

ATTACHMENT A

TERMS OF REFERENCE: TILlicum BURNSIDE PLAN

NOVEMBER 2024

TABLE OF CONTENTS

1. PURPOSE.....	3
2. POLICY CONTEXT	3
3. PLAN BOUNDARY AND SUB-AREAS.....	4
4. GOALS AND OBJECTIVES	5
5. SCOPE OF WORK.....	7
6. KEY DELIVERABLES	8
7. PROJECT PROCESS & TIMELINE.....	8
8. COMMUNITY ENGAGEMENT	10
9. ROLES & RESPONSIBILITIES.....	11
10. BUDGET	12

1. PURPOSE

The purpose of Tillicum Burnside Plan is to develop a comprehensive Centre, Corridor and Village (CCV) Plan including a new framework for land use changes and transportation and mobility improvements.

The Tillicum Burnside Plan will guide future changes in the area over the short, medium, and long term (20 years) to build a livable, vibrant, and transit-connected community. The long-term vision for the area will be influenced by the Official Community Plan's direction of One Planet Living and the 15-Minute Community.

2. POLICY CONTEXT

Official Community Plan (2024)

The Official Community Plan (OCP) was updated in 2024 and provides a comprehensive policy framework to guide change in Saanich. The OCP outlines four key strategic land use directions that will shape the development of each Centre, Corridor, and Village (CCV) Plan:

- Maintain the Urban Containment Boundary
- Concentrate most new development in Primary Growth Areas
- Enhance housing diversity within neighborhoods
- Develop Saanich as a 15-minute community

Saanich's CCVs are in the most urban areas and within newly identified Primary Growth Areas where higher concentrations of housing and employment density will occur and where a greater investment in transit service, community amenities, and infrastructure, including elements such as sidewalks, bike lanes, and parks/plazas will be planned.

In the Plan area, the Tillicum Centre, Tillicum Corridor, Burnside Corridor and Gorge Village are identified as CCV areas in the OCP.

Tillicum Local Area Plan (2000) & Tillicum Burnside Action Plan (2005)

The Tillicum Local Area Plan was adopted by Council in 2000. The Plan called for additional work to be undertaken to supplement the Plan in terms of land use and streetscape design along the corridors for Tillicum Road and Burnside Road. Following extensive public engagement and traffic analysis, the Tillicum Burnside Action Plan was endorsed by Council in 2005.

The Action Plan is predominately streetscape plans and urban design concepts connecting the Centre, Corridors and Urban Villages (Gorge Village, and a new Burnside Village). The intent of the Action Plan was to inform a mix of redevelopment along Tillicum Road and Burnside Road including mid-rise building forms, a vibrant urban mix of activities, defined areas for public realm improvements, improved active transportation routes, traffic calming and wayfinding. Through the development of the Tillicum Burnside CCV Plan, these concepts will be reassessed, and content will be integrated into the new Plan, where appropriate.

Centre, Corridor & Village (CCV) Plans

Each of Saanich's Centres and Villages, as designated in the Official Community Plan (OCP), serves as a focal point for community engagement, concentrating services, amenities, diverse housing, and employment options, while fostering vibrant public spaces. Development along major Corridors will connect these Centres and Villages with each other and with regional destinations, providing opportunities for higher-density housing and creating complete, walkable neighborhoods. The OCP's land use framework will inform concept development for the detailed CCV planning, including for the Tillicum Burnside Plan. Typically, CCV Plans envision the highest density and tallest buildings at the core of Centres and Villages, and along major Corridors, with gradual transitions to lower density towards the edges and surrounding areas. This growth management strategy integrates land use with transportation planning, ensuring that the planned density is well-supported by Saanich's active transportation network and the regional transit system.

In line with Council direction, the proposed Tillicum Burnside Plan presents a chance to address the unique challenges of this neighborhood and develop a more compact built environment to accommodate future residential and employment growth near the core of Saanich. The Plan further aims to promote sustainable land use while accommodating new housing and employment opportunities. Over time, it is anticipated that the Plan will influence growth and transformation in the area, shaping the homes we build, the roads we travel, the parks we enjoy, and the neighborhoods we call home.

