guidelines identified on Table 3 when considering rezoning and/or development permit applications for multi-family use.
- 9.9 Encourage multi-family developments to provide additional private open space amenity.
- 9.10 When considering proposals for seniors or special needs housing give regard to locational criteria including:
  - near transit service
  - adjacent to sidewalks
  - sidewalks should accommodate wheelchairs
  - good access to retail commercial and medical services
  - good access to social services such as libraries and recreation centres
- 9.11 Support rezoning for small lots subdivision on Ralph Street, between the frontage road for Pat Bay Highway and Swan Creek, subject to specific site constraints, including the location of existing structures, vegetation and required setback variances.
- 9.12 Do not support rezoning and subdivision to small lots on Canterbury Road, between the frontage road for Pat Bay Highway and Swan Creek.

## 10.0 OPEN SPACE AND PARKS

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**Goal:** Protect and enhance the system of parks and open spaces for the benefit of residents.

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Carey has nearly double the adopted guideline for neighbourhood parks with 17 parks including half of the elementary school sites. In addition, there are four community parks including two secondary school sites, and the Swan Creek and Colquitz-Carey municipal parks. Table 10.1 lists the parks and Map 10.1 shows existing parks.

The parks provide playing field opportunities such as Copley, Hyacinth and Glanford Parks, as well as unstructured recreation provided in Edge and Marigold Parks. Of particular note for this part of Saanich, is the amount of park space in a natural state.

The Colquitz Linear Park was first discussed in a report titled “Colquitz River: An Appraisal and Plan” in December 1967. The municipality has included the concept in local area plans and in the General Plan and has acquired property over the past 30 years toward establishing a continuous park corridor and trail from Beaver Lake to Portage Inlet. Acquisition within the Carey local area is almost complete and much of the trail system is constructed. This park system forms the first example of a greenway for Carey and the municipality.

The Galloping Goose regional trail has been improved recently with the addition of bridges over roadways. The trail is now continuous through Carey. The use of the trail by cyclists, pedestrians, and runners is increasing; the regional trail will eventually provide an off-road link from Sooke to the Swartz Bay Ferry Terminal.

### Acquisition Priorities

The Parks Priority Study 1994 identified several future park additions in Carey. Additions were noted for Panama Hill and Knockan Hill community parks and for Swan Creek and Colquitz-Carey municipal parks. Some of these are in the process of being completed.

A new park, Loenholm Park, has also been identified. This park lies adjacent to the Correction Centre and is intended to protect the watercourse and be a connection to the Colquitz Linear Park. The municipality is working with School District #61 to obtain more land for Glanford Park from its holdings north and east of the park.

The proposed acquisition areas are noted on Map 10.1.

**Table 10.1: Carey Park Summary**

<b>Park</b>	<b>Total Area (ha)</b>	<b>Park Type</b>
<b><i>Neighbourhood Parks</i></b>		
Baxter	2.18	Special Purpose/Scenic Access
Copley East	1.281	Natural/Unstructured Recreational
Copley West	3.359	Natural/Structured Athletic/Unstructured Recreational
Dunbar	0.4	Natural
Edge	0.93	Unstructured Recreational
Glanford	2.58	Structured Athletic/Unstructured Recreational/Special Purpose
Glanford Elementary	2.206	Structured Athletic/Unstructured Recreational
Industrial Buffer	3.417	Unstructured Recreational
Marigold	2.616	Unstructured Recreational
Marigold Elementary	2	Structured Athletic/Unstructured Recreational
McKenzie Elementary	1.15	Structured Athletic/Unstructured Recreational
Moor	1.029	Natural
Northridge Elementary		Structured Athletic/Unstructured Recreational
Rosedale	4.08	Natural/ Structured Athletic/Unstructured Recreational
Springridge	0.359	Unstructured Recreational
Strawberry Vale Elementary		Structured Athletic/Unstructured Recreational
<b><i>Total Neighbourhood Parks</i></b>	<b>36.151</b>	
<b><i>Community Parks</i></b>		
Colquitz Secondary	2.484	Structured Athletic/Unstructured Recreational
Hyacinth	5.11	Structured Athletic/Unstructured Recreational
Knockan Hill	8.674	Natural
Panama Hill	8.96	Natural
Spectrum Secondary	3.113	Structured Athletic/Unstructured Recreational
<b><i>Total Community Parks</i></b>	<b>23.231</b>	
<b><i>Municipal Parks</i></b>		
Colquitz River	34.056	Natural
Swan Creek	10.166	Natural
<b><i>Total Municipal Parks</i></b>	<b>44.222</b>	
<b>Total All Parks</b>	<b>103.604</b>	

**Map 10.1  
PARK AND OPEN SPACE**

When residential development occurs in the Wilkinson Valley, consideration should be given for additional park needs to serve this neighbourhood. A linear pathway system should be identified and acquired and a neighbourhood park should be considered.

### **Greenways**

Carey has a well established greenway system. Along the south boundary of the local area, the new Galloping Goose Regional Trail provides unique connections to not only city destinations, but also rural experiences. Direct access to the trail from Carey occurs at several locations along the right-of-way. Portions of the trail have trees providing some shade in summer and noise attenuation from Trans Canada Highway, while other portions are quite open. Enhancements to the trail environment should be considered to improve the trail experience. The Colquitz River Trail provides a backbone of a north-south system. Linkages through the Industrial Buffer and Copley Park connect to the Colquitz system in the northern portion of Carey. Trails are shown on Map 10.2.

Lanes through residential areas near North Road and Interurban Road should be evaluated to determine their suitability for public greenway access. Swan Creek Park provides a southerly east-west link. Opportunities to link the Colquitz system with lands in the Wilkinson Valley, east to Marigold Park and west to Knockan Hill Park need to be evaluated through the development process. Identification of a possible greenway link from the McKenzie Avenue pedestrian overpass north to the Royal Oak Industrial Park along Raymond Street has been suggested. A link from the Baxter Avenue pedestrian overpass north-west through the Industrial Park to the Colquitz park system is also required. Map 10.2 identifies trails and existing sidewalks and walkway connections that could be used to create greenway linkages. Criteria to evaluate greenways will be identified through the municipal greenway/spaces strategy.

