

TILLICUM 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.

TILLICUM LOCAL AREA PLAN

Appendix M 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

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 Bylaw No. 7044, being the "Official Community Plan Bylaw, 1993" is hereby repealed except insofar as it may repeal any other bylaw.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 23rd day of June, 2008.

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

Read a second time this 8th day of July, 2008.

Read a third time this 8th day of July, 2008.

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

"CARRIE MacPHEE"

Municipal Clerk

"FRANK LEONARD"

Mayor

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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 a local context and more detailed policies that help guide the future of neighbourhoods. They are a reference for Council, as well as for residents and property owners, when development proposals and capital works are being considered.

The Local Area Plan is intended to provide a reasonable level of certainty about future use, development, and the quality of life within the area. Council may amend the Local Area Plan, following a public hearing, or in response to a specific development proposal.

The first Tillicum Local Area Plan was adopted by Council in December, 1981. The Planning Department initiated a major review and a new plan was adopted in December, 1989. Since then, amendments have occurred in response to specific development proposals, but the fundamental policies have not changed.

On November 20, 1995, Council endorsed a program to update all local area plans before 2001. A public participation process was approved that would tap into the knowledge and interests of residents through local community associations. The program recognizes that, in general, most land use goals remain relevant, and that changes are required to address the growing awareness of environmental and social issues and to update statistics and maps.

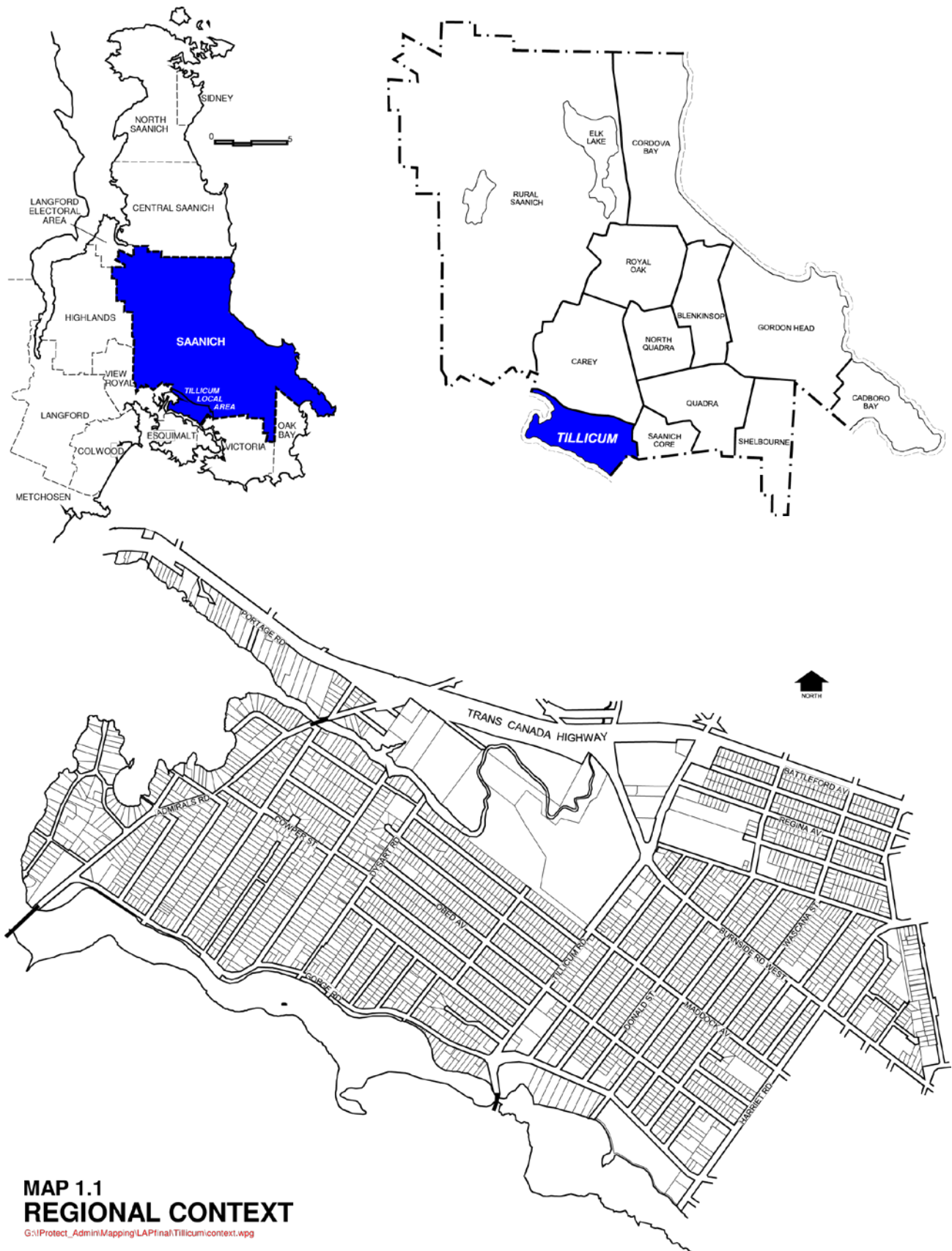
Public Involvement

The update of the Plan began with a survey of Tillicum area¹ residents. A survey questionnaire was distributed to all properties, and a set of resident concerns and issues was developed. Notification of the local area plan update was provided through advertisements in the Saanich News and Times Colonist. Planning staff met with the executive of the Tillicum Gorge Community Association, and there was more opportunity for public participation through two public workshops and an open house.

Community Organizations

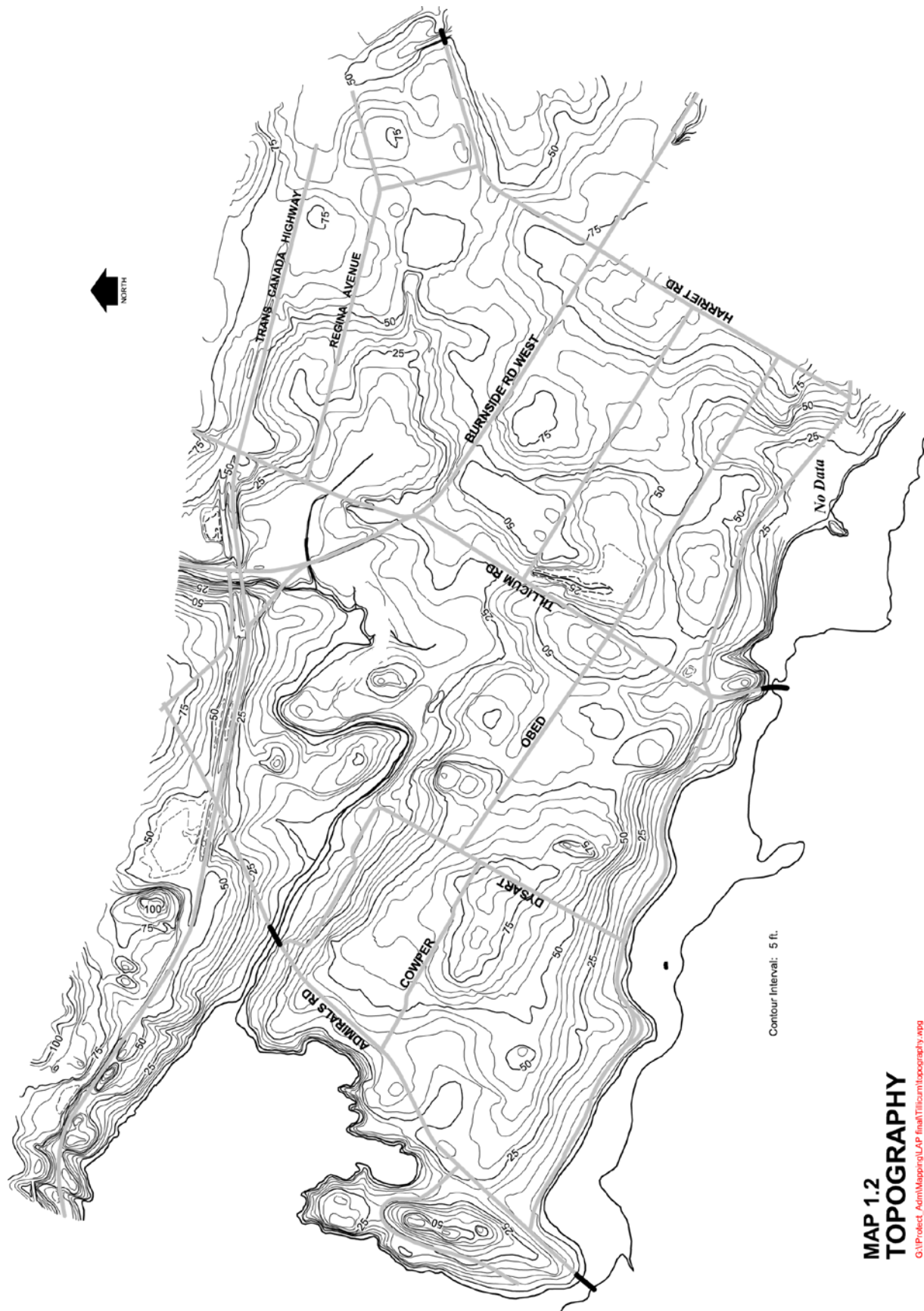
The Tillicum Gorge Community Association provides community input to the Municipality on planning and development issues that directly affect Tillicum residents. In addition, there are a number of interest groups. The Veins of Life Watershed Society is a group active in cleaning up and restoring Portage Inlet and the Gorge Waterway. The Portage Inlet Sanctuary Colquitz Estuary Society (PISCES) promotes the preservation of the designated bird sanctuary and the protection of Portage Inlet, Colquitz Estuary, and Cuthbert Holmes Parks.

¹References to the "Tillicum area" or "Tillicum" refer to the entire local area as shown on Map 1.1, while references to "Tillicum Road" relate directly to the roadway.



**MAP 1.1
REGIONAL CONTEXT**

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MAP 1.2 TOPOGRAPHY

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Boundaries and Features

Tillicum has well-defined boundaries. The area is bound by Trans Canada Highway to the north, Portage Inlet to the west, Gorge Waterway to the south, and Harriet Road, Whittier Avenue and Burnside Road to the east.

The topography of the area is varied with higher lands near the intersection of Cowper Street and Dysart Road, as well as the intersection of Obed Avenue and Tillicum Road as shown on Map 1.2. Along the northern boundary the land slopes down toward the Colquitz River along Portage Avenue and Murray Drive. It slopes sharply to Portage Inlet and more gently down toward the Gorge Waterway.

The Gorge Waterway, Portage Inlet and Trans Canada Highway act as barriers to adjoining neighbourhoods in Esquimalt, View Royal, and other parts of Saanich.

Land Use Character

Tillicum is a suburban community with a mix of commercial, recreational, and institutional facilities. Map 1.3 shows existing land use.

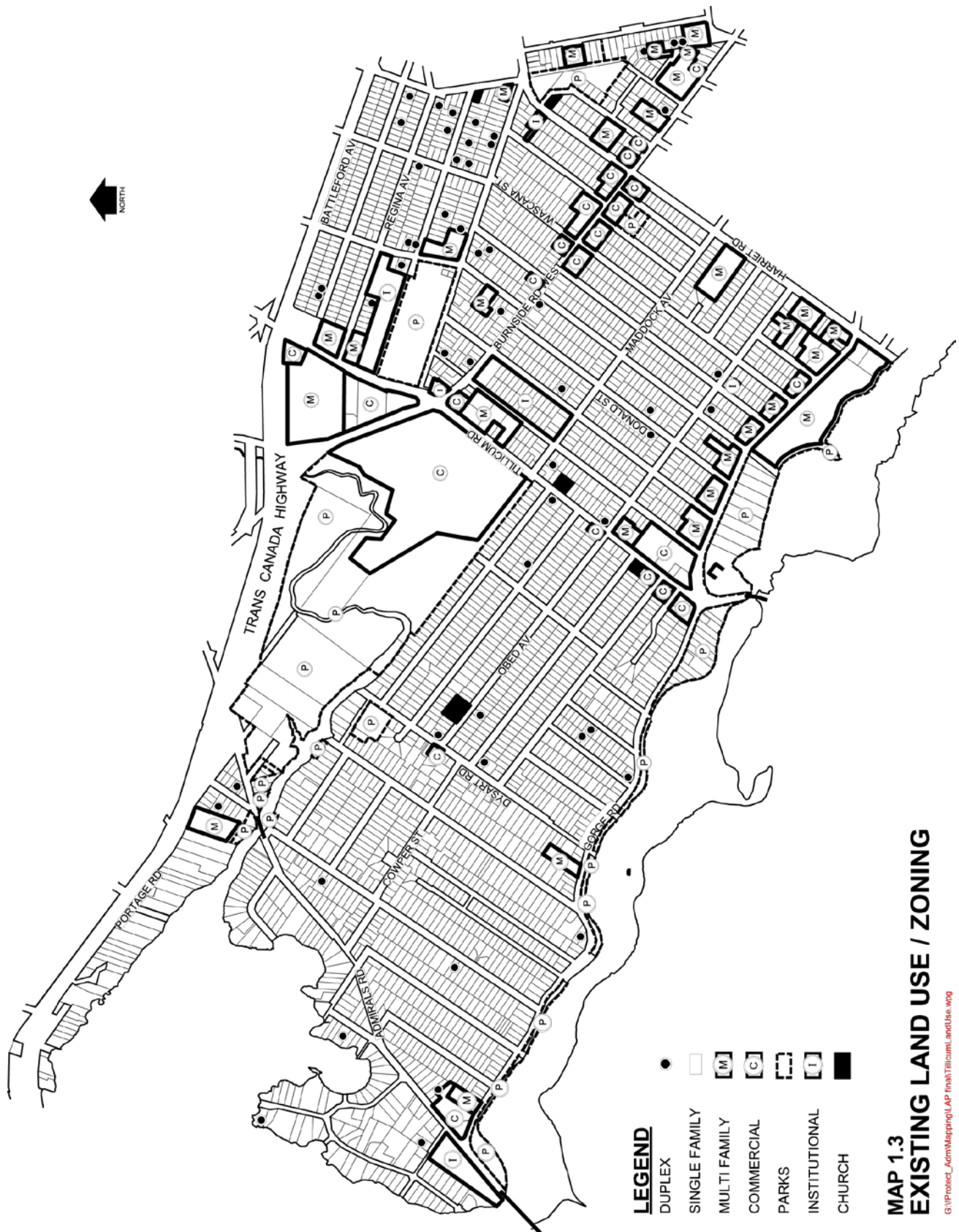
Detached homes predominantly form the residential use. They account for 59% of the dwelling units; apartments account for 32% and townhouses (6%) and duplexes (3%) make up the remainder. Most of the multi-family sites are clustered along Gorge Road between Harriet and Tillicum Road, in the Whittier-Burnside Road area, and along Tillicum Road near the Tillicum Mall.

Tillicum has a wide range of local and regional commercial uses. Local commercial businesses are concentrated along Tillicum Road and in the Gorge Shopping Centre at the Tillicum/Gorge Road intersection. Tillicum Mall is located just south of Trans Canada Highway and serves a regional market. An older strip commercial area is located along Burnside Road West at the intersection with Harriet Road. Small corner stores are located at Burnside Road East between Irma Street and Earl Grey Street, and at the intersection of Admirals and Gorge Roads.

Institutional uses include elementary schools, churches, a community hall, a seniors' complex, and a daycare.

Linear parks and open space are located on the edges of Tillicum with the Gorge Walkway to the south, and Cuthbert Holmes Park – part of the Colquitz River park system – to the north. Four community parks are throughout the area. The G.R. Pearkes Community Recreation Centre, a regional facility, is located in Tillicum Park next to Cuthbert Holmes Park.

The northern boundary of the local area is Trans Canada Highway which accesses the Western Community and “up-island” locations. Other primary transportation routes are Admirals Road, Gorge Road, Tillicum Road, Burnside Road West, and Harriet Road.



Social Profile

The population of Tillicum grew by 1,000 persons over the last ten years to 9,245 in 1996.

Table 1.1
Population and Projected Growth

Population Growth	1986	1996	1998 (estimated)	2010 (projected)
Population	8245	9245	10,717 *	12,092 *
Growth %	-	12.1%	15.9%	12.8%

Source: Statistics Canada, 1996 and Saanich Planning Department * estimates based on number of dwelling units.

Figure 1 is a profile of population by age group for Tillicum and compared to Saanich and the Capital Regional District (CRD). The profile shows that Tillicum has a concentration of young families (0 to 4, 25 to 34) relative to Saanich as a whole and the CRD. This may reflect the supply of affordable housing in the area. There are also relatively fewer teenagers, and middle-aged and older adults in the 45 to 70 year category. Table 1.2 shows the change in the population profile for Tillicum between 1986 and 1996. The proportion of persons in the 10 to 14, 35 to 54, and over 75 ranges show an increase over the ten years. The most significant declines were in the 20 to 24 and 55 to 74 age groups.