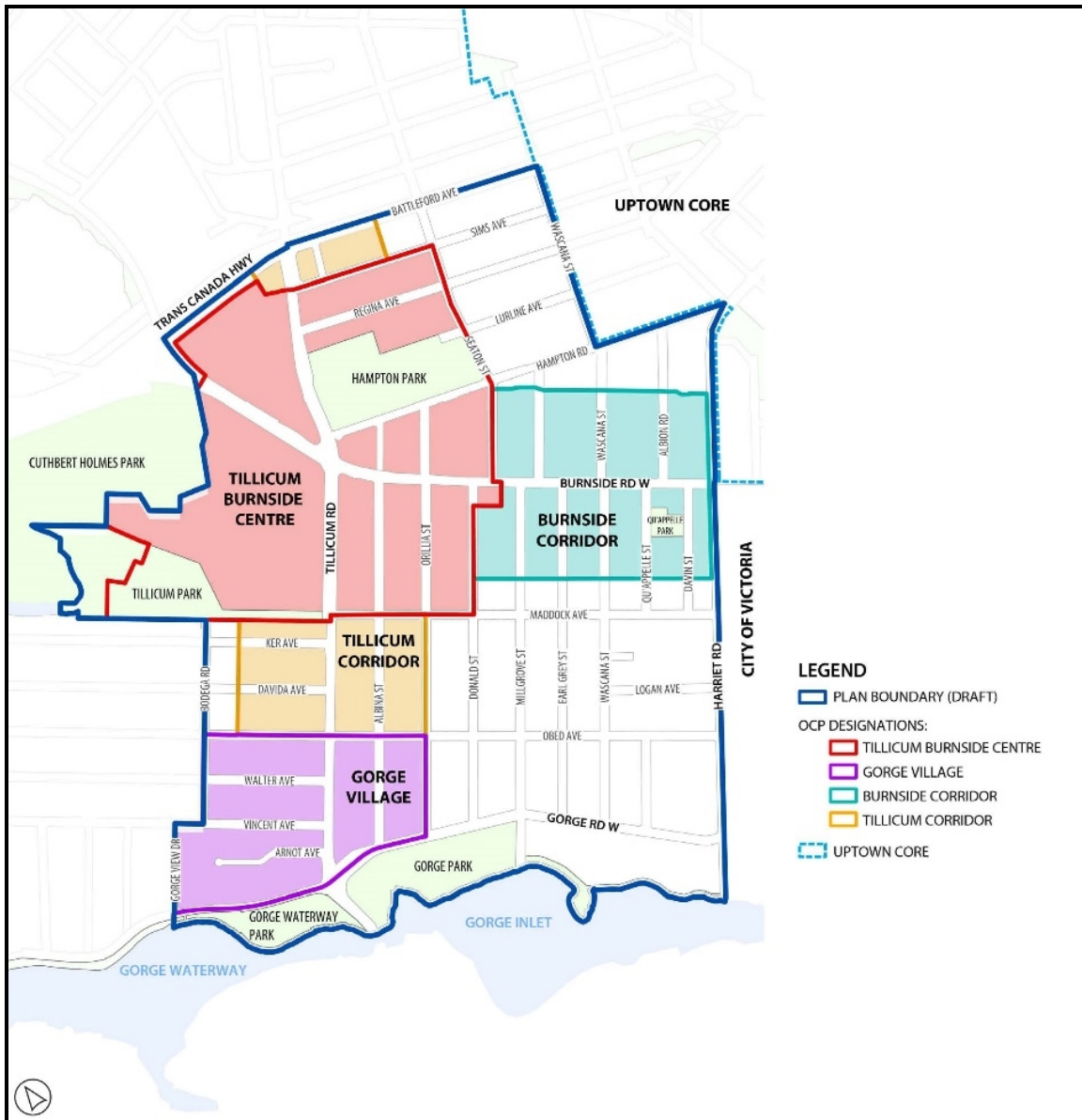
3. PLAN BOUNDARY & SUB-AREAS

The preliminary boundaries have been informed by the Official Community Plan's identification of Centres, Villages and Primary Corridors, and alignment with the defined boundaries of the City of Victoria, the Uptown Core and Highway 1. The Plan area includes a large portion of the Tillicum Local Area, notably those areas closer to established amenities and frequent transit service. A snapshot of baseline demographics and land use characteristics is provided below:

- significant number of children (15%) aged 14 and under – greater than the Saanich average
- strong working age population at 71%
- own to rent ratio is 58% to 42%
- lower median household income (\$66,000) than Saanich as a whole
- more one-person households, and more one and two-bedroom units, than Saanich as a whole
- ageing housing stock with 45% dating pre-1960 and a quarter dating pre-1980
- Frequent Transit Network routes include Tillicum Road, Burnside Road and Gorge Road; Rapid Transit Network route on Highway 1 is easily accessible.