Greenways are linear green corridors that link natural areas, scenic views, coastal areas, parks and important destinations. Greenways can be on both public and private land and may include remnant natural areas, beaches, pathways, streets and bikeways. They provide opportunities for wildlife habitat, outdoor recreation and enhance the experience of nature in the city.

**Map 10.2**  
**TRAILS / WALKING ROUTES**

## **POLICIES**

- 10.1 Acquire and reserve land for neighbourhood, community and municipal parks, as shown on Map 10.1.
- 10.2 Endorse the concept of linear parks and trails as a greenway element and integrate it with the development of an overall greenway system for Carey as shown on Map 10.2.
- 10.3 Request CRD Parks to preserve and enhance the Galloping Goose Regional Trail through landscaping and tree planting.
- 10.4 Integrate local parks and trails with a municipal-wide Greenways system, which links key greenspaces within the Carey area, and provides opportunities to access the important greenways, greenspaces and riparian zones of other local areas and the proposed Regional Greenways system.
- 10.5 Retain unconstructed road rights-of-way and walkways, to provide informal open spaces and trail linkages; consider minor exceptions to increase the development potential of an adjacent municipal parcel.
- 10.6 Petition the Province to raise title to the closed roadways and undeveloped road rights-of-way, as shown on Map 10.2, and zone as Park for use as greenways to be developed in the context of linear parks except the closed portion of the Crease Avenue right-of-way at Tillicum Road.
- 10.7 Acquire trail linkages and evaluate the need for additional neighbourhood park when considering an overall development concept within the Wilkinson Valley.
- 10.8 Preserve and enhance undeveloped portion of road rights-of-way adjacent to the Galloping Goose Regional Trail, to provide additional access and retain the natural environment.

## 11.0 MOBILITY

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**Goal:** Provide an aesthetic, convenient, and safe mobility network that balances motor vehicles, pedestrian and cyclist needs without undue disruption of developed residential areas.

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Mobility for residents in Carey includes provision for drivers or passengers, transit riders, cyclists, and pedestrians. All of these components need to be addressed to create a transportation and circulation network.

### **Road Network**

The road network for the municipality is identified in the Saanich General Plan and the local area plans. Roads are designated as arterial highways, major roads, collector streets, or residential streets. The municipal road network is an integral part of the larger regional system.

The road network in Carey has been influenced by topography, the pattern of development and access limitations to both Trans Canada and Pat Bay Highways. The network is shown on Map 11.1.

Trans Canada Highway, Pat Bay Highway and McKenzie Avenue are designated in the Saanich General Plan as arterial highways. These roads provide for travel between municipalities and regions. Major roads in Carey include Wilkinson Road, Helmcken Road, Burnside Road west of McKenzie Avenue, Tillicum Road, Glanford Road and Vanalman Avenue between Glanford Road and Pat Bay Highway. Major roads are intended to accommodate internal and inter-municipal travel.

Collector roads are intended to disperse traffic from residential streets onto major roads. The collector network in Carey provides good north-south connections to the community. East-west connection is more circuitous with Mann Avenue, Vanalman Avenue, Roy Road – Judah Street, and Interurban Road being the primary links.

The residential road network in Carey is established and no major extensions are planned, with the exception of new development in the Wilkinson valley. These roads provide direct access to residential property and are used as pedestrian routes. The community is concerned when the traffic speeds are high on residential roads or when they are perceived to function as collectors and accommodate significant amounts of through traffic, this is, traffic which does not start or end in the neighbourhood.

### **Trans Canada Highway**

Trans Canada Highway is an arterial highway under the jurisdiction of the Ministry of Transportation and Highways. It is the primary east-west route that links up-island locations with the Victoria region.

**Map 11.1  
ROAD NETWORK**

Access to the highway is limited and there are few residential parcels that lie adjacent to the highway. The highway is linked to the Carey area by Wilkinson/Helmcken Road, McKenzie Avenue, Tillicum Road and Harriet Road.

The province has been engaged in the Island highway project for the past five years. The Helmcken Road interchange was recently completed to provide uninterrupted east-west flows onto the highway. This improvement has led to a slight decrease in traffic on Wilkinson/Helmcken Road.

The Ministry of Transportation and Highways has long term plans for an above-grade interchange at McKenzie Avenue, however, the design has not been determined. Some residents in the community strongly support the development of this overpass as it will facilitate the flow of traffic between Trans Canada and Pat Bay Highways using McKenzie Avenue. Other residents are concerned about the impact of this proposal on communities along McKenzie Avenue. This improvement should reduce the amount of traffic, especially trucks, on Wilkinson/Helmcken Road, but may affect traffic volumes on Burnside Road West. Discussions on the detailed design should address protection of the quality of life of residents near the interchange through the provision of noise attenuation and landscaping. The Galloping Goose regional trail should be preserved and enhanced through the design of this interchange.

The community is strongly opposed to increased short-cut or through traffic on Wilkinson/Helmcken Road. While it is recognized that this route is a primary north-south route for Saanich, the community has not accepted that traffic with trips beginning and ending outside the community, should use this route to bypass the lights on the highways. The Ministry of Transportation and Highways should endeavour to encourage traffic that is traveling between the two highways to use McKenzie Avenue. For instance, recently erected Express Route signs on Trans Canada and Pat Bay Highways should help to encourage traffic wishing to access the highways to use McKenzie Avenue and to discourage the use of Wilkinson/Helmcken Road.

### **Pat Bay Highway**

Pat Bay Highway is designated as an arterial highway in the General Plan and local area plans. The highway is the primary north-south route for the municipality and the region. This highway links the Swartz Bay Ferry terminal and the north peninsula with downtown Victoria, and up-island locations through Trans Canada Highway. Most of the adjacent residential areas lie behind buffer strips. The right-of-way forms the eastern boundary of the Carey local area. Linkages between the highway and Carey include the Quadra Street overpass, Vanalman Avenue, McKenzie Avenue and Vernon Avenue.