Population by Age Group
FIGURE 1

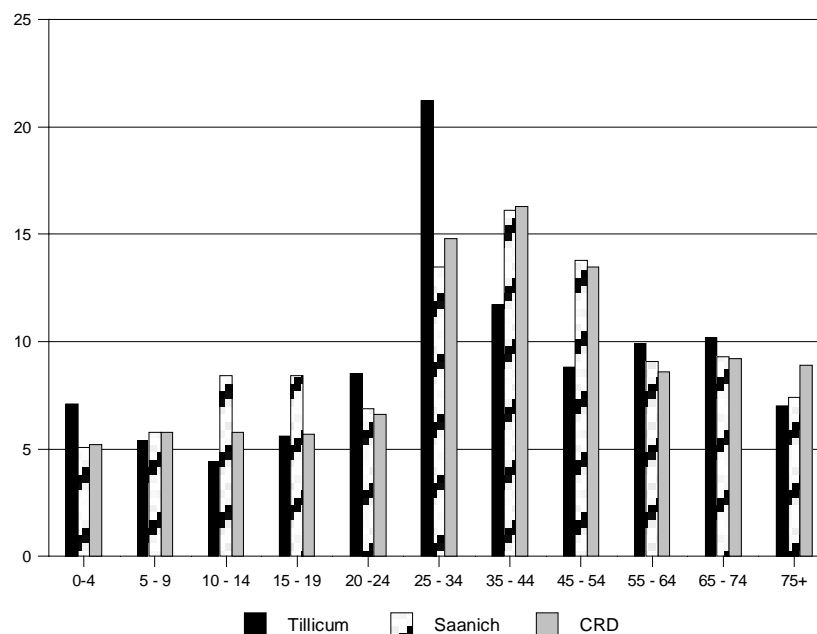


Table 1.2
Population by Age Groups, 1986 to 1996

Age Group	1986		1996	
	#	%	#	%
0 - 4	590	7.1	625	6.8
5 -9	450	5.4	505	5.5
10 - 14	360	4.4	480	5.2
15 - 19	460	5.6	440	4.7
20 - 24	700	8.5	595	6.4
25 - 34	1745	21.2	1855	20.1
35 - 44	965	11.7	1660	17.9
45 - 54	730	8.8	990	10.7
55 - 64	820	9.9	725	7.8
65 - 74	845	10.2	685	7.4
75+	580	7	685	7.4
Total	8245		9245	

Source: Statistics Canada 1986 and 1996

Table 1.3 indicates that average family size is slightly smaller in Tillicum than in Saanich as a whole. This may reflect the higher proportion of single parent families and the smaller number of children per family. The average household income for Tillicum is less than for Saanich.

Table 1.3
Household Characteristics

Characteristics	Tillicum		Saanich	
Average number of persons per household	2.3		2.5	
Average household income	\$42,974		\$63,469	
Two parent families with children at home	825	33.3%	12,530	43.6%
Single parent families with children at home	440	17.8%	3,810	13.3%
Average number of children in family	0.9		1	

Source: Statistics Canada 1996

Table 1.4 indicates that there are more residents renting rather than owning homes in Tillicum, as compared to Saanich.

Table 1.4
Housing Tenure

Tenure	Tillicum Local Area	Saanich
Owned	63%	73.7%
Rented	37%	26.3%
Source: Statistics Canada 1996		

Tillicum has a slightly lower labour force participation rate than the average for Saanich and the province, but higher than for the CRD. The participation rate for females is higher and the rate for males is lower than the Saanich and region averages.

**Table 1.5:
Labour Force Characteristics**

	Tillicum	Saanich	CRD	BC
Participation	65.1%	65.5%	64.0%	66.0%
Male	68.6%	72.5%	70.0%	-
Female	61.9%	59.0%	59.0%	-

Source: Statistics Canada 1996

2.0 COMMUNITY VISION

The Tillicum Local Area Plan should provide clear policy direction for the near future. This direction relates to the “vision” of the area developed by its residents. The following provides a word picture of the character of Tillicum in the future.

Tillicum continues to be a residential community with predominately single family homes, many of which have been renovated or reflect the historic character of development from the early 1900's. There is a mix of housing types including townhouses, apartments, and duplexes which provide choice to residents. These developments are primarily near commercial service areas and along the east side of Tillicum Road and along Burnside Road West. Some seniors-only developments have been constructed near shopping and transportation amenities which allow for long time residents to remain in the community when their housing needs change.

The community has attracted young families. This along with the recognition of a need to care for seniors has created a strong and diverse community. Seniors and youth programs are provided at the G.R. Pearkes Community Recreation Centre, at the Les Passmore Seniors' Centre, and at local community churches.

Open space and the retention and enhancement of wildlife habitat on both public and private lands are important to Tillicum residents. The Gorge Walkway is completed and offers a diverse walking environment. Swimming is once again a summer activity in designated areas of the Gorge. Cuthbert Holmes Park continues to have a significant role in the community and offers habitat for wildlife and birds. The Colquitz River riparian area, both within the Park and on private parcels, is being restored and enhanced to support fish habitat and improve water quality. New community parks offer passive open space and play-lots for children.

A greenway, including pedestrian and landscape improvements links the Gorge Waterway and Cuthbert Holmes Park along Dysart Road. Other boulevard and pedestrian improvements are scattered throughout the community.

Commercial uses along Burnside Road West, and at the Tillicum and Gorge Road intersection, create urban village centres. These centres focus on meeting day-to-day needs and encourage residents to walk and bicycle. Tillicum Mall and the Burnside Plaza area continue to evolve to be more pedestrian friendly with the inclusion of new multi-family residential and community-scale retail uses, and improved landscaping. The result is a vibrant commercial retail centre for local residents.

The Tillicum area continues to have good access to Trans Canada Highway, major roads, and bus routes. Discussions among residents, Ministry of Transportation and Highways, Provincial Capital Commission and the District of Saanich lead to acceptance of an integrated design and construction of the Trans Canada Highway/McKenzie Avenue/Admirals Road intersection. Noise attenuation walls have been provided along Trans Canada Highway which enhances the visual and walking environment along Portage Road and Battleford Avenue. Gorge Road has been maintained as a two-lane roadway with occasional left turn lanes, and Tillicum and Burnside Roads have had landscape improvements. Admirals Road has been upgraded to include sidewalks, bicycle lanes, and storm drains.

Residents enjoy a safe and pleasant walking environment with sidewalks on collector streets that are separated from the travelled portion of the road with treed boulevards. There are marked and illuminated crosswalks along Gorge and Tillicum Roads. Bikeways along Admirals, Gorge, Tillicum and Harriet Roads provide commuter access and linkages with the Galloping Goose Regional Trail. Local bicycle connectors, offering alternative routes throughout Tillicum, are located along Portage Road and Colquitz Avenue.

3.0 SOCIAL AND CULTURAL SERVICES

Goal: Ensure social and cultural services are adequate for the well-being of the community.

Youth

Youth activities can be assessed at G.R. Pearkes Community Recreation Centre which has a youth activity centre with drop-ins several nights a week and special events such as dances. “Coredoor” teen centre is open after school for pre-teens and in the evenings for teens. There are pool tables, ping-pong, Nintendo, pinball, VCR, TV, basketball, stereo, and activities.

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

Parents/Families

Tillicum 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 a summer playground program at area parks. Parent advisory groups and resident associations are important sources of input for necessary programs such as babysitting course for teenagers and safety camp. Additional parenting support programs have been identified as a need for young adults with children and for families with children 6 – 10 years old.

Through a Healthy Saanich 2000 initiative, and with funding assistance from the Province of British Columbia and the Queen Alexandra Hospital for Children’s Health, two-family programs operate out of the G.R. Pearkes Community Recreation Centre. Saanich Neighbourhood Place provides family support programs for families of preschool age children. Programs include parenting courses, drop-in activities, clothing exchange and toy library. The Child and Family Rehabilitation Program of Queen Alexandra Centre for Children’s Health is an outreach program that offers a care committee for children and youth, and mental health counselling and support for families.

In general there is a shortage of facilities and it is hoped that the new joint use agreement between School District #61 and the District of Saanich may provide access to more facilities.

Tillicum residents have access to a number of recreation, leisure, and cultural programs offered at the G.R. Pearkes Community Recreation Centre. The facility has skating rinks, tennis courts, a gymnasium, meeting rooms and indoor lawn bowling. Programs are offered for pre-school, school age children, teens, and adults.

Seniors

Saanich Silver Threads operates the Les Passmore Activity Centre, located on Hampton Road at Tillicum Road, which offers seniors’ recreation, leisure programs and activities and an outreach program.

There are several seniors-oriented residential complexes in Tillicum. They are located along Tillicum Road across from Tillicum Mall and close to the Les Passmore Activity Centre. There are no full service nursing homes or hospitals located in the area, but nearby, in the City of Victoria. Having a range of alternative housing is important to people as they age and their housing needs change. It enables them to remain in the area where they have developed social ties over the years.

Personal Safety

Community policing services are delivered through several programs. Crime prevention through the Block Watch program includes safety audits, safety checks, and public meetings. Through a schools program, students have access to police liaison officers at Colquitz and Spectrum schools. Youth police officers also attend the “Coredoor” youth activity centre at G.R. Pearkes to interact and develop relationships with local youth with an objective to reducing youth-related criminal activity. There is also a program to establish “police posts” or mobile temporary police stations at a local mall or community recreation facility which is currently being researched.

Arts and Culture

Spectrum Community School has a new state-of-the-art theatre and flexible performance space that was opened in 1996. It is 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 is being negotiated to allow better community access.

POLICIES

- 3.1 Continue to provide resources through the budget process for the delivery and administration of programs targeted to families with young children.
- 3.2 Partner with other agencies to provide resources for the delivery and administration of family support programs at G.R. Pearkes Community Recreation Centre.
- 3.3 Increase the provision of community facilities and activity programs for teens with special emphasis on at-risk youth.
- 3.4 Support and consider participating in a review of the availability of and demand for support services for seniors within the Tillicum area.
- 3.5 Support the development of community arts in the theatre at Spectrum Community School.
- 3.6 Support and encourage Community Associations and groups to implement neighbourhood safety programs such as Block Watch and Emergency Preparedness.
- 3.7 Encourage resident associations and parent advisory groups to have a consistent role in determining the need for community services.

4.0 HISTORICAL RESOURCES

Goal: Preserve and enhance significant heritage resources.

The area of the Gorge Waterway and Portage Inlet has long had historical significance. It provided shelter and a food source to indigenous peoples, served as a colonial agricultural area, and was a recreational destination from the 1890's to the 1930's. In 1923, the Gorge Waterway and Portage Inlet were designated as part of the Victoria Harbour Migratory Bird Sanctuary. Today, the Waterway and Inlet is the primary open space for surrounding neighbourhoods. A book titled "The Gorge of Summers Gone" by Dennis Minaker provides a glimpse of the Gorge's colourful history.

Gorge neighbourhood was one of the early residential areas in Saanich. The neighbourhood's appeal was its proximity to downtown Victoria and the Gorge Waterway. Early subdivision established a grid pattern of development. Until completion of Trans Canada Highway, Gorge Road was the main access to up-island communities.

Tillicum has six designated heritage structures and thirty-three inventoried structures of heritage significance. These structures are located throughout the area with clusters on Colquitz Avenue, Gorge Road, and Harriet Road (see Map 4.1). Structures of significance include Brookman Store, Tillicum School, and Craigflower School which is in poor condition and in urgent need of repair. The heritage homes illustrate a variety of architectural styles including Craftsman, Edwardian Vernacular, Arts and Crafts, California Bungalow, Tudor Revival, Moderne and Italianate, and reflect Tillicum's long history of development.

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 and Archival Committee to ensure alterations are in keeping with the heritage significance and character.

Saanich has an inventory of heritage and significant trees as permitted under the Local Government Act. These trees are significant because of heritage, landmark or wildlife habitat value. The designation of these trees is by adoption of a municipality bylaw under direction of the Significant Tree Committee with the approval of the owner. Municipal properties with significant trees include an English elm on the Colquitz Avenue boulevard. Two Sequoia trees at 384 Gorge Road should be designated.

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 and subdivision applications, and development permits in the vicinity of heritage structures.

- 4.3 Continue to fund and support the Saanich Heritage Foundation in their efforts to promote the restoration of heritage structures.
- 4.4 Support the efforts of the Saanich Heritage Advisory and Archival Committee, and the Saanich Significant Tree Committee to preserve heritage resources in Tillicum.

5.0 PUBLIC WORKS

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

Public works such as sewers, storm drains, and water service are provided by the Municipality. Other public utilities are provided by BC Hydro (electric power), Telus and Shaw Cable (communication services), and Terasen Gas (natural gas).

Water servicing is provided to all parcels within Tillicum. Trunk services for water and sewer are shown on Map 5.1. The entire Tillicum local area, except for a small area along Portage Road, is included in the Sewer Service Boundary, which defines the area served by the sanitary sewer system.

Storm drains comprise a combination of pipes, open ditches and natural watercourses, and discharge into the Colquitz River, Portage Inlet, and Gorge Waterway. Collection and discharge points for storm drains can be seen in Map 5.1.

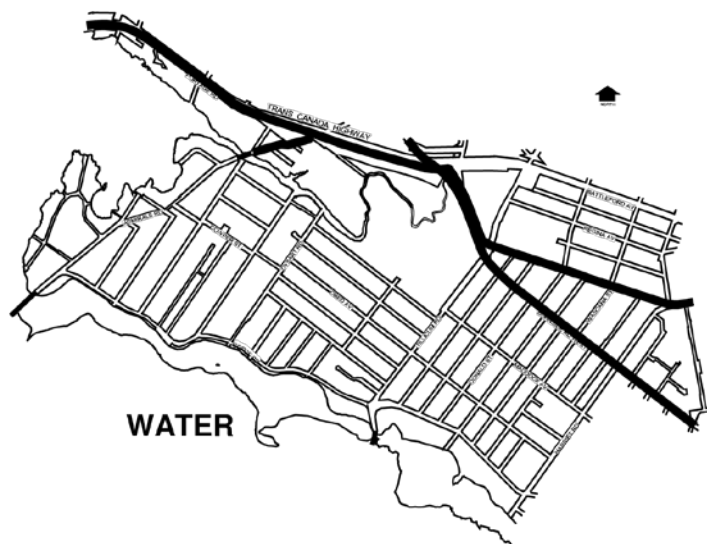
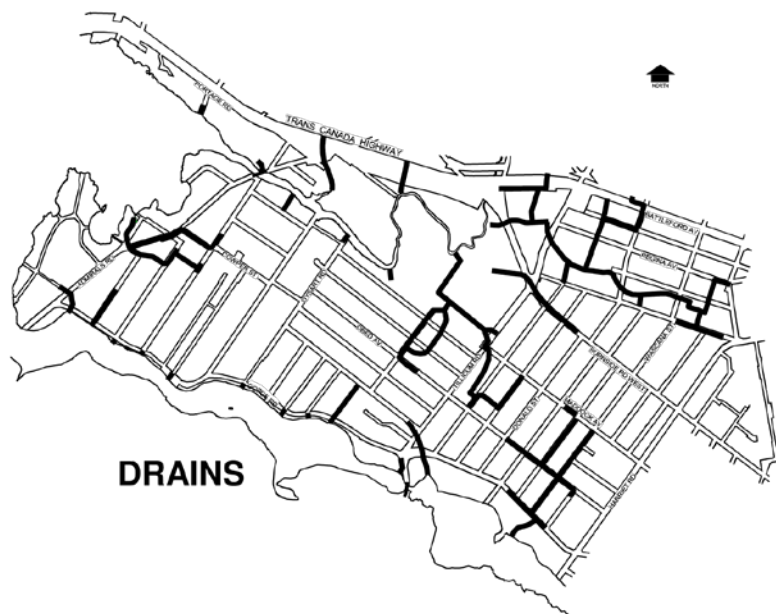
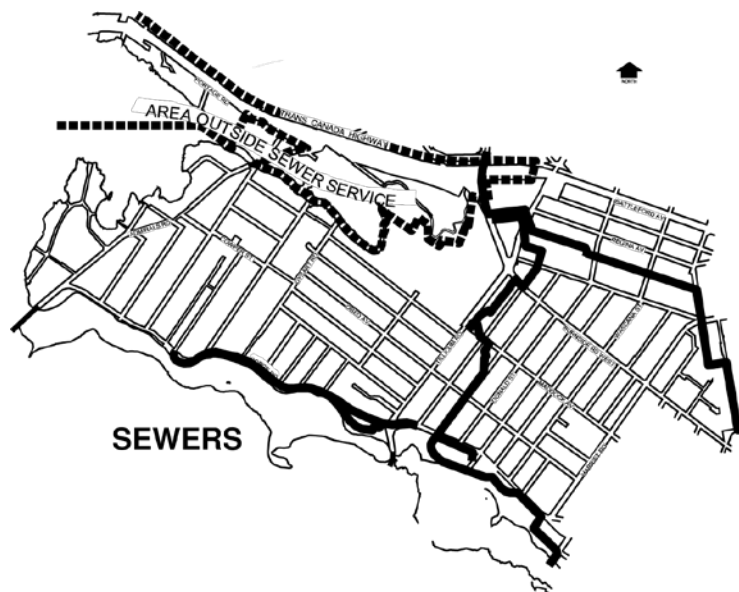
Infrastructure Improvements

Infrastructure improvements are the key concern of Tillicum residents. Some services are very old and deteriorated, as areas of Tillicum are some of the oldest in Saanich, having been developed in the early 1900's. Upgrading will be costly and with limited funds, priorities must be established.