The study area boundary for the Tillicum Burnside Plan includes the following four OCP geographies (see **Map 1**):

- Centre: Tillicum Burnside
- Corridors: Tillicum Road and Burnside Road
- Village: Gorge Village



Map 1: Tillicum Burnside Plan, Study Area Boundary

4. GOALS & OBJECTIVES

In contrast to former planning processes, the development of CCV Plans includes identifying goal statements and objectives early in the planning process to enable a progression to more substantive concept developments and policy discussions more quickly. While the goals and objectives will help inform the initial Plan framework, they will be added to, and continue to be refined, as engagement proceeds and as plan concepts develop.

The proposed Terms of Reference identifies four goals each with corresponding objectives intended to provide clarity at the outset of the project and reflect the focused scope of the work. The four key themes are as follows: land use; transportation and mobility; housing diversity, affordability and supply; and public realm and open space.

These goals have been developed in alignment with other foundational District of Saanich strategic plans and objectives including: the Official Community Plan, Climate Plan, Housing Strategy, Active Transportation Plan, and the Urban Forest Strategy.

A. Land Use

Goal Statement: Implement the Centre, Corridor and Village growth management framework to build complete communities that foster sustainable, walkable, vibrant, and connected places.

Objectives:

- Accommodate higher density housing and employment opportunities in alignment with transit investment to support community needs, foster revitalization and enable progress towards climate goals.
- Integrate redevelopment of Tillicum Mall and other large sites in the Tillicum Centre to create a more pedestrian oriented place with a greater diversity of employment, service and housing options.
- Deliver a planning framework that supports the development of a 15-minute community where all daily needs can be within walking distance,
- Explore the viability of a new Village or Corridor Hub on Burnside Road, at the intersection of Harriet Road and the border of the Uptown Core and City of Victoria.

B. Transportation & Mobility

Goal Statement: Deliver complete streets in the Tillicum Burnside area and improve connections for all modes with an emphasis on car-light living, safety, enjoyment, and efficiency.

Objectives:

- Create streetscape designs that promote active transportation options, urban forest enhancement, land use integration and pedestrian comfort.
- Support the delivery of quality transit service throughout the area, with an emphasis on the Tillicum Burnside Centre and connections to the Uptown Transit Hub.
- Create seamless intermunicipal connections for all modes of transportation.
- Create complete street design concepts for Tillicum Road and Burnside Road with a focus on integrating public realm, active transportation, and public transit.

C. Housing Diversity, Affordability & Supply

Goal Statement: Provide opportunity for new housing within well-served areas with a focus on meeting the needs of the community and providing a diversity of housing options.

Objectives:

- Create a land use framework and policies that can address Saanich housing needs, including through additional supply and a variety of tenures and unit types.
- Support the delivery of non-market housing and mixed-market models to support equitable access to housing.
- Support increased housing choice, including smaller units for one-person households, larger family-sized units, and housing for seniors.

D. Public Realm & Open Space

Goal Statement: Enhance overall liveability through providing community amenities, a safe and connected network of open spaces and distinct public realm areas.

Objectives:

- Enhance the character of the area through streetscape design and a mix of active commercial uses in the Centre, Village and along the Corridors.
- Secure new open space through the redevelopment of large sites to serve as public gathering spaces.
- Implement the Urban Forest Strategy's principle of 3:30:300, including streetscape design, park allocation, and public realm improvements.
- Promote the redevelopment of the Tillicum Mall site to showcase a vibrant urban mixed-use model with public square, plazas, park connection and rooftop amenity spaces.

5. SCOPE OF WORK

The scope of work for the Tillicum Burnside Study will involve analysis of a wide range of topics and considerations, guided by existing and in-progress policy documents, data, research and best practices, and input collected through engagement with the public and stakeholders. The work items, as listed below, seek to satisfy the goal statements and objectives (see Section 4) and to inform policy direction on future land use, mobility, housing, and public realm.

- Conduct research and analysis on local area characteristics, including demographics population projections, housing needs, infrastructure capacity, market conditions, and land use / development economics.
- Integrate existing and in-progress District-wide plans, strategies, studies, and initiatives in policy development
- Implement broader OCP policy directions at the local level.
- Prepare and implement a community engagement and outreach strategy.
- Assess underground infrastructure capacity and consider future needs.
- Refine the goal statements and objectives as needed over the course of the project.
- Develop land use designations at a parcel level that provide guidance for future land use, building height and density.
- Advance housing policy that enables the delivery of new housing including affordable and supportive housing projects.
- Identify new parks and open space networks, with a focus on a hierarchy of spaces to support a walkable, complete community.
- Develop policies to support transportation and mobility improvements with a focus on:
 - Complete street design concepts for Tillicum Road, Burnside Road and Gorge Road;
 - Routes, crossings and connections for pedestrians and cyclists;
 - Network access and circulation for all modes; and
 - Transit facilities and connections.
- Develop streetscape interface policy and guidelines to support public realm improvements and create a safe, enjoyable and walkable community.
- Provide public input and engagement opportunities to identify issues and opportunities tied to planning concepts and policy directions.
- Consider additional urban design guidelines for site context and organization, building massing and design, and public realm.
- Prepare sketches to support policy and design for the specific nodes and connections.