### **McKenzie Avenue**

McKenzie Avenue is designated an arterial highway. It is a connector between Trans Canada and Pat Bay Highways. Typically McKenzie Avenue has four lanes with traffic signals at intersections. Access has been limited from adjacent residential roads and parts have a separate frontage road. The community supports McKenzie Avenue as the primary connection between the highways and improvements to the intersection with Trans Canada Highway are seen as a priority to reducing the use of Wilkinson Road.

## **Wilkinson/Helmcken Road**

This road is designated as a major road, which is intended to provide access for municipal-wide traffic. It is a primary north-south route for Carey, as well as residents in the western portion of Saanich. Almost the entire length of the roadway is lined by residential development.

The Strawberry Vale Ratepayers Association received funding from the Healthy Communities Initiative to conduct a study to establish environmental and social criteria for major roads and to undertake a pilot project for Wilkinson/Helmcken Road. The criteria address concerns such as noise, safety, pedestrian environment and landscaping. Once finalized, the intent was that the criteria would be applied for all major roads in Saanich. The pilot considered the specific application of the criteria to Wilkinson/Helmcken Road. The key issues of concern to the community were noted and possible measures to resolve these concerns were identified. A fundamental issue was that the roadway be a two lane road with left turn lanes provided in specific locations. The pilot project will be a valuable tool when the Engineering Department and the community discuss future changes to Wilkinson/Helmcken Road.

Special attention needs to be given to the crossing of Wilkinson Road at Glyn Road as this will be the primary pedestrian access to Layritz Park.

The Engineering Department is examining traffic control measures on Wilkinson Road at Roy Road and traffic signals at Mann Avenue. These proposals will be discussed with the community and reviewed by the Administrative Traffic Committee.

## **Glanford Avenue/Burnside Road West**

Both Glanford Avenue and Burnside Road West have been designed as requiring a roadway design that protects the local character and streetscape, and provides improved pedestrian and cycling environments.

## **Other Roadways**

The community has raised concerns about pedestrian safety and shortcut traffic on Grange Road. Any changes proposed for Grange Road should continue to preserve the rural character and the trees and streetscape. There is well developed tree canopy. In addition, pedestrian safety and traffic calming should be addressed.

Roy Road is unconstructed at Carey Road and the community is concerned that this roadway not be opened. A bylaw needs to be adopted to formally close the road to provide a level of certainty to the community.

## **Truck Routes**

Map 11.2 indicates the designated truck routes for the municipality under Bylaw 6346. The bylaw is intended to signify those routes which should be used by trucks over 5,500 kilograms Gross Vehicle Weight (GVW). However, a truck can drive upon any street in the municipality if it is going to or from a location not on a truck route, but must maximize the trip length on the

designated routes. Pat Bay Highway, Wilkinson/Helmcken Road/Royal Oak Drive and West Saanich/Glanford/Carey Road are the north-south truck routes through the Carey area. Trans Canada Highway, McKenzie Avenue and Burnside Road provide primary east-west routes. Quadra Street overpass and Vanalman Avenue provide a direct route from the Royal Oak Industrial Park to Pat Bay Highway.

While it is necessary to provide for truck traffic, the routes should be limited. In Carey the highway system provides the most efficient routes for through truck traffic. Access to the industrial park is also a consideration. Originally this was provided at Vanalman with a right in-right out and north bound left turn at Pat Bay Highway. The northbound right turn to Pat Bay Highway was provided at Royal Oak. With the upgrading of the Quadra Street interchange and the closure of the left turn from Pat Bay to Vanalman, the access to and from the Royal Oak Industrial Park has been made safe and more convenient.

The issue that remains is the use of Glanford north from McKenzie to the industrial park. This routing passes the access to four schools, three of which are elementary and one park between McKenzie and Kay. In addition, Glanford Avenue is a series of ups and downs following the topography and provides direct access to residential streets. Given that Pat Bay Highway offers a parallel route in close proximity to Glanford consideration should be given to removing the truck route designation on Glanford from Kay to McKenzie Avenue. The highway routing is longer, but the stop and go traffic on Glanford from the numerous left turns into driveways, may also result in higher emissions.

Consideration should be given to removing the truck route designation from Wilkinson /Helmcken Road. Wilkinson/Helmcken Road is a very windy roadway and has two lanes, limited sidewalks which cross from side to side, no bike lanes, numerous driveways to adjacent residential properties, and several intersections without signals. Pedestrians, especially school children, must cross Wilkinson Road to access local elementary schools and neighbourhood parks.

The question is whether the Carey area residents should subsidize the use of Wilkinson /Helmcken Road as a truck route through acceptance of the impacts on their community. A limited number of trucks would continue using Wilkinson/Helmcken Road to access sites in the western portion of Carey and industrialized sites in rural Saanich. As well, some truckers may ignore the truck route restrictions. Additional police enforcement may be required for a short time, if the truck route designation is removed.

The truck route on Burnside West through Carey provides a parallel route for Trans Canada Highway. The roadway is narrow and three schools and residential parcels front onto this road. As there is an alternative route on Trans Canada removing the truck route designation should not present a significant hardship for the movement of goods.

Another bylaw affecting goods movement is Bylaw 7766 which amends the Noise Suppression Bylaw. It limits the use of engine retardant brakes to emergencies only, as the noise produced by their use disturbs the quiet enjoyment of property and public spaces by residents.

**Map 11.2  
TRUCK ROUTES**

## **Bicycle Facilities**

Designated commuter bikeways are identified in the Saanich General Plan. These routes are intended to provide a network of free flow direct linkages for commuter cyclists including connections to major regional destinations such as Camosun Interurban Campus, the Victoria General Hospital, Tillicum Mall, Broadmead and Royal Oak Shopping centres, the Saanich Core and downtown Victoria. Map 11.3 shows the commuter bikeway network and the improvements to date. Mann Avenue should be designated a commuter bikeway to provide an alternative east-west route through Carey and as an access to Interurban Campus.