Through a review of the municipal infrastructure requirements, the Engineering Department is developing a plan for service upgrades and funding options that may include municipal borrowing, local improvements, and general revenue and specified area charges. Timing of the work will depend on priorities and available funds. Map 5.2 indicates the Engineering Department's priority infrastructure projects identified for Tillicum.

Residents can expedite improvements through application for a Local Improvement Levy program. This program provides for 50/50 cost sharing between the municipality and those property owners directly benefitting from the improvement. These charges are generally amortized over 15 years.

Alternatively, Specified Area Charges can be used to fund infrastructure improvements. The cost of the improvement is shared between those property owners who are deemed to benefit from the improvement. Generally, this is determined to be a larger area than a Local Improvement Levy area. This usually results in a lower cost per parcel, earlier implementation, and more certainty that the charge collected is spent in the area.



**MAP 5.1
INFRASTRUCTURE**

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Sanitary Sewers

The Portage Road area is serviced by on-site disposal systems which is an issue for local residents. In a 1986 report, the Engineering Department, with the support of a narrow majority of residents, recommended that the sewer not be extended to service Portage Road. The reasons were primarily cost, impact on the natural environment, and difficulty of installation. More recently, there has been renewed interest in reviewing the options and costs of extending the Sewer Service along Portage Road, particularly as older septic fields reach the limit of their life cycle. There are, however, no firm plans to sewer the area.

Tillicum has been identified by Engineering and Public Works as one of the first areas which should be evaluated for sewer main improvements. The age of the system and the infiltration of stormwater into the sewer mains, are major problems.

The eleven pump stations shown on Map 5.2 need to be upgraded. Capacity and overflow are serious concerns because of possible environmental impacts. Without an increase in the annual budget, pump replacement must be implemented over a number of years. The cost to replace the Dysart pump station, for example, is estimated at \$500,000, while the annual municipal budget is \$200,000.

Water Servicing

Water mains must be replaced along several streets (see Map 5.2) at a cost of approximately \$1.1 million. This work is required to ensure adequate water for firefighting, to reduce the likelihood of service disruption, and to repair damaged pipes.

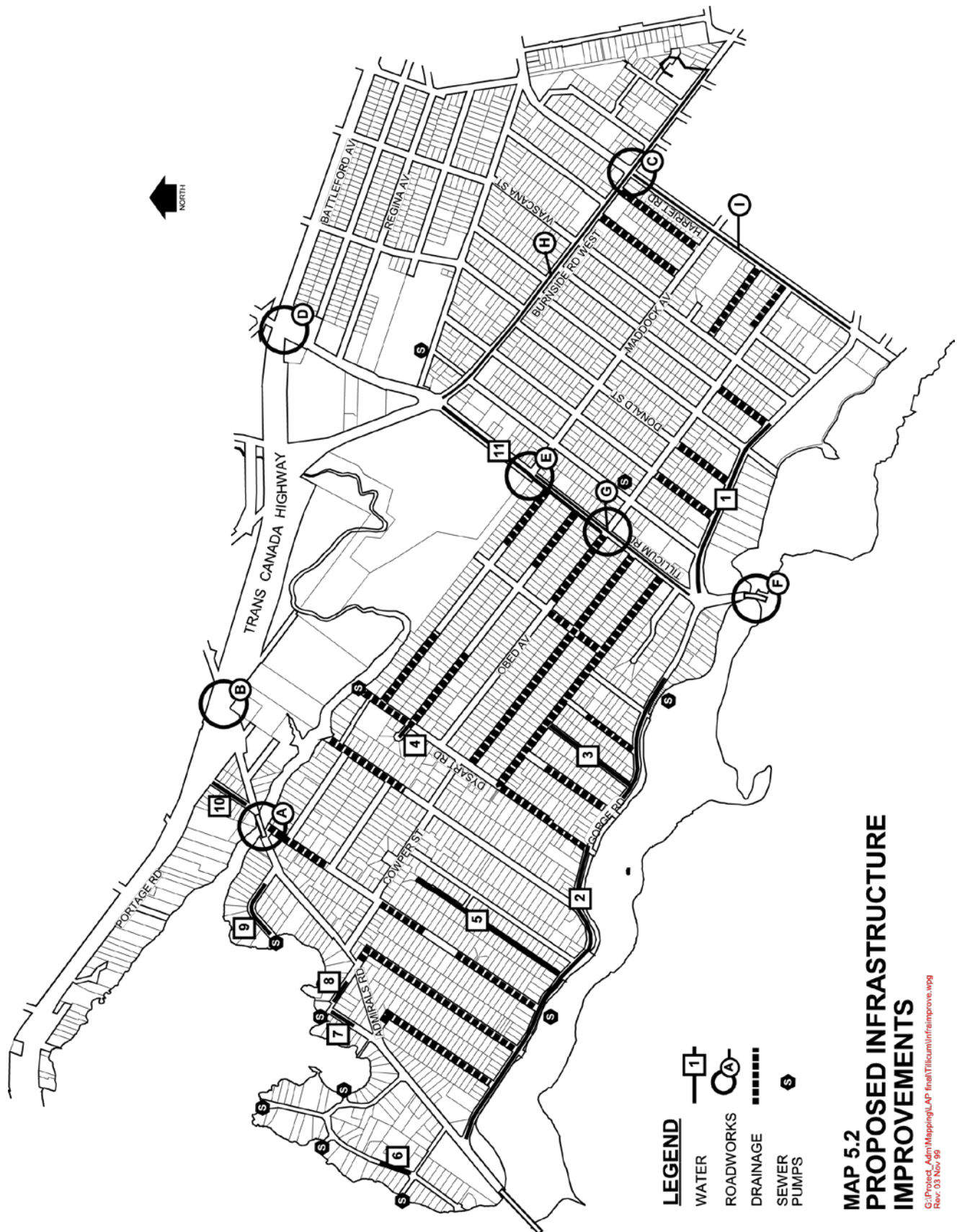
Storm Drains

The area is served by enclosed storm drains, open ditches and substandard enclosures. The substandard enclosures were not installed according to engineering standards and many open ditches are too shallow or too deep. The result is that stormwater infiltrates the sewer lines, ditches back up, and flooding occurs.

While grassed, open ditches offer environmental benefits such as filtering water (to improve quality) and slowing running water (reducing erosion and sedimentation) before it enters natural systems, erosion caused by steep slopes in much of Tillicum makes natural drainage impractical. As a result, most storm drainage works in Tillicum, as shown on Map 5.2, involve enclosing open ditches and replacing substandard pipes. Works are estimated at \$1.7 million.

POLICIES

- 5.1 Undertake an Action Plan for the planning, setting of priorities, and identification of funding mechanisms for infrastructure improvements including sidewalks, crosswalks, ditch enclosures, stormwater management projects, sewer upgrading and grease interceptors at outflows (see Policy 6.7).**



- 5.2 Request the Regional Health Officer to monitor the performance of septic systems along Portage Road and report to the Director of Engineering Services.
- 5.3 Review options for sewage disposal along Portage Road, only if the majority of septic systems fail.
- 5.4 Complete an environmental impact study for the Portage Road area as part of the review of sewage disposal options.
- 5.5 Continue to provide education to residents about their role in improving stormwater quality and water conservation.
- 5.6 When undertaking stormwater management projects, also consider streetscape enhancement, safety, and environment.

6.0 ENVIRONMENT

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

Residents of Tillicum highly value environmental features in their community. The Gorge Waterway and Portage Inlet are part of a designated Federal bird sanctuary. The Colquitz River systems and Cuthbert Holmes Park are important natural parks. These, and many other natural features, are included in the *Saanich Environmentally Significant Areas Atlas (1999)* which inventories features and identifies sites which require restoration. Inventory information in Tillicum is shown on Map 6.1. Protection and enhancement of these and other areas are of interest to local residents and the atlas provides the important first step of knowing where they are.

The Aquatic Environment

The Gorge Waterway, Portage Inlet and the Colquitz River system are major aquatic features. The Gorge Waterway and Portage Inlet are tidal waters linked to Victoria Harbour. Portage Inlet is shallow and has a mud bottom which is exposed at low tide. The Gorge has a constriction in the area below the Tillicum Road bridge. The waterfall effect of this opening has been reduced by historic blasting. The Colquitz River is the largest watercourse in Saanich and, like the Gorge and Portage Inlet, has historically provided important fish habitat.

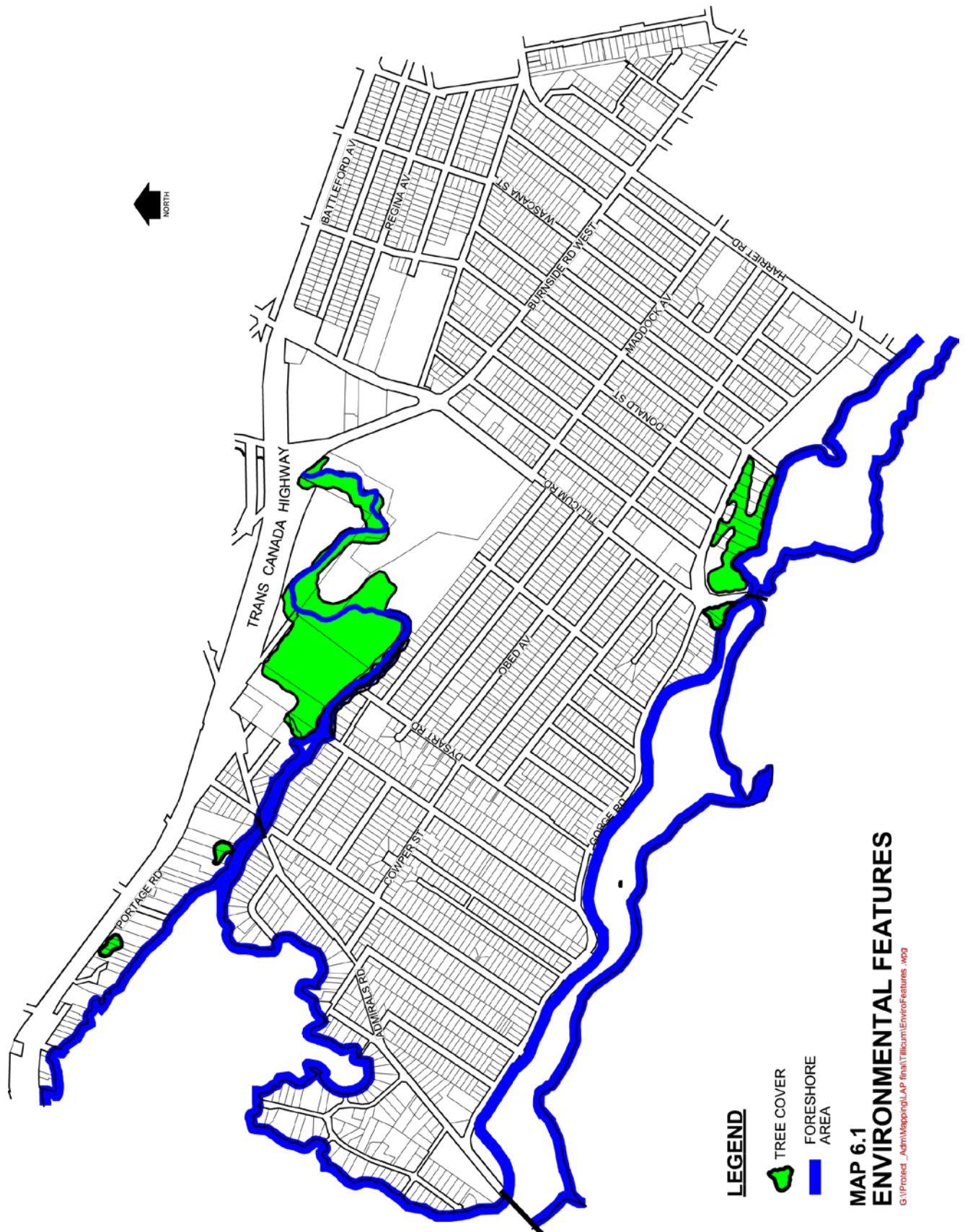
These features have been the subject of many studies, including the following recent ones:

- Phase I study undertaken by the CRD in 1999, *Victoria and Esquimalt Harbours Ecological Inventory and Rating (HEIR)*, inventories the intertidal and backshore areas of the Gorge and Portage Inlet; and
- Habitat and restoration feature mapping by Saanich and the Veins of Life Watershed Society.

All watercourses are protected under the Municipal Watercourse Bylaw which restricts fouling, obstructing or impeding the flow in watercourses in order to maintain the quality of water and the rate of flow. As a salmon-bearing river, the Colquitz is also governed by the federal Fisheries Act. Under the Saanich Zoning Bylaw, no docks, wharves, walls or other structures are permitted to be built along the shoreline.

In 1969, the Colquitz River land acquisition program was initiated by the District of Saanich. Most of the land adjacent to the Colquitz River is now municipally owned and zoned for park.

Despite these measures, the water quality and habitat in the aquatic environment is in need of major restoration. The Gorge-Admirals Road to Gorge View Road has a stone retention wall installed as a beautification project between 1966 and 1971. Many smaller rock or cement walls have been built along all the watercourses. Given current knowledge of shoreline ecology, this type of installation is no longer acceptable.



Riparian and backshore vegetation plays a vital role in protecting water quality and biodiversity. 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 Local Government Act provides Council the authority to establish a development permit area (DPA) for the protection of the natural environment. A DPA would apply to new construction, additions and alterations and could specify setbacks to protect riparian areas and limit impervious (hard) surfacing to limit surface water run-off.

Stormwater quality and quantity discharging into watercourses is an important issue in Tillicum. Stormwater drains in Tillicum discharge to the Colquitz River, Gorge waterway and Portage Inlet allowing pollutants, excess sediments, and scouring to degrade aquatic environments. Efforts should be made to increase the water quality of stormwater, and to reduce the flow reaching watercourses by encouraging on-site stormwater management.

The watersheds for these systems extend far beyond the Tillicum local area boundaries. This means that while activities in Tillicum can be managed to protect these resources, partnerships should be struck with neighbouring jurisdictions to ensure the aquatic environment is managed on a watershed basis. This is the approach of the Veins of Life Watershed Society which has been responsible for major clean up efforts along the Gorge. Overall, community education, which is the foundation to understanding and protecting aquatic and terrestrial environments from the many threats, is essential.

The **riparian zone** is the area adjacent to streams, lakes or wetlands, the transition between water and land. In marine environments, this may be referred to as backshore vegetation. 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.

The Terrestrial Environment

Native trees, shrubs, flowers, and grasses are important to the environment as they provide a key component to biodiversity. Garry oak meadows, rock outcrops, and conifer forests can be found in Tillicum. Less common is the grand fir-Garry oak association sometimes found on the forest edge.

Tillicum has significant areas of natural vegetation, most of which are within Cuthbert Holmes natural park and Gorge Park. In addition, the low density development and large lot sizes in the rights-of-way west of Admirals Road result in a highly vegetated area.

Tillicum has historically provided important nesting habitat for the Great Blue Heron and may continue to do so. Loss of nesting habitat for the herons is becoming a provincial concern.

POLICIES

- 6.1 Protect and enhance indigenous vegetation, wildlife habitat, and riparian environments as much as possible when considering applications for changes in land use.
- 6.2 Preserve indigenous trees, shrubs, plants, and rock outcroppings as much as possible within parks, boulevards, unconstructed road rights-of-way, and other public lands.
- 6.3 When possible, negotiate a minimum 3.0 m protective easement along the riparian boundaries of properties which abut Portage Inlet and Colquitz River to retain or restore the shoreline areas to a natural state.
- 6.4 Use development permit legislation to:
 - a) establish new development permit areas for riparian areas of the Colquitz River, and Gorge Waterway foreshore to protect environmentally sensitive areas (see Section 13);
 - b) amend the Portage Road Development Permit area to include all parcels fronting Portage Inlet;
 - c) amend the 15 m building setback in the Portage Road Development Permit Area only after consultation with affected property owners and Residents' Association;
 - d) propose riparian setbacks in development permit areas that take into account existing building locations and developments; and
 - e) consider restricting future redevelopment to existing building footprints.
- 6.5 Develop and implement a riparian, foreshore, and bank restoration plan for the Colquitz River, Portage Inlet and the Gorge Waterway in partnership with the community, schools and universities, and other government agencies based on the *Environmentally Significant Areas Inventory*.
- 6.6 Develop an environmental education program with the community, industry, institutions, and schools to:
 - a) reduce non-point pollution flowing into the Colquitz River system;
 - b) increase understanding of the importance of riparian vegetation;
 - c) increase awareness of the need to protect important plant communities and wildlife habitat; and
 - d) increase the awareness of the sensitivity of the Great Blue Heron nesting and feeding areas within the Victoria Harbour Migratory Bird Sanctuary.
- 6.7 Consider grease interceptors at storm drainage outflows to reduce pollutants accessing the Gorge Waterway, Colquitz River, and Portage Inlet through the Action Plan process for infrastructure improvements (see Policy 5.1).
- 6.8 Support the stormwater monitoring program undertaken by Veins of Life Watershed Society and Tillicum Gorge Community Association.