- Define priority actions and develop an Implementation Strategy

6. KEY DELIVERABLES

The Tillicum Burnside Plan will result in the following deliverables:

- Tillicum Burnside Plan
- Community Engagement Strategy and Summaries
- Implementation Strategy
- Proposed amendments to the Official Community Plan

7. PROJECT PROCESS & TIMELINE

In accordance with Council direction, each CCV planning process will be completed within 18 months and be brought to Council for consideration of adoption in Spring 2026 (see **Figure 1**).



Figure 1: Tillicum Burnside Study Timeline

Detailed actions and deliverables for each phase of the study are included in **Figure 2**.

Phase	Actions	Deliverables
Phase 1: Project Initiation 3 months	<ul style="list-style-type: none"> ▪ Develop project communications: <ul style="list-style-type: none"> - Set up email notification system - Webpage - Branding / Logo - Key Messaging ▪ Initiate technical analysis: <ul style="list-style-type: none"> - Zoning / land use - Viability (market / housing) - Covenants - Environmental assets - Infrastructure ▪ Develop baseline mapping ▪ Prepare Study FAQ ▪ Develop demographic and area profile ▪ Identify current development activity ▪ Undertake property owner and stakeholder list and notification ▪ Complete equity assessment ▪ Initiate/continue work on complete street design concepts 	<ul style="list-style-type: none"> ▪ Council-endorsed Terms of Reference, including Project Goals and Objectives ▪ Engagement Strategy ▪ Study area mapping ▪ Demographic and area profile ▪ Land use and zoning analysis ▪ Preliminary transportation analysis

Phase 2: Concept Development 4 months	<ul style="list-style-type: none"> ▪ Undertake engagement activities, as identified in engagement strategy ▪ Hold community design workshops ▪ Conduct stakeholder meetings /interviews ▪ Identify issues, priorities, concepts ▪ Develop concepts and policy approaches ▪ Test concepts, including pro forma analysis ▪ Revise concepts as required 	<ul style="list-style-type: none"> ▪ Initial planning concepts ▪ Refined issues and priorities ▪ Draft land use maps and future designations ▪ Conceptual street cross sections ▪ Preliminary draft policies / concepts and design considerations ▪ Community engagement summary ▪ Testing of land use concepts (design and proforma analysis)
Phase 3: Plan Development 7 months	<ul style="list-style-type: none"> ▪ Develop Draft Plan ▪ Internal Draft Plan circulation ▪ Administer second community survey ▪ Public engagement, including in-person and online open houses and webinars 	<ul style="list-style-type: none"> ▪ Initial Draft Tillicum Burnside Plan ▪ Engagement Summary ▪ Final Draft Plan ▪ Refined design guidelines
Phase 4: Plan Refinement 2 months	<ul style="list-style-type: none"> ▪ Refined draft Plan, based on Phase 3 feedback ▪ Prepare Final Engagement Summary ▪ Defined priority action list and draft implementation strategy ▪ Final revisions to Draft Plan 	<ul style="list-style-type: none"> ▪ Updated Engagement Summary ▪ Proposed Implementation Strategy ▪ Final Proposed Tillicum Burnside Plan
Phase 5: Plan Adoption 2 months	<ul style="list-style-type: none"> ▪ Council Report ▪ Prepare Bylaw Amendments ▪ Council consideration of Proposed Plan and Implementation Strategy 	<ul style="list-style-type: none"> ▪ Presentation of Tillicum Burnside Plan to Council ▪ Endorsed Implementation Strategy ▪ OCP Bylaw Amendments

Figure 2: Tillicum Burnside Plan, Detailed Timeline

8. COMMUNITY ENGAGEMENT

Community engagement and participation is an important part of the Study area planning process. The planning process will seek to be inclusive and reach a broad spectrum of the community. Engagement activities will include a mix of formats / schedules / locations to support equity and accessibility. Core engagement activities for the project include:

- Stakeholder meetings (internal and external).
- Engagement opportunities, including one community engagement workshop, interviews, open houses, an exploratory community walking tour, surveys, and webinars and presentations.
- Other engagement activities, as needed.