The most significant cycling facility in Carey is the Galloping Goose regional trail which follows an old railroad right-of-way along the north side of Trans Canada Highway. It links Carey to downtown Victoria and westward to Colwood and Langford and provides an off-road cycle and pedestrian facility for commuter and recreational users. Recent improvements include a paved asphalt surface and construction of bridges over Interurban Road and Wilkinson Road. A tunnel under Helmcken Road was completed as part of the new Helmcken interchange.

## **Pedestrian Facilities**

Municipal engineering specifications require sidewalks on one side of collector streets, on both sides of major roads and on residential street that are designated as a “safe route” to an elementary school. Where practicable and adequate right-of-way exists, sidewalks are to be separated from the roadway. The type and quality of sidewalks within Carey varies from concrete sidewalks to a narrow asphalt path, to asphalt widening adjacent to a vehicle travel lane. Map 11.4 shows the existing sidewalks in Carey and indicates the priority the community has for sidewalk improvements or extensions.

Sidewalks are normally constructed by a developer as part of a new development or redevelopment and by the municipality as part of a road upgrading project or safe route to school initiative. The Viewmont and the area-wide Development Cost Charge (DCC) bylaws provide for some sidewalk construction. Map 15.1 shows the DCC areas. Residents may also petition for a local improvement levy for sidewalks. A portion of the costs of the work are applied to the directly benefitting properties and may be amortized over 15 years. An alternative would be to spread the cost of new sidewalks over a larger specified area to reduce individual cost.

Some of the best walking environment in Carey is provided by the trails along the Colquitz River and Swan Creek. These trails meander beside the river and creeks, and are away from traffic noise and activity. Residents also walk along local residential roads, such as Raymond Street, to avoid traffic.

Walkways through subdivisions provide through-access for residents often shortening trips around the neighbourhood. Often local residents are concerned about the impacts of walkways at the time of subdivision, but over time the benefits to the community as a whole override short term concerns. Consideration should always be given to providing walkways in future subdivision and development proposals.

**Map 11.3  
BICYCLE FACILITIES**

**Map 11.4  
SIDEWALKS**

Pedestrian safety is a concern for respondents to the Community survey with Wilkinson /Helmcken Road, Carey, Interurban, Glanford, Roy Road, Burnside West and Marigold identified as major problem areas. There was also a general concern that sidewalks should be provided near schools.

Another significant concern is the need for safe crossing of major roads by children accessing schools and parks. In particular, crossing Wilkinson Road to access Strawberry Vale School and Layritz Park, and crossing Carey Road to access Northridge School.

Council's "safe route to school" policy established a process to provide sidewalks for safe walking routes to elementary schools. Based on this policy, new safe routes to school plans, or changes to existing plans, are initiated by the school principals and parents' groups. The plans are forwarded to the Engineering Department, where they will be assessed on facility warrants, capital budget priorities, the crosswalk "Hazard Rating System" evaluation, and possible impact on local residents. School authorities and parent groups concerned about the safety of secondary school students could also examine the walking routes to identify problems areas. While these routes do not fall under the safe routes to school policy, they can be brought to the attention of the Engineering Department.

There are traffic signals on Wilkinson Road at Interurban and on Helmcken Road at Burnside Road and a flashing crosswalk warning on Carey Road at Ridgebank Crescent, Glanford Avenue has traffic signals at West Saanich Road, Vanalman Avenue, Agnes Street, McKenzie Avenue, and a pedestrian activated signal at Polyanthus Crescent.

There is a pedestrian overpass on Pat Bay Highway near the Pacific Christian School, on McKenzie Avenue at Carey Road accessing McKenzie Elementary School, and over the Trans Canada Highway at Spectrum School.

### **Transit Service**

The majority of respondents to the community survey either strongly or somewhat agreed that Carey is well serviced by public transit.

Map 11.5 illustrates the routes within Carey most of which are north-south routes that provide service from the Royal Oak Exchange and Camosun College Interurban Campus to downtown Victoria. Route 51 provides east-west service along McKenzie Avenue from the Can West Exchange to the University of Victoria. Route 40 provides access to Victoria General Hospital and the Juan de Fuca Recreation Centre along Wilkinson Road and Helmcken Road from Royal Oak. There are plans to introduce an extended service through the Interurban Campus and Glendale along Markham Road to Royal Oak. This new routing will provide a better level of service to students traveling through Carey to the college.

As with cycling, the use of transit will increase as residents understand the social and environmental benefits of reduced vehicular traffic. The parallel routing system ensures that most residents are within walking distance to a bus stop.

The Victoria Light Rail transit alignment is proposed to use part of the rail right-of-way along Trans Canada Highway. This alignment would share the right-of-way with the Galloping Goose regional trail. Two stations are proposed in the Carey area at Interurban Road and McKenzie Avenue.

### **Neighbourhood Traffic Management**

Residents are concerned about the volume and speed of traffic on residential streets. Residential streets influence the character of a neighbourhood, and have pedestrian and visual aspects, as well as providing for mobility. Some local traffic is expected as these roads provide access to residential properties in the neighbourhood. Problems arise when these roads begin to accommodate traffic with origins and destinations outside the neighbourhood. This through or short-cutting traffic often uses residential streets to avoid traffic delays on major roads, and traffic signals. Neighbourhoods can identify local traffic concerns and request the Engineering Department to consider traffic control measures or to request that a Neighbourhood Traffic Management Plan is undertaken.

### **POLICIES**

- 11.1 Adopt the traffic circulation network and road classification as shown on May 11.1.
- 11.2
  - a) Maintain a standard of two traveling lanes on Wilkinson Road except at selected intersections or land uses where extra lanes may be necessary to accommodate turning movements, within the context of the municipal road network illustrated on Map 10.1 of the General Plan 1993.
  - b) Maintain a standard of two traveling lanes on Glanford Avenue, south of Kay Street and Burnside Road West, except at selected intersections or land uses where an extra lane may be necessary to accommodate turning movements and develop a special design in consultation with the community.
- 11.3 Develop an implementation scheme for Wilkinson/Helmcken Road, with the Engineering Department and the community, to address priority issues, the concept plan (from the Wilkinson/Helmcken Pilot study), and budget considerations.
- 11.4 Give a high priority to the upgrading of Vanalman east of Glanford, and Glanford Avenue north of Kay Street. (See Policy 13.4)
- 11.5 Prepare a road closure bylaw for Roy Road between Judah Road and Carey Road to ensure that this roadway will remain closed.
- 11.6 Protect and enhance the streetscape along Burnside, Glanford and Wilkinson Road.
- 11.7 Continue to work with the Ministry of Transportation and Highways to complete upgrades for Trans Canada Highway and especially the McKenzie Avenue intersection.
- 11.8 When considering plans for proposed road and intersection upgrading and utility installations, incorporate aesthetic and environmental values, and character of the streetscape.