7.0 HOUSING

Goal: Provide a range of housing types to meet the needs of residents while maintaining local area character and enhancing liveability.

Tillicum is a desirable residential area due to its attractive natural features like Portage Inlet and the Gorge Waterway, its proximity to downtown Victoria and key transportation corridors, and the convenience of regional shopping and recreation facilities. It offers a range of housing types including single family homes, duplexes, townhouses, and apartments (see Map 7.1) and a large number of heritage and character homes.

While all of Tillicum has been developed, some redevelopment for multi-family dwellings and single family infill are expected. In the short term, sites with multi-family potential are described on page 23 (see Map 7.2). In the long term, the regional growth strategy proposes one growth option that has higher residential densities within “urban villages”. The Community Workshop reinforced this concept and identified three possible nodes (see Map 10.1 and Section 10).

Table 7.1:
Inventory of Residential Parcels and Dwelling Units

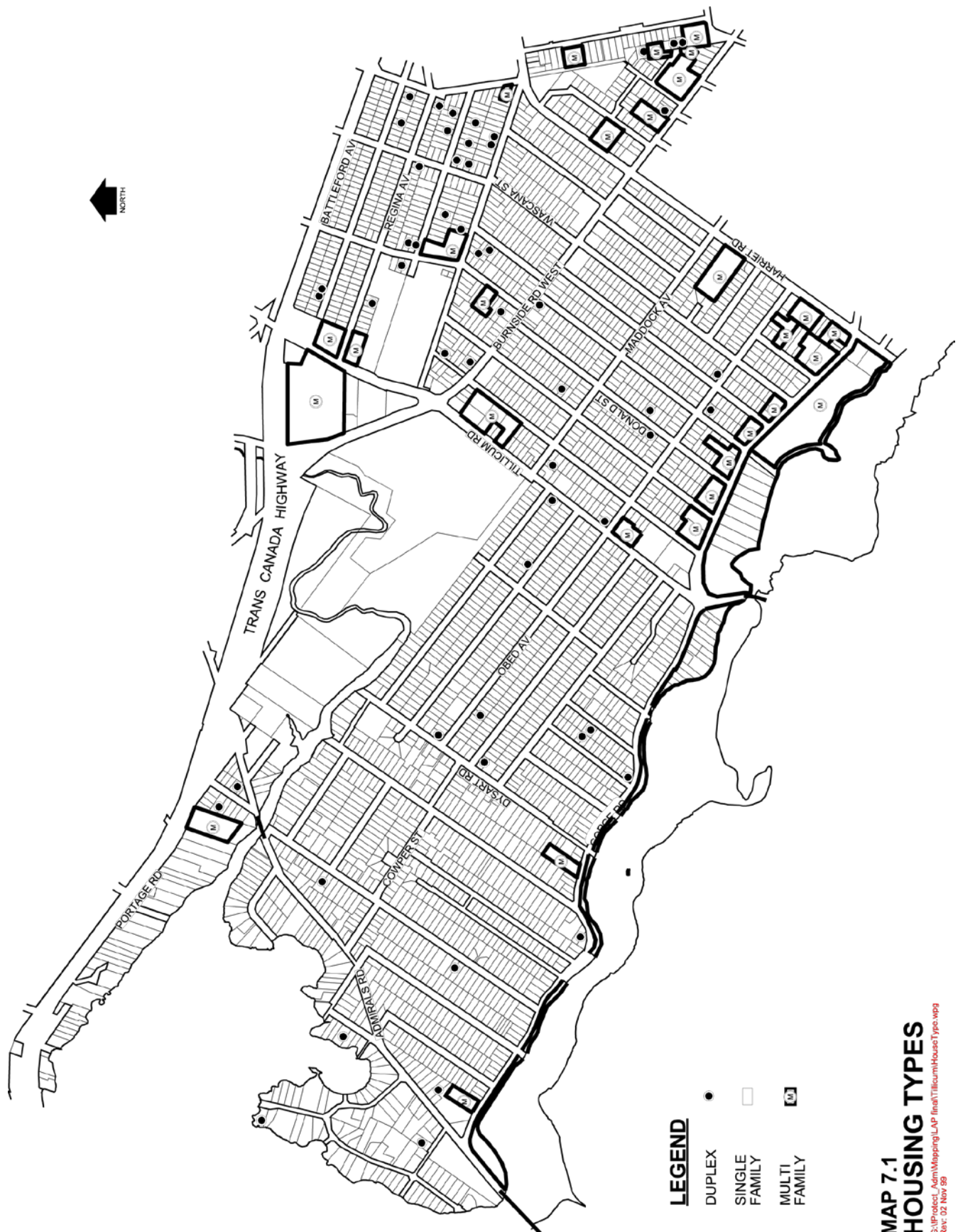
Residential Zones	Zoned Parcels		Dwelling Units	
	#	%	#	%
Single family	2350	96%	2350	60%
Two-family	56	2%	112	3%
Multi-family	39	2%	1435	37%
Total	2445	100%	3897	100%
Source: Saanich Permit Plan Data, 1998				

An inventory of residential zoned parcels and dwelling units based on 1998 municipal zoning information is shown in Table 7.1. The dominant residential parcel and dwelling type is single family with 96% of the parcels and 60% of dwelling units. Two-family dwellings account for 3% of dwelling units, while townhouses and apartments account for 37%.

A comparison of housing types in Tillicum, Saanich and the Capital Region is shown in Figure 7. Tillicum has a larger proportion of multi-family residential than Saanich, more in line with the CRD as a whole, but a smaller percentage of two-family dwellings. Tillicum also has relatively more single family dwellings than the CRD, but fewer than Saanich.

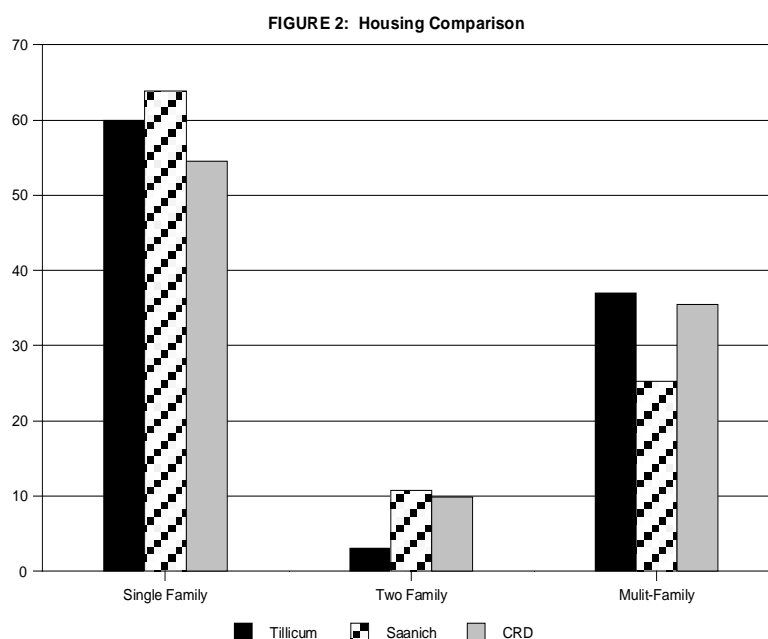
Single Family Housing

There are few opportunities for new lots to be created for single family homes. Large lots on Portage Road can only be subdivided if serviced by municipal sewers, and there is no support to extend service at this time. Along Dysart, Austin, and Colquitz Roads there are large lots that could be consolidated and subdivided to create additional lots or panhandle lots which would alter these streetscapes. As panhandle applications require a 10% variance for lot frontage from Council, an opportunity would be provided for public input and Council would have the right to deny the variance.



MAP 7.1
HOUSING TYPES
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 Rev: 02 Nov 99

Rather than through subdivision, it is more likely that single family development will occur through redevelopment of lots by demolition and rebuilding or through extensive renovations and additions. Replacement homes may be built to the maximum allowed by the Zoning Bylaw which may be larger than what exists. New homes may also be designed out of character with existing dwellings. This is a concern of those who wish to retain neighbourhood character. Through the Local Government Act, the municipality can regulate dwelling height and mass, but has no mechanism to ensure that the design of new homes is compatible with surrounding dwellings.



Two-Family Housing

Two-family dwellings are governed by Policies 6.5 and 6.6 of the Saanich General Plan which require:

- a larger lot than adjacent zoning (1.3 times);
- a slightly wider lot than adjacent zoning (20 m or 1.3 times);
- consideration of neighbourhood context and lot size, and building scale and design, 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 can be compatible with single family dwellings. There are many lots in the western part of Tillicum that meet the lot area criteria, but only a limited number of lots that meet both the lot area and width criteria for two-family dwellings. Neighbourhood context, the quality of the proposal, and community support will impact the acceptance of two-family development. A parcel must be rezoned and a development permit approved before a two-family dwelling can be constructed. This process provides an opportunity for the neighbourhood to review the proposal and to express its support or concerns to Council. The advantage of two-family dwelling applications is that architecture, site planning and landscaping can be regulated through the development permit process and the community is afforded an opportunity to consider neighbourhood impact.

Multi-Family Housing

Tillicum's stock of townhouses and multi-storey apartments contribute to a diversity of housing for its residents, an important element of complete communities². Multi-family dwellings offer an alternative, and often more affordable, form of housing for those who choose or are not able to maintain a single family lot. In Tillicum, multi-family developments are clustered along the Gorge Road between Harriet and Millgrove, on Burnside east of Harriet, and along Whittier Avenue. The Capital Region Housing Corporation and other non-profit societies manage subsidized housing units for low income residents.

In general, the approach has been to encourage multi-family housing near service centres. This places the greatest densities closest to shopping, offices, entertainment and transit. In theory, this approach is symbiotic as the residents support the services and the services support the residents and there is greater efficiency in the use of infrastructure such as roads and public transit. In practice, however, this relationship can be negatively impacted by roadways that divide rather than link important destinations. In the case of Tillicum Road, for example, many residents find it difficult to cross safely to access the shopping area and have requested this be given special attention (see Mobility section and Policy 9.13).

Sites having multi-family potential were identified in the 1989 Local Area Plan. Since then redevelopment to multi-family use has occurred on some sites while others have seen no activity. Five sites have been identified as having multi-family potential (see Map 7.2). The sites are described below and guidelines for redevelopment are outlined in Table 7.2.

Site 1: Tillicum Road West

There have been no applications received for multi-family rezoning since the site was originally designated, perhaps due to market cycles. The area continues to have multi-family potential and there have been recent enquiries. The proximity to roads, transit, and commercial amenities makes this area suitable for multi-family consideration.

Site 2: Tillicum Road East

There has been some redevelopment to multi-family since the last plan. The proximity to services and access to roadways, transit and bikeways continues to make this site suitable for multi-family uses.

Site 3: Obed South

Several properties designated for multi-family development have not proceeded. The lots south of Obed Avenue between Albina Street and Orillia Street represent the largest site available. Other sites are scattered on Millgrove Street, Gorge Road, and between Qu'Appelle Street and Harriet Avenue to the south of Obed Avenue.

The lots south of Obed Avenue between Albina Street and Orillia Street provide a transition between single family uses to the east and commercial uses to the west. The redevelopment of the other scattered potential multi-family sites would complete multi-family redevelopment and address isolated parcels.

²A complete community provides residents with housing and lifestyle choices, so they can age in place without having to move from the neighbourhood at a critical stage in their lives.

Site 4: Little Eldon

Several of the sites in the area have redeveloped to multi-family use. The parcel at 278/280 Burnside Road East is zoned for a two-family dwelling. It is unlikely that this site could be redeveloped to a multi-family use.

The lots at the corner of Burnside Road and Dupplin Road continue to be suitable for multi-family development as they provide a transition from industrial uses to the east and single family uses to the west. A comprehensive development plan is required to ensure that individual parcels are not isolated.

One development has been completed on the south end of Whittier Avenue and one mid-block. The intent is to protect the character of the street including the identified heritage dwelling which is undergoing renovation. This requires the preservation of some of the single family dwellings, while carefully providing for some multi-family development.

Site 5: Burnside/Tillicum

This site, on the northwest corner of Burnside and Tillicum Roads intersection, is owned by the Municipality and includes all nine parcels in the block. The site can be accessed off Burnside or Hampton Road.

A well designed multi-family structure at this corner would be supportable due to the proximity to a variety of commercial and leisure services (i.e. Les Passmore Seniors Centre) and public transit. Massing and scale will be a concern to ensure that a building is not out of scale in the neighbourhood.

**Table 7.2:
Multi-Family Development Guidelines**

Site	Guidelines
Site 1	<ul style="list-style-type: none">▪ maximum height two to three storeys, preferring small-scale residential that steps down to the west▪ a 3 m landscaped buffer strip should be provided against residential properties to the west▪ access is preferred from residential streets instead of Tillicum▪ prefer pitched roofs and variations in roof lines▪ special consideration for topography especially in central portion where elevations will impact visibility
Site 2	<ul style="list-style-type: none">▪ continue the pattern of three and four storeys fronting Tillicum and two and three storeys fronting Albina respecting topography▪ step down buildings and encourage underground parking▪ encourage internal access connections throughout block▪ encourage access away from Tillicum where possible▪ encourage consolidation to avoid isolated parcels or undevelopable land packages▪ apartment redevelopment potential▪ do not support balcony encroachments on Tillicum setback▪ consideration of utility corridor▪ encourage tree planting for boulevard and privacy screens for rear yards▪ on Albina, heights should relate to single family opposite due to topography▪ on Albina, emphasize ground oriented housing to mirror opposite
Site 3	<ul style="list-style-type: none">▪ maximum density of 1.2 FSR* for lots adjacent to commercial and 1.0 FSR for those adjacent to residential is recommended▪ potential for two storeys on Obed graduating to three to four storeys moving south▪ roof lines and massing should reflect single family character on Obed▪ consider underground parking▪ explore potential for additional shopping centre parking

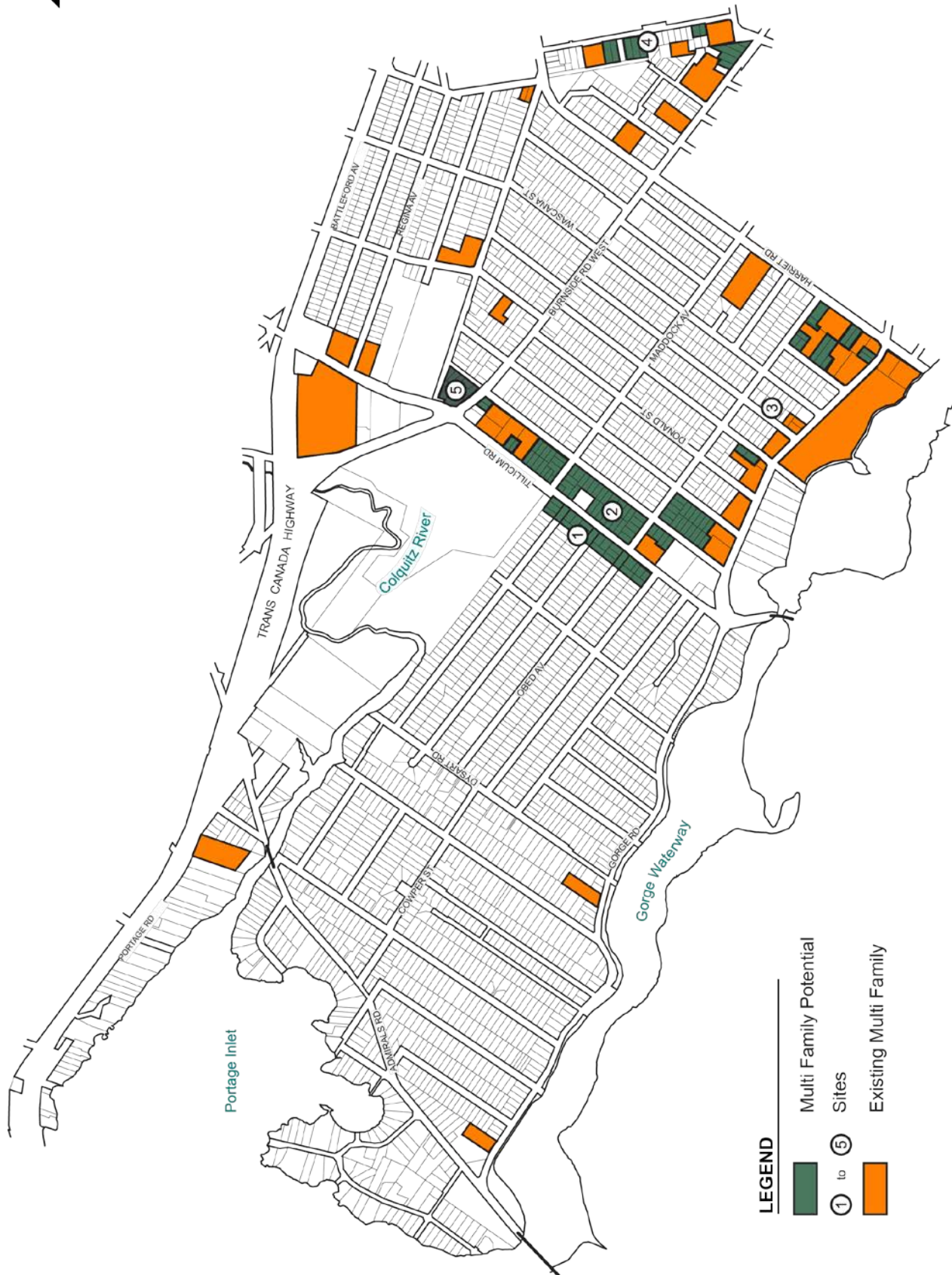
	<ul style="list-style-type: none"> ▪ preferred access away from Tillicum and Gorge Roads ▪ encourage pitched roofs and designing with topography to set projects into the ground
Site 4	<ul style="list-style-type: none"> ▪ sensitive transition of height, design, and buffering between single family and potential multi-family ▪ ground oriented housing preferred ▪ consider apartments adjacent to existing multi-family on the southern parcels ▪ pedestrian access issues to Rudd Park
Site 5	<ul style="list-style-type: none"> ▪ mixed residential use ▪ a mix of two or three storeys ▪ under building parking may be acceptable ▪ pedestrian access to and through the site ▪ parking for Hampton Seniors Centre must be addressed ▪ preferred access from Hampton/Albina ▪ development fronting Albina should relate to and enhance the street ▪ improve Tillicum and Burnside streetscape by planting street trees
* FSR = floor space ration (see definitions)	

Estimated Population/Housing Growth

An estimate of the number of new dwelling units is shown in Table 7.3. Most of the growth is expected to come from multi-family development. Any increases in single family development would likely be offset by losses due to demolition for multi-family or park expansion. The estimated 500 multi-family dwellings would be built out over a long period of time depending on market process and the rezoning process. Many of the potential multi-family sites have been carried forward from the 1989 plan which could indicate that the market/economics for redevelopment have not been favourable.