Saanich adheres to the International Association of Public Participation (IAP2) spectrum of participation which identifies the level of community involvement in decision making. To achieve the proposed project timeline, community engagement will be focused on key milestones in the planning process over four phases. The type of public engagement anticipated for each project phase and the level of public participation are identified in **Figure 3**.

Phase	Level of Public Participation	Engagement Tools	Primary Engagement Goal
Phase 1: Project Initiation	Inform	Project web page, branding Letter to property owners, stakeholders	To build information base, to raise awareness of the project, to inform stakeholders and property owners who are directly impacted
Phase 2: Concept Development	Inform Consult Involve	Stakeholder meetings Community workshop Community surveys	To receive input on issues and priorities from stakeholders. To receive community feedback and input on concepts and early policy direction
Phase 3: Draft Plan Development	Inform Consult	Open houses Webinar / Presentation	To receive feedback from the public on the Draft Plan that will inform refinements.
Phase 4: Draft Plan Refinement	Inform Consult	Stakeholder Sessions, as needed	To refine the Draft Plan and consult with focused groups on refinements and inform on next steps.
Phase 5: Plan Adoption	Inform	Notifications (Hello.Saanich, Print New, Social Media, Radio, Email) Public Hearing	To inform public of the Proposed Tillicum Burnside Plan and what changes were made based on community input. To notify public on how to make submissions to Council.

Figure 3: Tillicum Burnside – Spectrum of Participation

Key Stakeholders

Working with the community and stakeholders will help inform the development of the Tillicum Burnside Plan, including identifying key land use considerations and outcomes for sustainable growth along the Corridors and in the Center and Village areas. An initial list of key stakeholders is outlined below and will be supplemented if required:

- Residents
- Property owners / tenants
- Business owners / operators
- Housing Providers (market and non-market)
- The Saanich Community Association Network
- Gorge Tillicum Community Association
- Mt. Tolmie Colquitz Community Association
- District of Saanich Advisory Committees, including:
 - Accessibility & Diversity, Equity & Inclusion
 - Arts, Culture & Community Wellbeing
 - Economic Development
 - Natural Areas, Parks & Trails
 - Sustainability & Climate Action
 - Transportation
- District of Saanich Departments, including:
 - Planning
 - Engineering
 - Parks
 - Sustainability
- BC Transit
- Ministry of Transportation and Infrastructure (MOTI)
- Capital Regional District
- City of Victoria
- Greater Victoria School District No. 61
- Others, as identified through the planning process.

9. ROLES & RESPONSIBILITIES

The following list defines the roles and responsibilities of various contributors that will play key roles in the development of the Tillicum Burnside Study and the Plan development process.

- **Staff**
Staff will be responsible for project management, community engagement, data analysis, and preparing and recommending policy options for Council's consideration.
- **Residents and General Public**
All individuals having an interest in the area will be invited to participate in the planning process through providing input to identify issues and opportunities and review concepts, policies, and guidelines.
- **First Nations**
The District of Saanich is committed to developing a strong and fair, government-to-government relationship with Indigenous peoples that is based on respect, cooperation, and partnership to address shared interests and priorities. The District will seek to engage with

First Nations throughout the process. For it to be meaningful engagement with First Nations, we acknowledged that work program timelines may need to be adjusted.

- **Stakeholders**

Key stakeholders including non-governmental organizations, local institutions, schools (including public and private schools, universities, and colleges), economic and land development organizations, and advocacy organizations will contribute in the same way as the public but may also be the subject of focused consultation with respect to their areas of expertise. Stakeholders may also help with outreach, identifying issues, opportunities and actions, and reviewing policy options.

- **Consultants**

Consultants may be retained to provide additional expertise and supplement staff resources if needed throughout the process.

- **Council**

Mayor and Council are the decision makers. They allocate resources, endorse the project Terms of Reference, and approve the final Plan and deliverables.

10. BUDGET

The budget for the Tillicum Burnside Plan is \$250,000. Planning Staff will lead the development of the Tillicum Burnside Plan, including advancing the scope of work and managing external consultants who may be retained.

The budget will be used for the following:

- supplement Staff resources, as required.
- retaining consultants to provide expertise and undertake key project tasks, including conducting pro-forma analysis, urban design analysis, and assisting with community engagement events / workshops.
- hosting all engagement events, including a community design workshop and project marketing / advertising and print materials; and
- securing a contingency to enable additional analysis, research, review, and engagement if/as required.