**Map 11.5  
TRANSIT SERVICE**

- 11.9 Endorse the concept of prohibiting new driveway access, wherever possible, along Helmcken Road and Wilkinson Road.
- 11.10 Continue to endorse the Scenic Access Corridor concept along Trans Canada and Pat Bay Highways:
- a) participate in funding for final phase right-of-way beautification program from Douglas Street to Tillicum Road.
  - b) require a high standard of landscape design including retaining natural vegetation when considering approval of new land uses on adjoining properties.
  - c) cooperate with the Ministry of Transportation and Highways toward upgrading the highway boulevards and medians.
- 11.11 Evaluate the community request to delete the truck route designation from Wilkinson /Helmcken Road, Glanford Avenue south of Kay Street to McKenzie Avenue, and Burnside West between McKenzie Avenue and the western boundary of Saanich, within the context of municipal goods movement requirements and the Truck Route Bylaw 6346.
- 11.12 Acquire rights-of-way for footpaths, sidewalks, bikeways and greenways, particularly at the time of subdivision, and require construction by the developer where applicable, to ensure convenient access to schools, bus stops, shopping, parks and to provide for continuous pedestrian recreational routes.
- 11.13 Require that new sidewalks are separated from the pavement by a curb and boulevard, except where implementation is considered impractical because of natural topography, inadequate right-of-way, boulevard trees, or open ditches.
- 11.14 Assign a high priority to construct sidewalks identified on Map 11.4.
- 11.15 Continue to work with local elementary schools and the Parent Advisory Committees to develop safe routes to school and to improve bicycle parking facilities at schools.
- 11.16 Require bicycle lanes or other cycling improvements when upgrading major roads and collector streets and refer to all plans to the Bicycle Advisory Committee.
- 11.17 Consult with local area residents and the Bicycle Advisory Committee to identify local bikeway connectors and/or additional recreation routes that would make neighbourhoods more bicycle friendly.
- 11.18 Ensure preservation of quality of life for residents, and protect the Galloping Goose regional trail by supporting landscaping and noise attenuation efforts in discussions with the Ministry of Transportation and Highways.
- 11.19 Designate Mann Avenue as a commuter bikeway on Map 10.2 of the General Plan, 1993.
- 11.20 Support the transit and cycling initiatives of Camosun College Interurban Campus as a means to reduce automobile traffic in the area.

- 11.21 Continue to support initiatives by BC Transit to expand transit service, both frequency of buses and new routes, after local area resident consultation.
- 11.22 Support institutional initiatives, especially schools, to implement traffic demand management to reduce the level of vehicular traffic associated with the use.
- 11.23 Undertake a neighbourhood traffic management study where traffic volumes, excessive speed, and/or short cutting traffic impacts on the safety, liveability and character of the neighbourhood relative to other traffic issues within the municipality, when requested by the community.

## 12.0 COMMERCIAL

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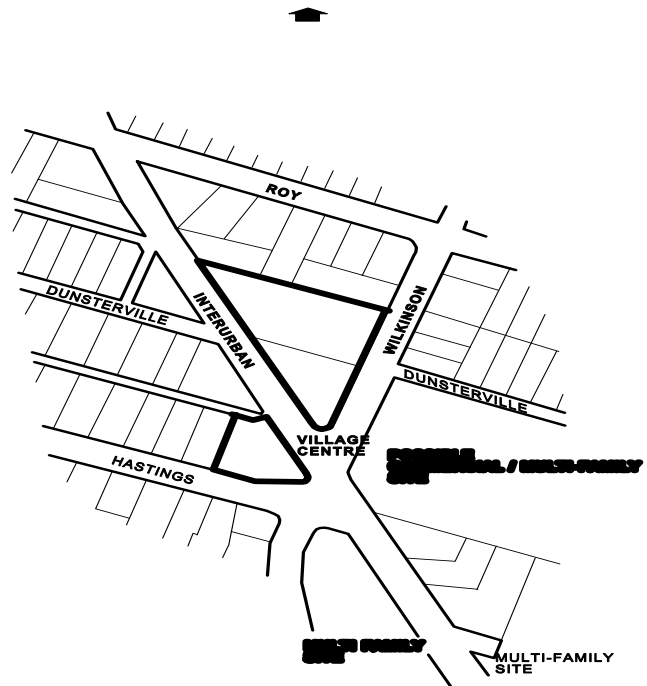
**Goal:** Maintain a range of commercial services and shopping opportunities within existing commercially zoned sites.

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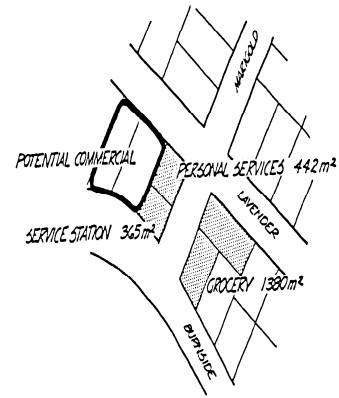
There is a variety of commercial services in Carey represented by the commercially zoned lots shown on Map 12.1. The activities include offices, service stations, corner grocers, and a neighbourhood pub. In addition, Carey residents have ready access to major commercial services at nearby Tillicum Mall, the Town and Country Centre, Royal Oak and Broadmead shopping centres.