**Table 7.3:
Estimated Growth in Housing Units and Population**

Dwelling Type	Units 1998	%	Potential New Units	Total Units	%	Growth
Single family	2350	60.3%	0	2350	53.4%	0
Multi-family *	1547	39.7%	500	2047	46.6%	32.3%
Total	3897	100%	500	4397	100%	12.8%
Population **	10917			12312		
Source: Saanich Permit Plan 1998 * includes two-family ** population estimate at 2.8 persons per household (Statistics Canada)						



MAP 7.2
POTENTIAL MULTI-FAMILY
© 1994-2000, All rights reserved. This map is a reproduction of the original map. The original map is the property of the City of Tillicum. The City of Tillicum is not responsible for any errors or omissions in this map. The City of Tillicum is not responsible for any damages or losses resulting from the use of this map. The City of Tillicum is not responsible for any claims or lawsuits resulting from the use of this map. The City of Tillicum is not responsible for any claims or lawsuits resulting from the use of this map.

POLICIES

- 7.1 Protect and retain the stability and character of Tillicum by maintaining single family as the predominant residential land use.
- 7.2 Minimize the impact to the environment on the Portage Inlet by:
 - a) Retaining A-1 zoning along the north shore of Portage Inlet west of 961 Portage Road.
 - b) Maintaining single family dwelling zoning and standard lot sizes of 930 m² along Portage Inlet south of the Colquitz River.
 - c) Maintaining a minimum lot size for panhandle lots of 1,300 m² along Portage Inlet south of the Colquitz River.
 - d) Considering rezoning of the properties within the Sewer Service Area at 955 & 961 Portage Road to an appropriate single family dwelling zone in order to permit subdivision to provide a transition from the attached housing on the east to the A-1 zoned lands outside the Sewer Service Area to the west.
- 7.3 Consider rezoning for multi-family use those sites identified on Map 7.2.
- 7.4 Apply the development guidelines identified in Table 7.2 when considering rezoning and /or development permit applications for multi-family use.
- 7.5 Do not support rezoning applications for multi-family development along the Gorge Waterway west between Tillicum and Admirals Road except as described in Policy 7.6 in conjunction with residents and the community association.
- 7.6 Examine residential densities in the Burnside-Harriet and Gorge-Tillicum areas in support of the “urban village” concept as part of the Action Plans for Tillicum Road and Burnside Road (see Policies 9.3, 9.4, and 10.3).
- 7.7 Encourage multi-family development to provide community amenities.
- 7.8 Encourage the consolidation of properties between Tillicum Road and Albina Street in order to develop double frontage lots and to avoid isolating individual lots or undevelopable land packages.
- 7.9 Minimize congestion on Tillicum Road between Maddock Avenue and Obed Avenue by promoting access and egress from residential streets.
- 7.10 Promote coordinated internal access between independent developments by use of reciprocal access agreements.
- 7.11 Continue to discourage multi-family access to Albina Street between Maddock Avenue and Burnside Road.
- 7.12 Emphasize development of small-scale apartment or ground oriented housing on the west side of Albina Street between Maddock Avenue and Obed Avenue to reflect the existing type and scale of development.

- 7.13 Initiate a street tree planting program for the area between Battleford Avenue, Burnside Road, Tillicum Road and Harriet Road through the Parks and Public Works Department, in conjunction with area residents and the community association.
- 7.14 Support an application to rezone 2986 Dysart from C-1 commercial to an appropriate residential zone.
- 7.15 Ensure future development and redevelopment conforms with the Tillicum-Burnside Streetscape Action Plan.

8.0 OPEN SPACE, PARKS AND TRAILS

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

Tillicum is unique in that much of it is surrounded by water with the Colquitz River to the north, Portage Inlet to the west, and the Gorge Waterway to the south. Municipal parks including Cuthbert Holmes Park, which buffers the Colquitz River and the linear Gorge Waterway Park, ensure access to this prominent water feature.

Tillicum has a hierarchy of parks which include municipal, community, and neighbourhood as shown in Table 8.1. Parks with playground equipment include Craigflower, Rudd, Qu'Appelle, Meadow, and Hampton. Hampton is also a playing field park with facilities for soccer and baseball.

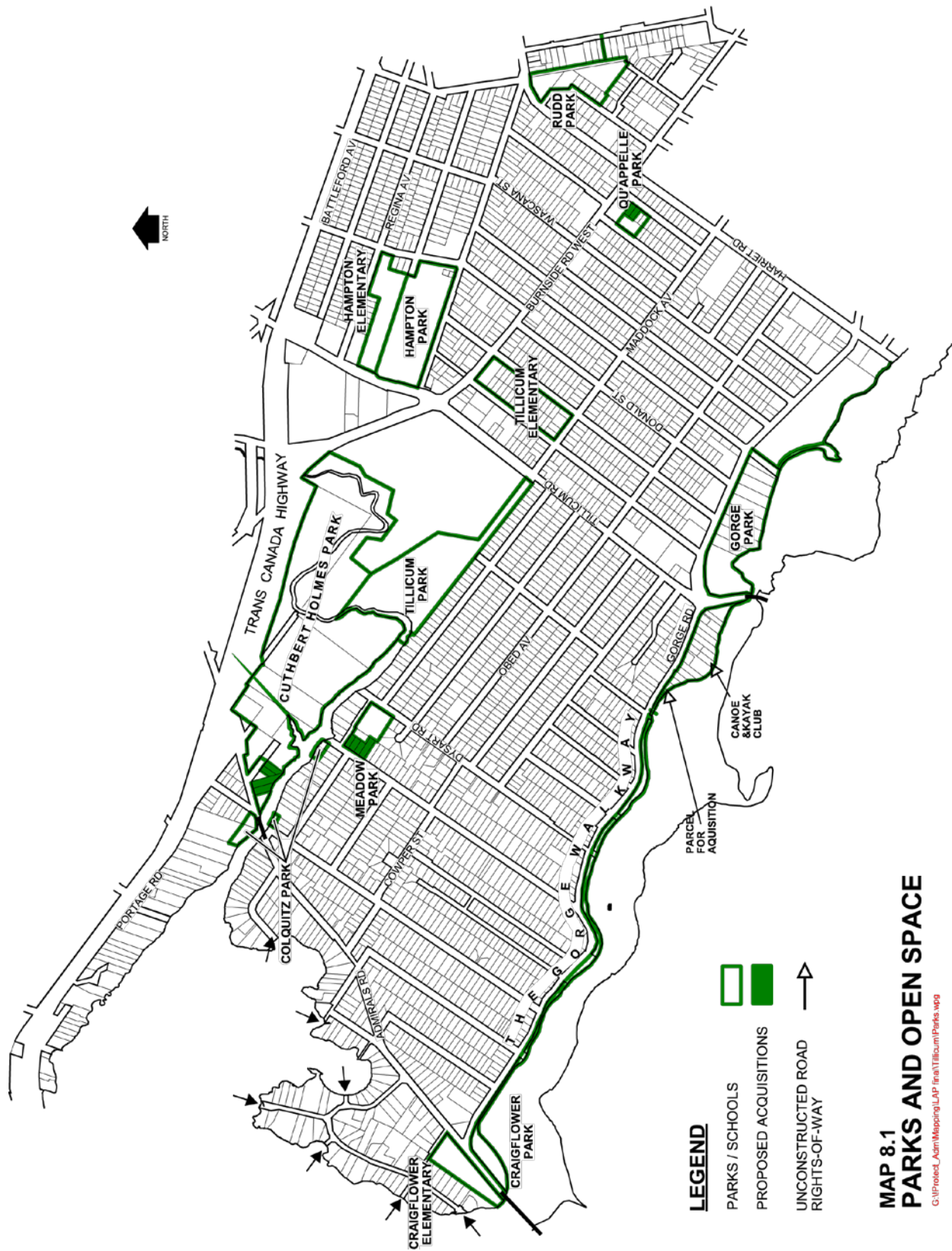
Cuthbert Holmes Park is part of the Colquitz Regional Park system (see Map 8.2). Several footbridges cross the Colquitz River and trails through the park connect to Tillicum Mall, G.R. Pearkes Community Recreation Centre, Dysart Road and Admirals Road. There is a connection along Interurban Road under Trans Canada Highway which links north to the Galloping Goose Trail and connects with the Colquitz Regional Trail on Carey. Gorge Park has several trails linking Tillicum Road and Gorge Road, and an easement has been established to connect the park with Harriet Road.

A small portion of Cuthbert Holmes Park is designated as Agricultural Land Reserve. There is no intention of allowing agricultural uses on these lands: the lands are owned or leased by Saanich and zoned "Natural Park", which offers protection for continued park use.

Acquisition Priorities

The Parks Priority Study (1994) identifies municipal standards for parks and open spaces by type of park. Tillicum parks are close to meeting the overall standard of 5.0 hectares per 1000 people with 4.8 ha/1000 persons. There is a noticeable deficiency in neighbourhood parks: there are 0.6 versus the municipality standard of 1.2 ha per 1000. Although some of this deficiency is made up for with the provision of Municipal parks, there remains a need for neighbourhood parks and the facilities and function that they offer.

Four park development cost charge areas have been established for Tillicum to provide funds toward the acquisition and development of neighbourhood and community parks. Both Meadow and Qu'Appelle neighbourhood parks are identified for future expansion through land acquisitions. The proposed expansion of these parks would help to offset the deficiency in neighbourhood parks in the area. There is also a Saanich wide development cost charge for the funding of municipal parks. Additional lands along the Gorge Waterway and adjacent to Cuthbert Holmes Park have been identified for proposed acquisitions (see Map 8.1).



**Table 8.1:
Tillicum Park Summary**

Park	Size (ha)	Acquisition	Function
Neighbourhood Parks			
Craigflower Elementary	0.645		Structured athletic, unstructured recreation
Hampton Elementary	0.945		Structured athletic, unstructured recreation
Meadow	0.702	0.27	Basketball/hockey court, playground, field house
Qu'Appelle	0.321	0.11	Playground, basketball court
Rudd	1.865		Ball field, soccer field, playground, field house, basketball court
Tillicum Elementary	1.1		Structured athletic, unstructured recreation
Total neighbourhood parks	5.578		
Community Parks			
Hampton	4.217		Tennis courts (2), ball field, playground, soccer fields (2), basketball court, lawn bowling, change rooms, Silver Thread Centre
Tillicum	6.14		Natural, G.R. Pearkes Community Recreation Centre
Total community parks	10.357		
Municipal Parks			
Colquitz River	0.33		Natural
Craigflower	1.07		Playground, historical schoolhouse and grounds
Cuthbert Holmes	19.625	0.33	Natural
Gorge	4.64		Natural, horticultural
Gorge Waterway	2.586	0.11	Horticultural, unstructured recreations, special/rental houses
Total Municipal parks	28.251		
Total Parks	44.186 *		
* Total parks per 1000 persons based on population of 9,245 is 4.8 ha/1000 persons.			

Park Development

The community is particularly interested in the completion of the Gorge Waterway Park between Gorge View Drive and Tillicum Road Bridge. Currently the land is occupied by Saanich owned rental dwellings.

Saanich Parks and Public Works Department undertook a Gorge Waterway Park Concept Plan that was approved by Council on January 24, 2000. Protection of the foreshore is a primary goal of both the community and the municipality. A key issue is the Saanich owned rental dwellings in the area. Two of the dwellings are inventoried heritage structures. The Victoria Canoe and Kayak Club leases one of the buildings and surrounding land. The Municipality has recently reconstructed a promenade deck in front of the Club building that invites public access in addition to club use. The other heritage building may be usable for municipal/park use. Phase 1 of the plan calls for the demolition of six buildings in 2000.

Consideration should also be given to providing a pathway extension under the Tillicum Road Bridge to facilitate crossing Tillicum Road. This would provide a connection between the Gorge Park and Gorge Waterway Park, and a connection to the 3.0 m easement along the Gorge from Harriet Road to Gorge Park. However, sufficient land is not available to build a pathway through this area unless it can be cantilevered. The long term goal remains to extend the path in the easement area to create a continuous pathway along the Gorge Waterway between Harriet Road and Admirals Road and to connect with a pathway proposed by the City of Victoria.

There is also community interest in supporting wildlife values in Cuthbert Holmes Park. One suggestion from the community is to develop a dense vegetative buffer in the area between the Trans Canada Highway and the park. Consultation should include the Ministry of Highways, as much of this area is road right-of-way.

Greenways and Trails

The Greenways goal in Tillicum is to combine environmental and recreational objectives to link natural areas and provide passive recreational enjoyment of these areas.

Important destinations include shoreline access points, recreation centres, parks and school sites, and commercial sites. Greenway connections that should be developed are identified in Map 8.2. A key north-south link on Dysart Road ties the Cuthbert Holmes Park trails to Meadow Park and south to the Gorge Waterway. A key east-west route runs along Obed Avenue. Other important routes are along Portage Road providing a link with Cuthbert Holmes Park and the Galloping Goose via the pedestrian overpass, and between Tillicum and View Royal.

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. The purpose behind developing greenways is to extend green corridors across the area and establish a foundation for the greening of the community.

Greenway projects include boulevard tree planting and improvements to the pedestrian environment. In addition, public accesses to the waterfront, at the end of road rights-of-way at Portage Inlet, are important features in the Greenway system.