Healthy community concepts support residents being able to walk or cycle for local shopping needs. Based upon a convenient walking distance of 400 m, much of Carey is served by local commercial services; however, there are many gaps. Opportunities to retrofit Carey with new additional local commercial areas are limited, given the pattern of residential development.

The commercial development at the intersection of Wilkinson and Interurban Roads is a designated Village Centre in the Saanich General Plan, 1993. This designation is appropriate within the parameters of healthy community and sustainable community concepts, however, the dominance of the automobile and the five leg intersection itself detracts from the “village” character. An additional commercial site is proposed for the property on the east side of Wilkinson Road. A mixed use development with commercial uses on the ground floors should be considered. Increasing the amount of residential development in the area will help to support the commercial uses. Most of the village centre enhancements will be via a street and building design theme that could be adopted by the commercial operators. Consideration should be given to undertaking an urban design process for the village centre to guide long term future development.



One site at 802/850 Burnside Road West near Marigold is identified as potential commercial in the 1988 plan. As there has not been any interest in pursuing this site for commercial use, and there may be negative impacts on adjacent residential dwellings, the potential commercial designation should be removed. In its place an Action Plan would provide an opportunity to review many issues associated with the possible redevelopment of small commercial sites.



## POLICIES

- 12.1 Do not extend commercial zoning beyond existing commercially zoned sites and the proposed mixed use site identified on Map 12.
- 12.2 Recognize and support the commercial multi-family mixed use area at Interurban /Wilkinson/Hastings Village Centre and undertake an urban design process.
- 12.3 Use development permits to ensure that new commercial development respects the scale of adjacent uses.
- 12.4 Encourage improvements or enhancements of the pedestrian environment of private and public lands in commercial areas identified on Map 12.1. Improvements could include soft landscaping, screening of garbage containers, provision of benches, and separation and protection of sidewalks from parking.
- 12.5 Investigate funding partnerships to assist property owners and merchants in consultation with interested residents to develop a village centre concept plan for the commercial area at Wilkinson Road and Interurban Road.
- 12.6 Consider alternative uses of no longer viable commercially zoned sites within the context of surrounding uses and the concept of healthy communities.
- 12.7 **Undertake an Action Plan to review land use, parking, traffic and other concerns related to future redevelopment at Marigold/Burnside.**

**Map 12.1  
COMMERCIAL**

## 13.0 INDUSTRIAL

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**Goal:** Protect and maintain industrial uses within the Royal Oak Industrial park and limit the negative traffic impacts associated with industrial land use.

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Carey contains one of the two major industrial areas in Saanich. The Royal Oak Industrial park contains 50 parcels and lies at the intersection of Glanford and Vanalman Avenues, (see Map 13.1). Three lots fronting Glanford Avenue have single-family homes. The Industrial Park Design Panel and Development Permit Guidelines have ensured that the park has high building design and landscaping standards and the permitted uses are “clean”. The industrial park is surrounded by parkland to provide a buffer between industrial uses and residential uses.

Three small lots exist on Vanalman in the industrial park, two of which have single-family dwellings. This presents a hardship for the homeowners. Because of the social and economic impact on the property owners, the municipality has made a commitment to purchase the dwellings and lease them until the residual cost is equivalent to industrial land value, or to sell them for industrial use. This ensures the parcels are converted to industrial use.

When the park was developed, Council agreed that Glanford Avenue would not be widened to four traffic lanes north of McKenzie Avenue. The industrial park generates significant truck traffic and Glanford Avenue, and Vanalman Avenue, are primary routes and are to be upgraded through the park. Vanalman Avenue has direct right-in right-out access to Pat Bay Highway and is a major truck access to and egress from the industrial park. This access works for trucks leaving the park and traveling south on the highway or for vehicles exiting the highway from the north. Trucks must use Quadra Street intersection to travel north on the highway or if exiting from the highway from the south.

While the policy to maintain two lanes on Glanford Avenue is supportable south of Kay Street, the resulting streetscape through the industrial park is out of keeping with the high standard of the buildings and private landscaping. The Vanalman right-of-way east of Glanford Street does not meet the high standard demanded of the private sector either. The Specified Area Charge levied against the Industrial park parcels did not include improvements to either of these roads. It was intended that the municipality would contribute by paving the rights-of-way when the form of the Pat Bay Highway/Quadra Street interchange was finalized. Amendments to the Vanalman/Glanford intersection to address turning movements and the turning requirements of the large trucks are proposed. Before construction can take place property acquisition is required.

In addition to low construction standards on Glanford and Vanalman east of Glanford, most of the roads in the industrial park are lined with parked cars, which adds clutter and takes away from the character of the area and constricts mobility. It appears to be employee parking, not visitor parking.

This issue needs to be examined to determine if a parking problem exists on-site or if on-street parking restrictions need to be re-examined from an operational perspective.

**Map 13.1**  
**ROYAL OAK INDUSTRIAL PARK**

An isolated industrial site at 3950 Carey Road, which has a bakery use, is being considered for redevelopment. A rezoning application to permit a mini-storage use was approved by Council pending specific conditions; however, it has not progressed. The existing building could be recycled to an alternative use as proposed by the mini-storage use. The residents, who attended the Council meeting, would like to see some form of residential use on this site.

The Pacific Forestry Centre on Trans Canada Highway at Interurban Road is another industrial site. This site is used for research and offices, however, it is zoned M-2 which permits wholesale, warehouse and office uses. Similar Federal facilities across Canada have been sold by the Federal Government and other M-2 Industrial uses would be appropriate on this site.

## **POLICIES**

- 13.1 Restrict new industrial uses to the Royal Oak Industrial Park.
- 13.2 Do not rezone industrial lands to commercial uses.
- 13.3 Negotiate the purchase and subsequent resale of the two single-family dwellings at the southwest corner of Glanford Avenue and Vanalman Avenue when offered for sale by the owners.
- 13.4 Budget for the upgrading of Glanford Avenue within the industrial park and Vanalman east of Glanford with curb, gutter, pavement widening, landscaped boulevards and separate sidewalks (see Policy 11.17).
- 13.5 Review the parking standards for the industrial park and if necessary consider ways to address the operational needs of the occupants.
- 13.6 Support rezoning 3950 Carey Road (Six Mile Bakery) to alternative low impact industrial uses or a residential use.
- 13.7 Approach the federal government to discuss the feasibility of rezoning the Pacific Forestry Centre property from M-2 to a zone which better reflects its use.
- 13.8 Consider canvassing the industrial park landowners regarding extending the specified area to include improvements to Glanford Avenue within the industrial park and Vanalman east of Glanford (see Policy 15.2).