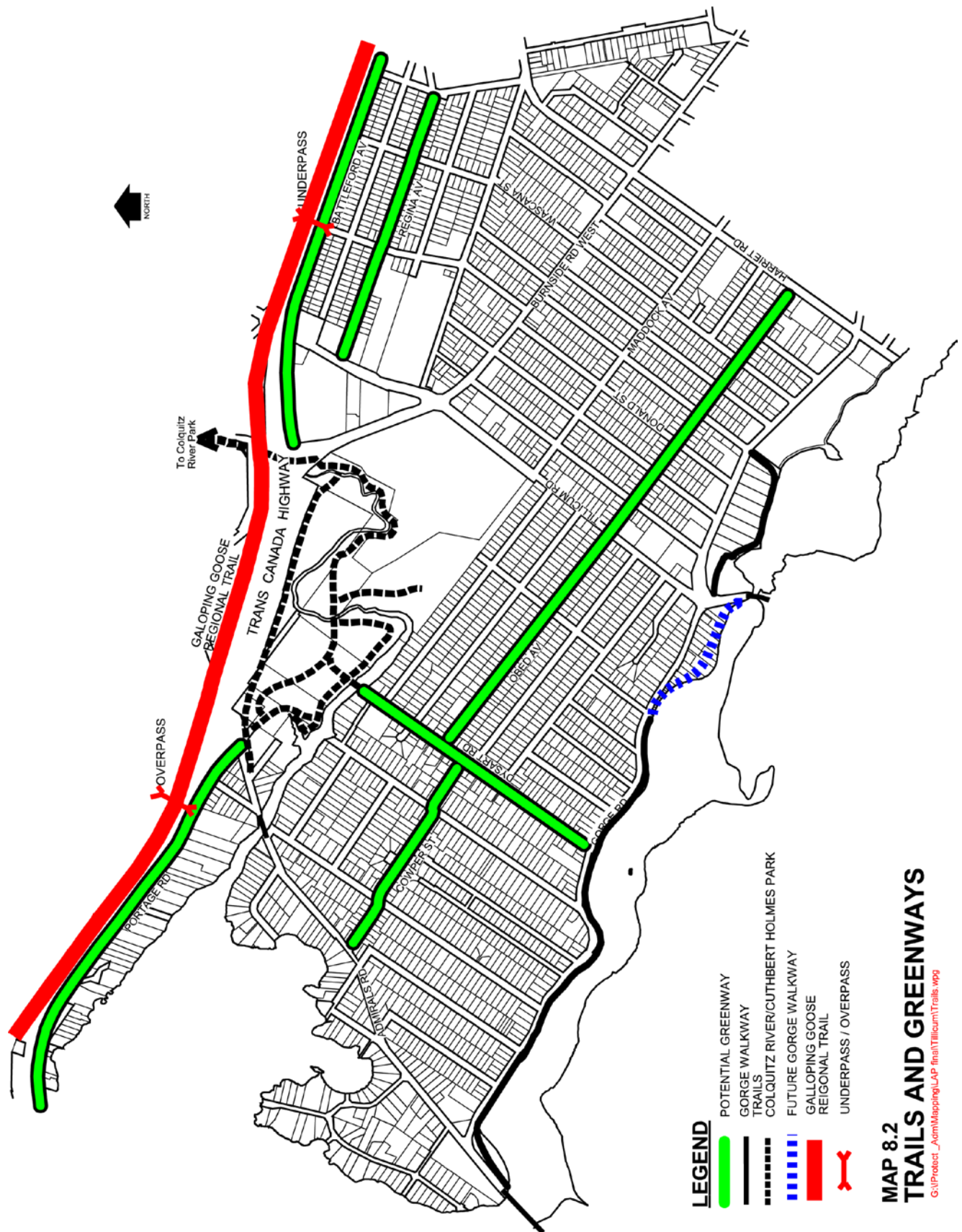
Scenic Access

In 1984, Saanich endorsed the Scenic Access Corridor Study. This study established both general and specific policies for scenic access along Pat Bay and Trans Canada Highways. The study identifies the views of Portage Inlet along with key stands of trees to be significant scenic elements along the portion of the Trans Canada Highway within Tillicum. The study includes policies for:

- landscape screen improvements in the Portage Road area to screen houses from the visual and noise impacts of the highway;
- improved lighting at Admirals Road/Trans Canada Highway intersection;
- maintaining natural vegetation in Cuthbert Holmes Park;
- tree planting along Trans Canada Highway between Burnside and Tillicum Roads;
- landscape planting on southeast corner of the Tillicum Road/Trans Canada Highway intersection; and
- landscape improvements along Battleford Avenue.

POLICIES

- 8.1 Acquire and reserve land for neighbourhood and municipal parks as shown on Map 8.1.
- 8.2 Convert the Saanich owned parcels in the Gorge Walkway from residential use to park by:
 - a) providing funding to implement the Gorge Waterway extension plan as soon as possible.
 - b) beginning park planning discussions with adjacent municipalities to ensure park continuity between jurisdictions.
- 8.3 Endorse the Greenways concept as identified on Map 8.2.
- 8.4 Budget for improvements to the pedestrian and natural environment of designated Greenways.
- 8.5 Link designated Greenways to those in other neighbourhoods within Saanich and with those in adjacent municipalities.
- 8.6 Retain unconstructed road rights-of-way for public open space to provide waterfront access, informal open spaces, greenway/trail linkages and protection of foreshore areas.
- 8.7 Petition the Province to raise title to the unconstructed road rights-of-way as shown on Map 8.1, and zone for use as “park” or “natural park” as appropriate.



- 8.8 Support the long term development of a pedestrian access from Gorge Park to Harriet Road to connect with the pedestrian pathway proposed by the City of Victoria.
- 8.9 Continue to work with the Ministry of Transportation and Highways and the Provincial Capital Commission to implement the policies of the Scenic Access Corridor Study with particular attention to mitigating noise and visual disturbance along Portage Road.
- 8.10 Undertake an evaluation of noise attenuation options including the “green wall” concept along Battleford Avenue in accordance with the Scenic Access Corridor Study and undertake a program of implementation.
- 8.11 Support the ongoing leasing of municipal property by the Victoria Canoe and Kayak Club.
- 8.12 Enhance the wildlife values of Cuthbert Holmes Park by creating a dense vegetation buffer between the park and Trans Canada Highway.

9.0 MOBILITY

Goal: Provide an aesthetic, convenient, and safe mobility network that balances motor vehicle, pedestrian, transit, cyclist, and resident needs.

Mobility addresses all modes of travel including pedestrian, bicycle, transit, and motor vehicle. Communities are increasingly concerned about the impact of private vehicle travel and are looking for ways to reduce this dependence. A convenient pedestrian, cyclist and transit network is required if residents are to have the option to choose alternative modes.

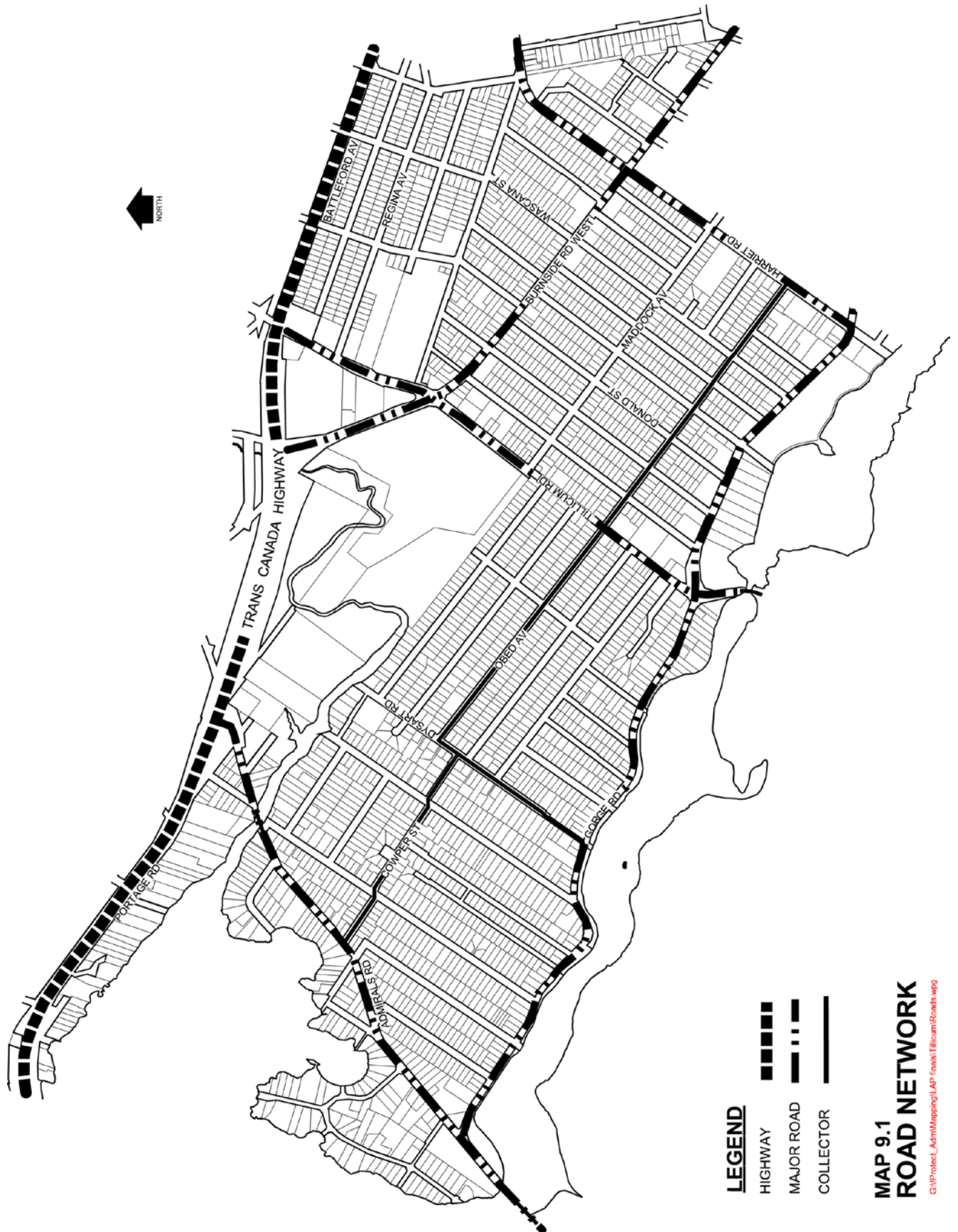
The Saanich Road Network is identified in the Saanich General Plan. Roads are designated as arterial highways and major, collector and residential roads and are a part of the larger regional system. The road network in Tillicum has been influenced by geography, the pattern of development, and access limitations to Trans Canada Highway. The network can be seen on Map 9.1.

Motor Vehicle Issues

The overall design, streetscape and function of Tillicum Road and Burnside Avenue are key issues for Tillicum residents. These are major transportation corridors in Tillicum, linking to commercial nodes and key locations outside of the local area. Residents' concerns include vehicle speed and pedestrian safety. There are also concerns for the significant contribution these major roads make to the character of Tillicum and a vital business environment. A redesign project would require a multi-faceted approach and consideration for a variety of issues including streetscape, traffic flow, and pedestrian environment and safety, landscaping, land use and servicing. Consideration should also be given to how these roads function within an "urban village" (see Commercial section, page 48).

Trans Canada Highway is the primary east-west route that links the western communities and up-island locations with Victoria locations. It is designated as an arterial highway, under the jurisdiction of the Ministry of Transportation and Highways (MOTH). Access to the highway is limited and there are few residential parcels that lie adjacent to the highway. The highway is linked to the Tillicum area by Admirals Road, Burnside Road, and Tillicum Road.

The Province has been engaged in the Island Highway Project for the past 12 years or more. The Helmcken Road interchange was recently completed to provide uninterrupted east-west flow. While MOTH has long term plans to upgrade the intersection of McKenzie Avenue/ Admirals Road, the community regards this as a priority issue which should be resolved as quickly as possible. Some residents in the community strongly support improvements as it will facilitate the flow of traffic between Admirals Road, Trans Canada Highway and McKenzie Avenue. Other residents are concerned about the possible impact on adjacent residential areas and Cuthbert Holmes Park. 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. At the same time, there should be coordination between MOTH and Saanich to address the link with Admirals Road and its maintenance as a two-lane road.



The homes along Portage Road and Battleford Avenue are separated from Trans Canada Highway by the frontage road. Traffic noise, safety and aesthetics are concerns for local residents. Solutions could include a sound and visual barrier such as a “green wall”. Discussions between MOTD and affected residents are needed to address impacts and mitigation.

Several Tillicum rights-of-way have been identified by the Engineering Department for capital road works. They include:

- Admirals/McKenzie intersection – north bound Admirals, left turn lane, median modifications to improve left turn storage capacity;
- Burnside/Harriet intersection – widening West Burnside to accommodate exclusive left turns;
- Trans Canada Highway/Admirals-McKenzie intersection – with MOTD;
- Tillicum/Arena Way intersection – cul-de-sac Ker; and
- road resurfacing – Tillicum from Gorge bridge to Arena Way, Burnside from Dupplin to Interurban, Harriet from Burnside to Gorge.

Another issue is the restricted access between Bodega Road and the G.R. Pearkes Community Recreation Centre/Tillicum Centre. This was intended to discourage short-cutting traffic, however, it has forced local residents to use a circuitous route between their homes and the shopping mall/recreation centre. This should be reconsidered.

Neighbourhood Traffic Management

In addition to serving motor vehicle traffic, streets shape the character of neighbourhoods, account for a large proportion of publically owned land, support community social space, and provide corridors for landscaping. Safety and quality of life concerns arise with issues of traffic volumes and speed.

There have been concerns from residents about speeding traffic and heavy volumes on residential streets (see Figure 3). Motorists will sometimes short-cut through a residential area to save time or avoid lights. Where traffic speed or volume is jeopardizing the safety and liveability of a neighbourhood, residents can apply to the District of Saanich to undertake a **traffic calming** project. The group of interested residents can work with Saanich staff to identify problems and possible solutions. The scope of the project will be large enough to ensure that traffic is not displaced to another residential street. For more information on traffic calming in Saanich, residents can contact the Engineering Department.

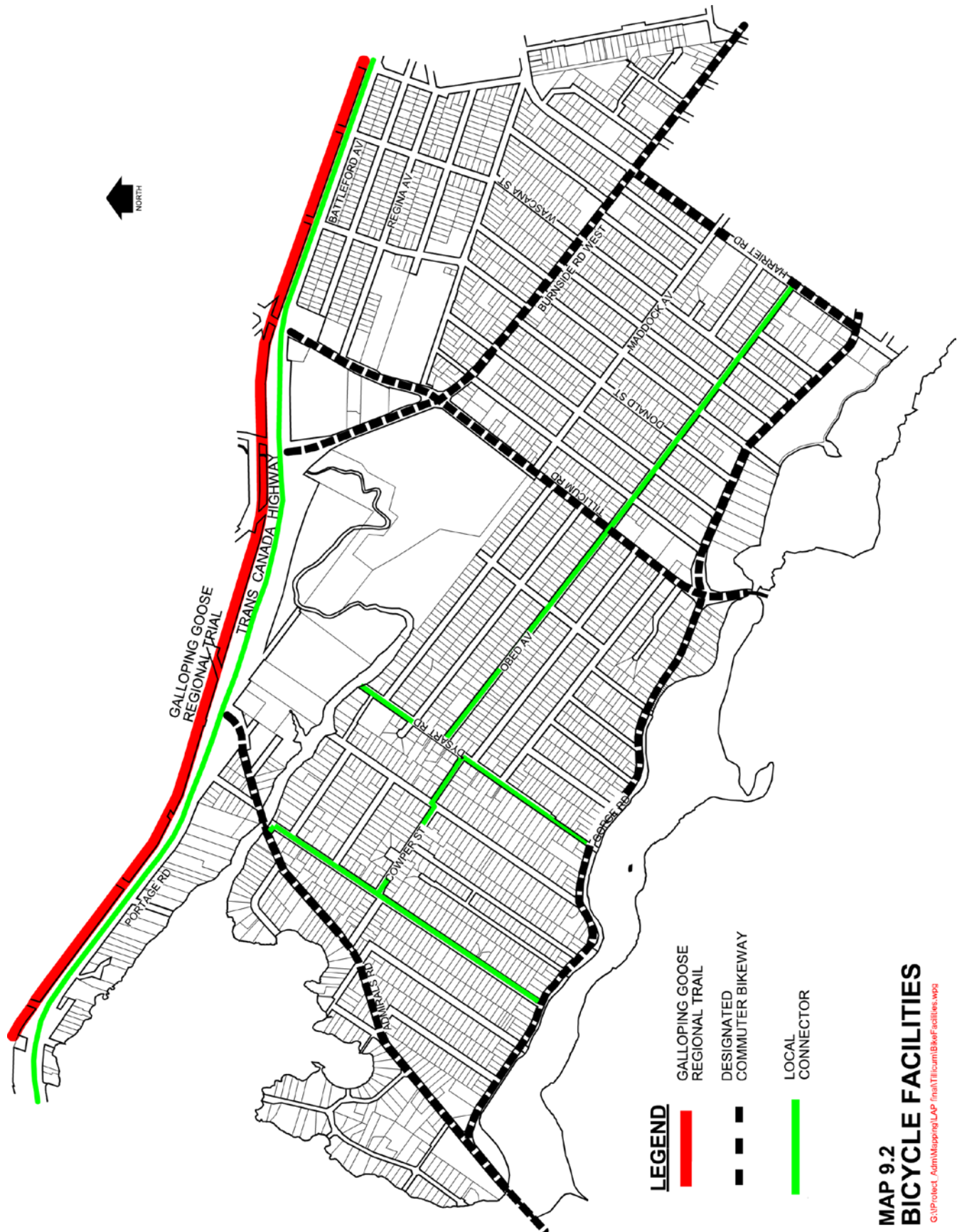
Bicycle Facilities

Designated commuter bikeways are identified on Map 9.2. These routes are intended to provide a network of convenient direct linkages for commuter cyclists including connections to major regional destinations, such as Tillicum Centre, Saanich core, downtown Victoria and Esquimalt.

Figure 3: Community Transportation Issues

The following transportation issues were raised by residents throughout the planning process:

- the safety of the Colquitz-Admirals intersection;
- the intersection of Cowper and Colquitz. This intersection is off-set and residents are concerned about safety particularly if it is to be designated as a local bicycle connector;
- Tillicum and Burnside should be reduced to two lanes with a centre turn lane and landscaped median with safe pedestrian refuges and crossings;
- Tillicum and Burnside Roads are eyesores;
- speeding vehicles on Gorge Road;
- lack of crosswalks over Gorge Road;
- crosswalk needed at 190 Gorge Road to access bus stop;
- speeding vehicles on Obed and the lack of pedestrian safety
- short-cutting traffic on Maddock between Harriet and Tillicum to avoid traffic light at Tillicum;
- traffic calming by the City of Victoria at Maddock East causing concerns on Logan and Maddock West;
- short-cutting traffic on Regina fronting Hampton School
- trucks coming up Burnside cannot turn left on Harriet are using residential streets;
- traffic calming is needed at Ker and Tillicum; mall traffic should be monitored;
- road closure at Sims and Tillicum needs to be cleaned up;
- sidewalk on Battleford is blocked by dirt and needs clean up;
- heavy traffic on Admirals makes it difficult to access private driveways;
- Portage and Colquitz are not suitable for bike connectors;
- the pedestrian crossing at Obed and Tillicum;
- poor condition or lack of sidewalks on Admirals;
- the lack of bicycle facilities;
- the general lack of sidewalks;
- sidewalks needed on Dysart, Bodega, Obed and Admirals;
- poor streetscapes;
- road improvements are needed to Whittier to accommodate on-street parking and make use of 30 foot municipal boulevard;
- lack of sidewalks accessing schools;
- speeding traffic around Hampton school;
- lack of disabled access bus stops;
- lack of bus stop seating and shelters.