## 14.0 INSTITUTIONAL AND PUBLIC ASSEMBLY

**Goal:** Support community based institutional services and programs that respond to resident needs and respect neighbourhood character.

Institutional use generally refers to schools, churches, community residential facilities, daycare centres and seniors care facilities. They are part of a complete community and should be integrated from a locational and social perspective. Locational integration also offers the ability to bring programs provided by institutions closer to those they serve.

Institutional and public assembly uses in Carey include nine schools and eight churches as shown on Map 14.1. In addition, there are two specialized institutional uses: the Pacific Forestry Centre and the Vancouver Island Regional Correctional Centre.

Carey is well served by School District #61 and private schools such as the Maria Montessori Academy and the Pacific Christian School. The School District has land in the Kenneth Street area which may be used for a future school depending upon need and funding. Table 14.1 indicates that Glanford Elementary may exceed the capacity for kindergarten in 1998, but this will improve over time. Marigold has enrolment over capacity for 1998 and it is not expected to be reduced. There is capacity at Spectrum Secondary, but Colquitz Secondary is over capacity. A Facility Study is underway to look at this issue. The School District will be reviewing the estimated and actual enrolments and making necessary improvements.

**Table 14.1: School Capacity District #61**

District #61 Schools	Nominal Capacity	1996 Actual Enrollment	2007 Estimated Enrollment
Glanford Elementary	K 50	K 52	K 37
	E 250	E 246	E 206
Marigold Elementary	K 50	K 47	K 47
	E 275	E 344	E 297
McKenzie Elementary	K 50	K 41	K 37
	E 350	E 321	E 295
Northridge Elementary	K 100	K 29	K 32
	E 250	E 244	E 193
Strawberry Vale Elementary	K 100	K 54	K 37
	E 325	E 282	E 287
Colquitz Secondary*	600	693	804
Spectrum Secondary	700	688	729

\* Facility study underway

While there are no proposed institutional uses being considered at this time, there are several large parcels that might be considered for this use. Institutions can have significant negative and positive impacts on a neighbourhood, and these impacts should be considered if new institutional uses are proposed. Acceptability should be based on the merits of a particular proposal with respect to traffic, access, site design, scale, available amenities and the impact on surrounding land uses.

The St. Joseph's Church property contains a large area of undeveloped land. More intensive development for a residential or institutional use is possible; however, the site may be impacted by the McKenzie Avenue interchange.

The Mt. View site at 3814 Carey Road may also be considered for redevelopment. This site is owned by Saanich and contains an inventoried heritage structure. The heritage significance should be considered in any redevelopment scheme. One proposal under consideration by Saanich Parks and School Board #61 is a land swap between the school board holdings on Kenneth and the Mt. View site.

## **POLICIES**

- 14.1 Consider rezoning for institutional uses only where vehicular access is to and from a major or collector road.
- 14.2 Require that site design, building scale, and landscaping for new institutional uses respect the character and scale of the surrounding neighbourhood.
- 14.3 Consider rezoning part of the St. Joseph's Church site for residential use.
- 14.4 If the Mt. View site is redeveloped, an open space component and pedestrian access from Carey Road to Cadillac Avenue, Kamloops Avenue and Homer Road should be provided.

**Map 14.1  
INSTITUTIONAL LAND USE**

## 15.0 DEVELOPMENT COST CHARGE AREAS

Council may, through a bylaw, fix and impose Development Cost Charges (DCCs). They may be imposed to provide funds to assist the municipality in paying the capital costs of providing, constructing, altering or expanding sewage, water, drainage, highway facilities and providing parkland or certain improvements to parkland.

The intent is to obtain funding from new development occurring in the municipality to help offset some of the costs required to service these developments and the existing community. These costs are applied to specific DCCs and to the municipality as a whole. A set charge is established for each new lot created, and for residential and non-residential building permits. Map 15.1 shows the development cost charge areas established by bylaw in Carey at the time of the review. As development progresses, the areas maybe fully financed and subsequently removed.

**Table 15.1: Development Cost Charge Summary**

<b>DCC Area</b>	<b>Purpose</b>
Helen "A"	Sewer, drainage
Helen "B"	Drainage
Helen "C"	Drainage
Helen "D"	Drainage, roads
Helen "E"	Water, drainage, roads
Helen "F"	Sewer, water, drainage, roads
Helen "G"	Water, roads
Parks DCC	Neighbourhood & Community Park
Municipal Wide DCC	Major roads & bikeways, Municipal Parks

Table 15.1 indicates the purpose for each DCC. Each of the Helen DCCs is for one or more of services of sewer, drainage, water or roads. Carey is also under an area-wide DCC which relates to major roads, bikeways and parks.

These funds are applied to specific engineering works to be completed in these areas, however, additional funds from general revenues are needed to pay the full costs.

Outstanding work to be completed in the Helen DCC includes resurfacing Wilkinson Road from Burnside Road to Helmcken Road, and property acquisition and road improvements to Knockan Drive and the Helen Road connector.

**Map 15.1**  
**DEVELOPMENT COST CHARGE AREAS**

Portions of the Wilkinson Valley may be developed in the future when the area is sewered. A development cost charge needs to be established to help offset the costs of municipal infrastructure required to service this area. These costs would be collected at the time of development i.e., at subdivision and the issuance of building permits.

The Royal Oak Industrial Area is subject to a Specified Area Charge. Property owners petitioned to support specific charges to be levied for municipal servicing of the lands to permit development.

## **POLICIES**

- 15.1 Establish a Development Cost Charge Area for the new development area within the Wilkinson Valley.
- 15.2 Consider canvassing the Industrial Park landowners regarding extending the specific area charge to include improvements to Glanford Avenue within the Industrial Park and Vanalman Avenue east of Glanford Avenue (see Policy 13.8).