There are no developed commuter bikeways in Tillicum area. Improvements to the bicycling network could begin on Gorge Road, where there is sufficient pavement west of Tillicum Road to accommodate two bike lanes and two travel lanes. Designated routes on Admirals, Tillicum, Burnside, and Harriet would require road widening. As a general rule, all residential streets should be bicycle friendly; however, local connector routes are often designated to show preferred routes within neighbourhoods. Tillicum's proposed local bicycle connectors are shown on Map 9.2.

Pedestrian Facilities

An efficient and pleasant pedestrian environment is important to encourage walking, create a sense of community, and reduce reliance on motor vehicles. The type and quality of sidewalks varies with anticipated use, type of roadway, and budgets, and ranges from concrete sidewalks to asphalt paths or paved shoulders. Existing sidewalks by type are shown on Map 9.3.

Pedestrian safety rates highly as a community concern (see Resident Survey in Appendix). The lack of sidewalks and poor pedestrian environments are identified as major problems. Some key concerns are the poor quality asphalt sidewalks on Admirals Road, and the lack of sidewalk on Obed Avenue between Tillicum and Harriet. Community priorities for sidewalk installations, or improvements, are shown on Map 9.3.

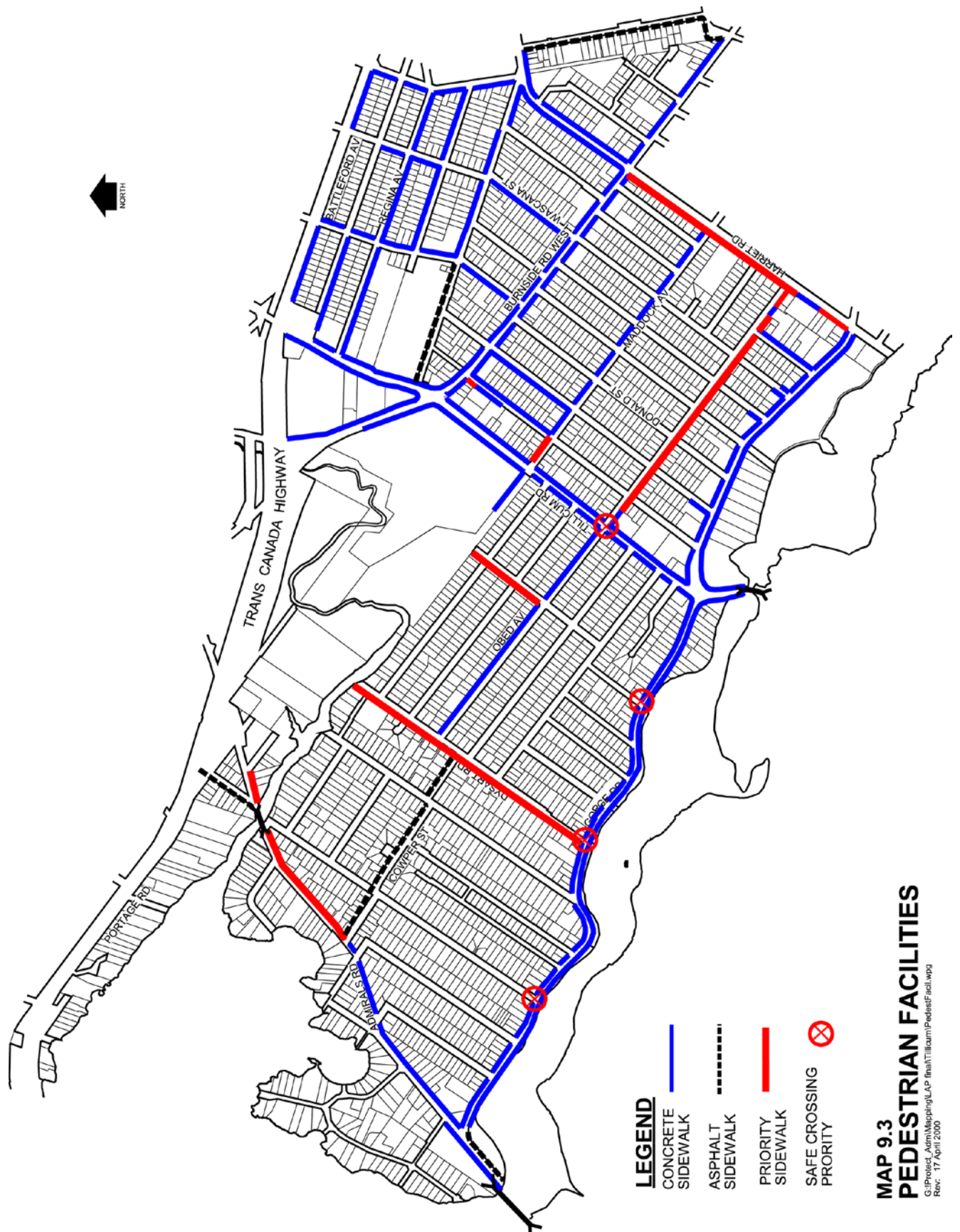
Sidewalk installations or improvements are managed through the Engineering Department's Capital Works budgeting program. Engineering specifications require sidewalks on collector streets, major roads, and residential streets designated as "safe routes to school". Sidewalks can also be required of developers as part of a subdivision or development permit, and by the Municipality as part of a road upgrading project. Residents may also petition for a Local Improvement Levy for sidewalk construction.

There is a general concern for the lack of sidewalks accessing schools. Hampton Elementary School specifically noted that the underpass at Seaton Street is undesirable and should be replaced with an overpass.

There are also community concerns for safe crossings at Obed-Tillicum and at points along Gorge Road. This is also a concern for BC Transit who feel a transit/pedestrian activated traffic signal would enhance bus operation and improve pedestrian safety. The general need for safe crossings over major roads by children accessing schools and parks is a concern. Community priorities for safe crossings are shown on Map 9.3.

Saanich Council's "Safe Route to School" policy sets out a process for sidewalks on routes to elementary schools. It requires that safe routes be identified by school administrators and parents' groups. Sidewalk and other safety priorities are then evaluated by the Engineering Department. Consideration will also be given to improving safety on walking routes to secondary school that are identified by school officials and parents' groups.

There have been privacy concerns expressed by some residents living adjacent to proposed walkways at the time of subdivision (such as those going through at the end of a cul-de-sac).



Walkways are an important element of an efficient pedestrian network and the long term benefit to the community as a whole outweighs the immediate concern of individual property owners. Public walkways in subdivision and development proposals should be supported in the future, with sensitivity to adjacent property owners, in terms of design.

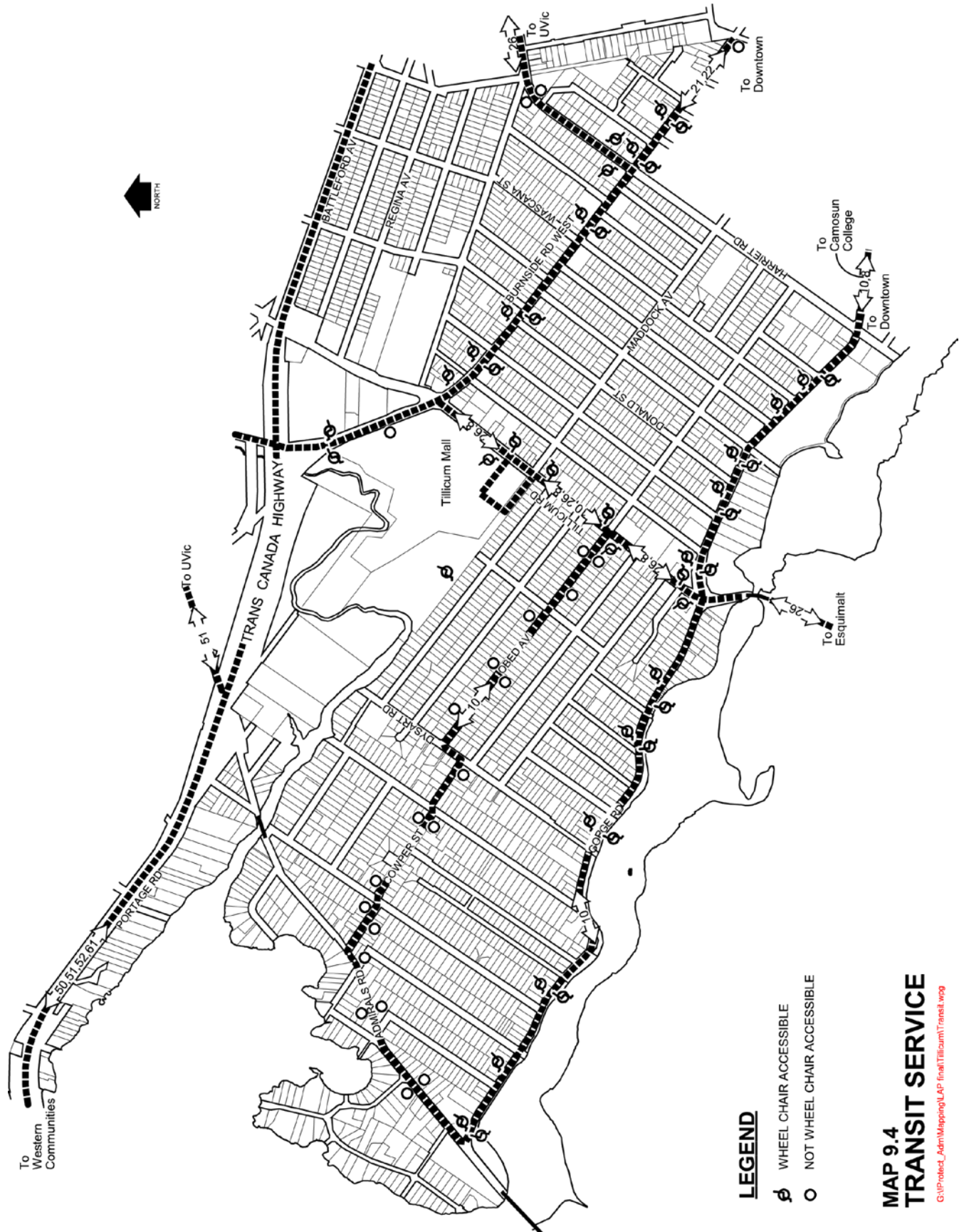
Transit Service

As with cycling and walking, the use of transit is an important element in reducing vehicular traffic and the related social and environmental problems. The Tillicum area is relatively well-served by public transit, however, over the long term improvements to roads and pedestrian accessibility are needed. Transit routes, bus stops and their accessibility are illustrated on Map 9.4. Planned expansions include the 24 Colville/Cedar Hill route from Admiral's Walk in Esquimalt to Tillicum Mall.

There is long term regional transportation plans to develop a light rail transit system in the Greater Victoria area. The Victoria Light Rail Transit Plan proposes use of part of the abandoned rail right-of-way along Trans Canada Highway. The system would share the right-of-way with the Galloping Goose Regional Trail. Two stations, which would service Tillicum, are proposed at Interurban Road and at McKenzie Avenue.

POLICIES

- 9.1 Adopt the traffic circulation network and road classifications as shown on Map 9.1.
- 9.2 Evaluate the community request to maintain a standard of two travelling lanes on Admirals and Harriet Road south of Burnside Road West, except at selected locations where an extra lane may be necessary to accommodate turning movements.
- 9.3 **Undertake an Action Plan for Tillicum Road from Trans Canada Highway to Gorge Bridge which considers land use, pedestrian environment, landscaping, streetscape design, cycling facilities, transit service/facilities, and the role of the street as a primary north-south transportation route (see Policies 7.6 and 10.3).**
- 9.4 **Undertake an Action Plan for Burnside Road from the City of Victoria to Trans Canada Highway, including Tillicum Mall and Burnside Plaza, which considers land use, pedestrian environment, landscaping, streetscape design, cycling facilities, transit service/facilities, and the role of the street as a primary east-west transportation route (see Policies 7.6 and 10.3).**
- 9.5 Upgrade Albina Street, in conjunction with redevelopment, to provide two lanes of traffic and one lane of parking along the west side of the street.



- 9.6 Continue to endorse the Scenic Access Corridor concept along Trans Canada Highway by:
- a) participating in funding for a final phase right-of-way beautification program from Douglas Street to Tillicum Road;
 - b) requiring a high standard of landscape design; and
 - c) cooperating with the Ministry of Transportation and Highways toward upgrading the highway boulevards and medians, especially noise attenuation features.
- 9.7 Continue to work with the Ministry of Transportation and Highways on upgrades for Trans Canada Highway (particularly McKenzie Avenue/Admirals Road) to ensure awareness of community concerns, protection of Cuthbert Holmes Park, consideration of pedestrian facilities on Admirals north of the bridge and consideration of the replacement of the Seaton Avenue underpass with an overpass.
- 9.8 Continue to work with the Ministry of Transportation and Highways and the Provincial Capital Commission to implement policies in the Scenic Access Corridor Study with particular attention to mitigating noise and visual disturbance along Portage Road.
- 9.9 Undertake an evaluation of noise attenuation options and safety along Battleford Avenue in accordance with the Scenic Access Corridor Study and undertake a program of implementation.
- 9.10 When considering plans for proposed road and intersection upgrading and utility installations, seek to incorporate streetscape improvements and environmental value to enhance the character of the streetscape.
- 9.11 Evaluate the access between Bodega Street and Pearkes Community Recreation Centre in conjunction with local residents and the community association.
- 9.12 Consider reducing the maximum speed along Gorge Road to 40 km/h.
- 9.13 Undertake neighbourhood traffic management studies to determine traffic calming measures where excessive traffic volumes and speed are impacting the safety, liveability and character of a neighbourhood when requested by the community.
- 9.14 Undertake a process with the Bicycle Advisory Committee, local residents and the Gorge Tillicum Community Association to evaluate bicycle lanes on Gorge Road.
- 9.15 Support local bicycle mobility by:
- designating local bicycle connectors as shown on Map 9.2; and
 - consulting with Tillicum Gorge Community Association, Bicycle Advisory Committee and local residents for future local connectors.
- 9.16 Protect quality of life for residents and users of the Galloping Goose regional trail by supporting landscaping and noise attenuation in discussion with the Ministry of Transportation and Highways.

- 9.17 Continue to work with local elementary schools and the Parent Advisory Committees to:
- develop Safe Routes to School plans;
 - improve pedestrian facilities on designated routes;
 - reduce vehicular traffic around schools by encouraging walking, cycling, and transit;
 - encourage school participation in the Way To Go Program; and
 - improve bicycle parking facilities at schools.
- 9.18 Assign a high budget priority for pedestrian facilities and crosswalk installations or improvements as identified on Map 9.3.
- 9.19 Acquire rights-of-way for footpaths, sidewalks, bikeways, and greenways particularly at the time of subdivision. Where applicable, require construction by the developer to ensure convenient access to schools, bus stops, shopping, parks, and to provide for continuous pedestrian and recreational routes.
- 9.20 Require that new sidewalks are separated from the pavement by a curb and boulevard, except where implementation is considered impractical due to natural topography, inadequate right-of-way, boulevard trees, or open ditches.
- 9.21 Install crosswalks on the Gorge Road in consultation with the community.
- 9.22 Support initiatives by BC Transit to improve transit service, with local area resident consultation.
- 9.23 Consider long term upgrading of pavement strength, sidewalks, and other transit facilities for roads (such as Cowper and Obed) used for transit.
- 9.24 Ensure future development and redevelopment conforms with the Tillicum-Burnside Streetscape Action Plan.

10.0 COMMERCIAL

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

Tillicum has a significant concentration of commercial uses including a regional shopping centre and local neighbourhood commercial centres (see Map 10.1) that provide important services and amenities. Unlike other parts of Saanich, these commercial centres are within easy access of residential areas. In addition, the Tillicum area is served by nearby regional commercial sites such as Mayfair Mall, Town & Country Shopping Centre, Saanich Centre, and Gateway Village.

Tillicum Mall, in the northeast corner of the local area, is a regional shopping centre offering retail services to residents in Greater Victoria. The mall has 30,470 m² of floor space and parking for 1,800 vehicles. In 1998, 930 m² of commercial, a 5,760 m² ten-theatre complex and a parkade structure were added through a development permit. Community residents raised a number of concerns including the scale of the project, environmental impact to Cuthbert Holmes Park, traffic volume increases, and social impacts. The proponents made a number of changes to the plans in response to community issues.