## **16.0 DEVELOPMENT PERMIT AREAS**

Council can designate development permit areas. Within a development permit area an owner must obtain a development permit before subdividing land or constructing, adding to, or altering a building or specification unless specifically exempted by the Official Community Plan. Council may issue a development permit which may vary or supplement a regulation of the Subdivision or Zoning Bylaw. A development permit cannot vary use, density or floodplain specification.

The Official Community Plan may contain objectives and guidelines affecting the form and character of commercial, industrial, or multi-family development within a designated development permit area. Development permit guidelines may also specify the means of protecting the natural environment or areas of hazardous conditions.

In Carey, the commercial and residential areas around the intersection of Interurban Road and Wilkinson Road and along West Saanich Road from Glanford Avenue north to Royal Oak Drive, and the Royal Oak Industrial park are specific Development Permit Areas. Scattered commercial, industrial, multi-family and for-profit public uses are included within the Saanich General Development Permit Area. Portions of the Wilkinson valley subject to periodic flooding are within the Floodplain Development Permit Area.

Policies 7.5 and 8.3 recommend the establishment of two additional development permit areas. One would buffer the agricultural lands in the Wilkinson valley and the other would protect the riparian areas associated with the Colquitz River system.

The development permit areas in Carey are indicated on Map 16.1. Justification and guidelines for development permit areas are included in Appendix "N" to the Official Community Plan.

### **POLICIES**

- 16.1 Require that new developments conform to the development permit guidelines for the applicable development permit areas.
- 16.2 Consider designating additional site specific development permit areas through the zoning process.

**Map 16.1**  
**DEVELOPMENT PERMIT AREAS**

## 17.0 STRUCTURE MAP

The Local Area Plan includes policies which address specific issues in more detail. The structure map (inside back cover) illustrates the comprehensive application of these policies within the local area. It shows general land use, the transportation network, and major open space areas. It is not a zoning map and does not indicate density. It is for information only and does not form part of the plan.

The Local Area Plan must be considered in association with the General Plan. In the event, however, of a difference between the policy direction of the Local Area Plan and the General Plan, the Local Area Plan policy will apply. Where the Local Area Plan is silent on an issue, the policies in the General Plan provide the framework for decision making.

The following definitions clarify the intent and content of each of the major components of the structure map as well as other terms used throughout the plan. The General Plan contains a more comprehensive list of definitions.

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### DEFINITIONS

**Arts and Crafts** – of the Arts and Crafts Movement, founded in Britain in the late 1850's by William Morris and associates; architecture of a vernacular style; handcrafted furniture, metal work, textiles, wallpapers, art tile, art glass, ceramics; spread to North America by 1900, and lasted into 1920's and 1930's. \*\*

**California Bungalow** – California version of the Arts and Crafts style in architecture; low-pitched, gable fronted roofs, generally wide, inset front verandah, frequently with sleeping porch, wide eaves, no soffits, exposed rafter tails. \*\*

**Collector Street** – means a street designed or intended to distribute traffic from the local street system to another collector or the major road network. Transit service may be permitted.

**Commercial** – means an area developed or zoned for a variety of commercial activities including retail, service station, office, medical and assembly type uses.

**Community Parks** – means spaces intended to serve several neighbourhoods. They vary in size from 5 to 20 hectares and will attract users from up to 3 kilometres away. These parks contain attractors such as higher quality play fields and courts, or special natural or horticultural features. 50% of secondary school yards are considered to be community level open space.

**Craftsman** – North American version of Arts and Crafts style in architecture and furniture; named after the magazine published by one of the foremost designers and proponents, Gustav Stickley; roofs higher pitched than California bungalow, many side-gabled, frequently gabled front porch and gabled front or side dormers, wide eaves, exposed rafter tails; use of "rustic" materials like cedar shingle siding, stone, stucco, clinker bricks. \*\*

**Development Permit Area** – means an area designated under the Municipal Act, requiring special consideration for the natural environment, hazardous conditions, heritage sites, revitalization of commercial areas, or the form and character of commercial, industrial or multi-family residential development.

**Floodplain** – means land contained within the boundary of an elevation contour line depicting 1.5 m above the February 1974 flood line as marked on Schedule “A” of Bylaw 7058, Deposit of Fill. The approximate location is noted on the maps and the exact location must be determined by survey.

**General Residential Area** – means mainly single-family dwellings on serviced, urban sized lots with duplexes, townhouses and apartments permitted on a specific zoning basis. It also includes schools, churches, local parks, convenience stores and small institutional uses.

**Infill Lot** – means a vacant lot or a new lot created by subdivision within the built-up area.

**Institutional** – means public and private establishments including educational, research, health, correctional, administrative and cultural facilities and services.

**Major Road** – means a roadway where direct access from abutting properties is limited to safeguard the flow of traffic and where major intersections are controlled by traffic lights.

**Multi-Family Housing** – means a housing complex containing three or more dwelling units on a lot; includes townhouses and apartments.

**Municipal Parks** – means parks that serve the entire municipality and are either large enough or contain unique or special amenities that will attract and serve individuals from the entire municipality.

**Neighbourhood Parks** – means a park that focuses on local use and attracts people within walking distance of up to 800 m. These parks often provide play environments, unstructured open spaces and play fields for local use. Fifty percent of elementary school yards is included as neighbourhood open space.

**Residential Zones** – means the classification under the Zoning Bylaw 6120 assigned to every residential parcel. The single-family dwelling zones vary from RS-2 to RS-18, which reflects variations in lot width and area, and building setbacks, height and size.

**Sewer Enterprise Boundary** – means a line defining the area approved by Council to be serviced by municipal sewers.

**Urban Containment Boundary** – means a line which separates urban from rural land uses.

\*\* From Cumberland Heritage: A Selected History of People Buildings Institutions & Sites 1888-1950 by Jennifer Nell Barr for the Corporation of the Village of Cumberland.

## STRUCTURE MAP