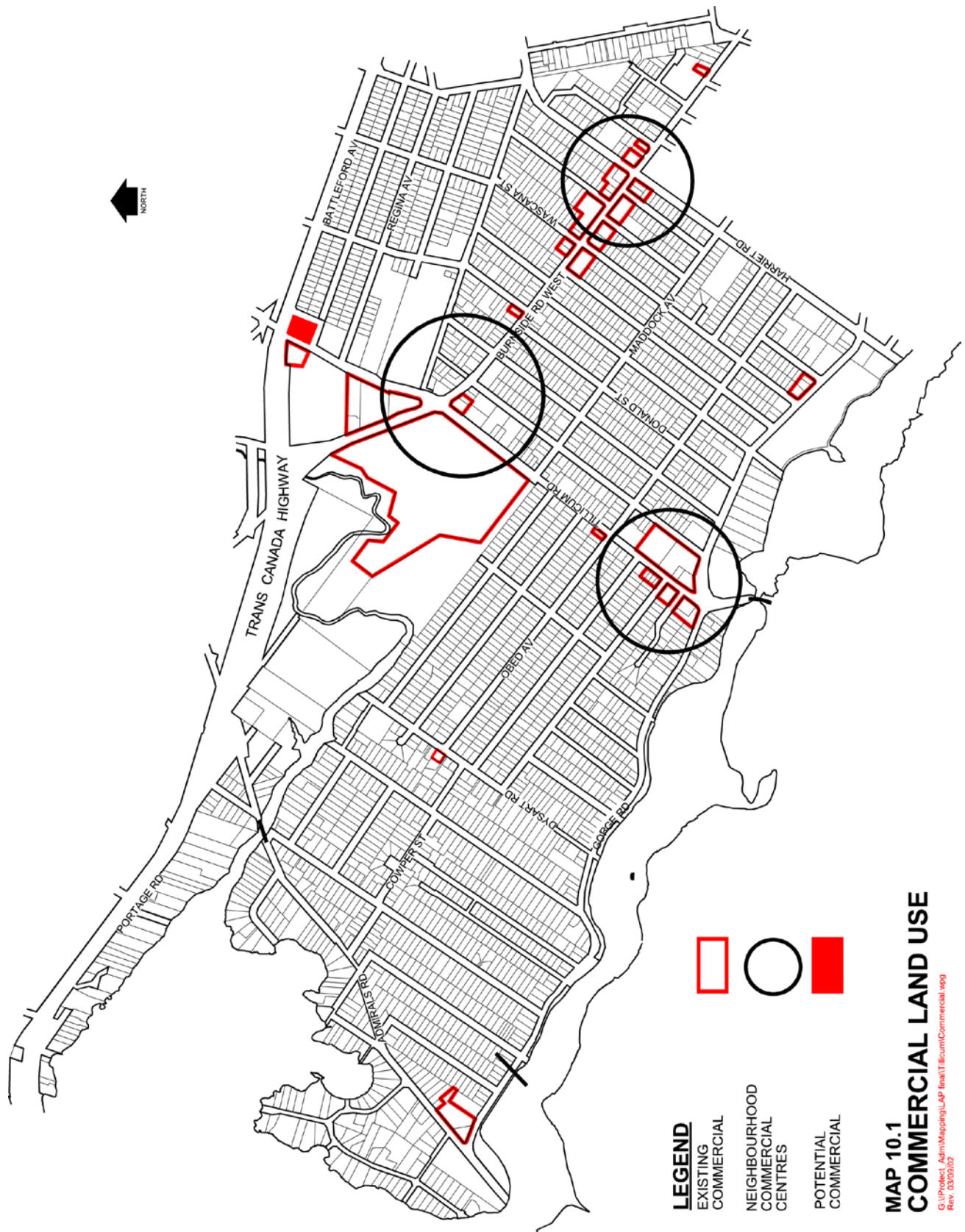
Urban Village Concept

The Saanich General Plan identifies three neighbourhood commercial centres within Tillicum as shown on Map 10.1. The objective of the General Plan is to strengthen these nodes and create sustainable “urban villages”. The commercial uses within “urban villages” would be supported through the intensification of surrounding residential uses, community/institutional services and urban recreation uses. In addition, pedestrian mobility and access to transit would be enhanced. Overall, this concept would create vital urban areas that support residential neighbourhoods. The Regional Growth Strategy is also reviewing options with a similar intent for Greater Victoria.

Commercial Redevelopment Issues

Opposite the Tillicum Centre are two commercial centres: the Burnside Plaza which offers retail services and the Bingo Palace. The Bingo Palace has upgraded its access and landscaping. It is expected, however, that over time, this site may redevelop. The service station at the west end of Burnside Plaza has also undergone an extensive renovation. The Plaza itself is in need of refurbishing and landscaping. Access and parking for these two parcels should be coordinated in the future.

The Gorge Shopping Centre at the corner of Gorge and Tillicum Roads, and the commercial parcels opposite, provide local retail shopping. A combination of site planning, architecture, land use, and public amenities (landscaping, benches and public art) should be considered to support the “urban village” concept. This is a major intersection and therefore, requires careful attention to the pedestrian environment.



Much of the commercial strip along Burnside Road West, between Irma Street and Earl Grey Street, is dated. This area has potential to strengthen its role as a neighbourhood commercial centre in the form of a three or four block long main street. Parking requirements, traffic volumes, and streetscape design need to be addressed. Further work is needed to develop and implement the concept.

The commercial use at Dysart and Obed is not operating. This may reflect a pattern that has seen commercial (C-1) zoned sites become increasingly financially marginal at the expense of larger discount retailers. Should the owners wish to rezone, a residential use would be appropriate.

POLICIES

- 10.1 Support initiatives by the community association, interested residents, commercial property owners and business operators to strengthen the “urban village” concept for the Gorge/Tillicum commercial area.
- 10.2 Do not support rezoning for new commercial sites except where the proposal is part of a comprehensive plan in support of an “urban village” area.
- 10.3 Examine commercial land use and parking as part of the Action Plans for Tillicum Road and Burnside Road (see Policies 7.6, 9.3 and 9.4).**
- 10.4 Consider rezoning, at the owner's request, 2986 Dysart Road from commercial (C-1) to an appropriate residential zone.
- 10.5 Encourage landscape improvements and building upgrades to Burnside Plaza and consolidation of parking and access with the adjacent commercial use.
- 10.6 Support the future re-development of Burnside Plaza to office and multi-family residential while maintaining a small component of local commercial uses.
- 10.7 Ensure future development and redevelopment conforms with the Tillicum-Burnside Streetscape Action Plan.

11.0 INSTITUTIONAL AND PUBLIC ASSEMBLY

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

Institutional uses in Tillicum refer to schools, churches, community residential facilities, daycare centres, and senior facilities. Integration of these uses close to those they serve supports the concept of a “complete community”.

Institutional and public assembly uses in Tillicum include three schools, four churches, a daycare, a seniors’ centre and the Victoria United Chapter Society Hall (see Map 11.1). The lot at the corner of Burnside and Tillicum zoned for assembly use is used by the Municipal Parks and Public Works Department as a non-conforming use.

The area is served by School District #61. Table 11.1 indicates capacities and enrolments of the schools within the Local Area. In addition, some Tillicum students attend Esquimalt Junior/Senior and Shoreline Junior Secondary Schools.

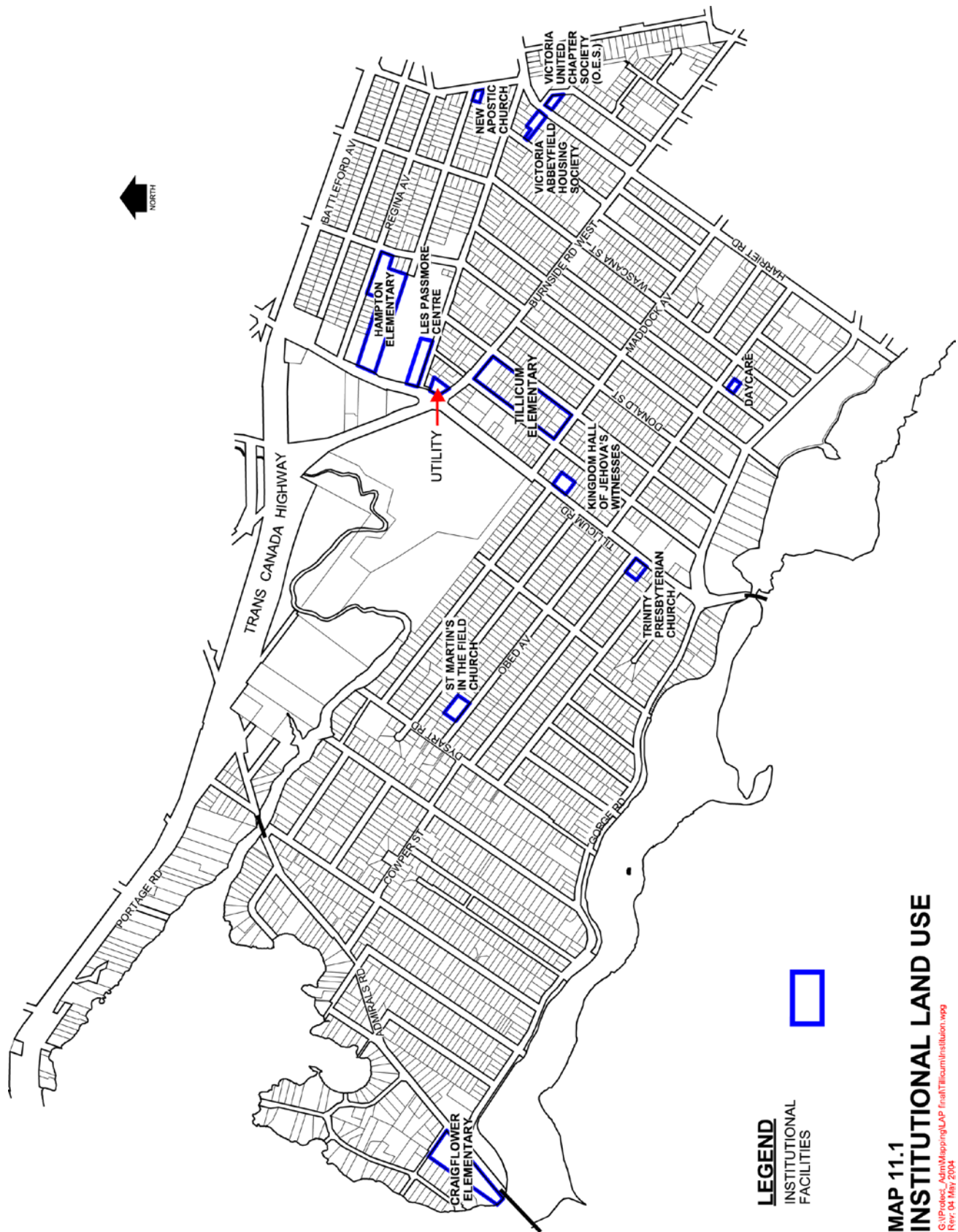
**Table 11.1:
School Capacities and Enrolments**

District #61 Schools	Nominal Capacity		1998 Enrolment		Projected Enrolment*	
Craigflower Elementary	K	50	K	34	K	44
	Elem	250	Elem	245	Elem	309
Hampton Elementary	K	50	K	44	K	45
	Elem	300	Elem	301	Elem	285
Tillicum Elementary	K	100	K	44	K	35
	Elem	325	Elem	256	Elem	242
	Spec Ed	7	Spec Ed	7	Spec Ed	7
Colquitz Middle School	600		728		758	
Spectrum Community School	700		678		708	
Esquimalt Secondary	850		999		987	
Shoreline Community School	425		348		304	

Source: School District #61

* for the year 2005

All of the schools serving the area have reached or are near capacity. A facility study, reviewing the estimated and actual enrolments for Colquitz Middle School, is being undertaken by School District #61.



It is unlikely that new major institutional uses will locate in Tillicum due to the shortage of large available land parcels. Any proposed institutional uses should be evaluated for neighbourhood impact including traffic management, access, site design, scale, available amenities and the impact on surrounding land uses.

POLICIES

- 11.1 Consider rezoning applications for institutional uses for sites that are in proximity to or within an established urban village or regional centre as shown on Map 10.1.
- 11.2 Require that site design, building scale, and landscaping for new institutional uses respect the character and scale of the surrounding neighbourhood.
- 11.3 Continue to work with School District #61, local elementary schools, and parents' associations to improve pedestrian safety near schools.

12.0 DEVELOPMENT COST CHARGES

Council may, through bylaw, impose development cost charges (DCCs) to assist in the funding of capital cost projects for constructing, altering or expanding sewage, water, drainage or highway facilities, and parkland acquisition or improvement.

The intent of DCCs is to obtain funding from new development to help offset some of the costs required to service these developments by the Municipality. These cost charges are applied municipally wide, and to specific DCC areas. A set charge is established for each new lot created, and for residential and non-residential building permits. DCC funds are applied to a specific capital work in an area, with additional funds taken from either general municipal revenues or a Local Improvement Levy.

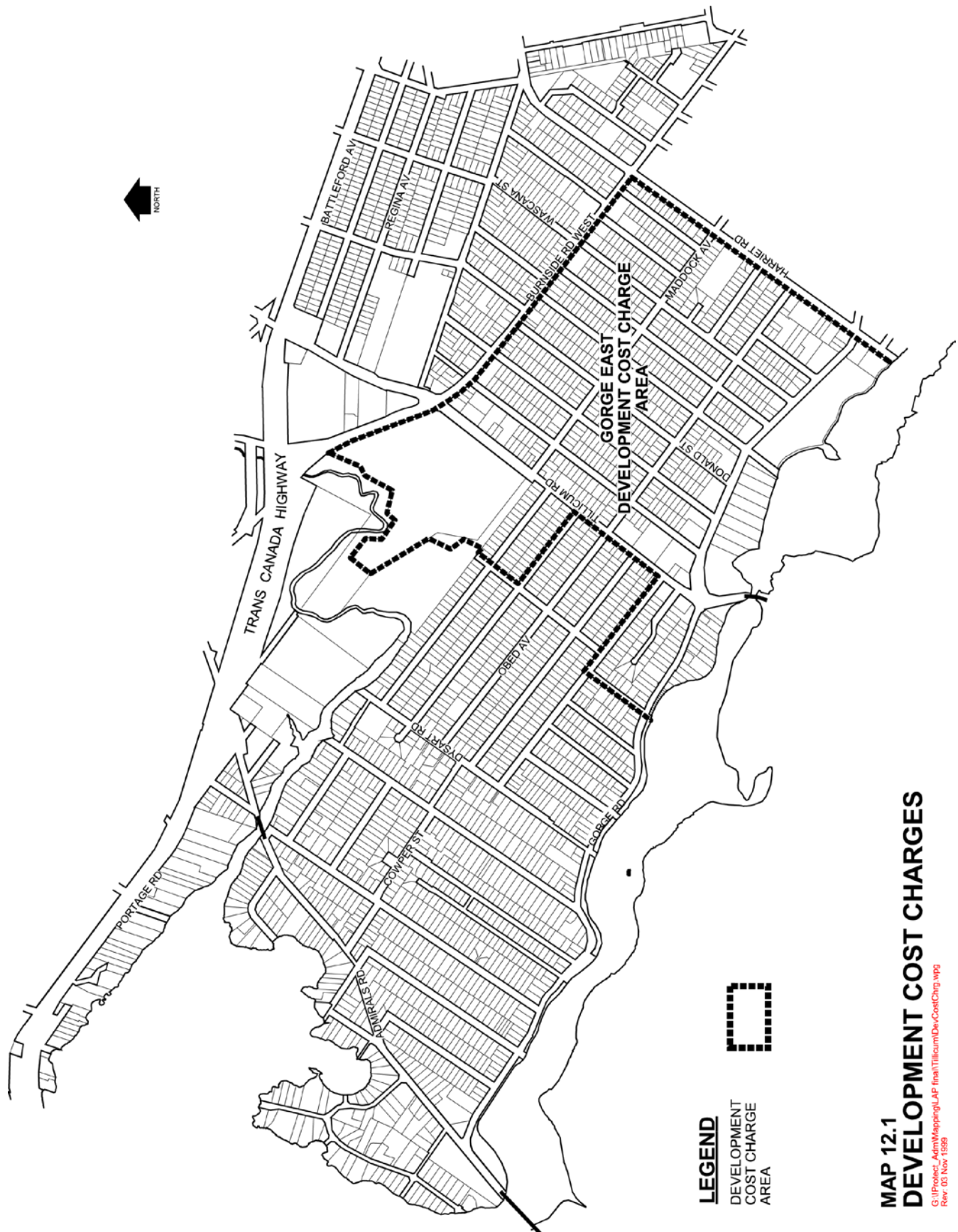
Map 12.1 shows the established Gorge East Development Cost Charge Area. The bylaw for this area pertains to sewer, water, storm drains, and roads. The area is also under an area-wide DCC which relates to major roads, bikeways, and municipal parks.

Work identified under the Gorge Road East DCC includes:

- construction of Obed Avenue to collector street standards (including sidewalk on one side) between Tillicum Road and Harriet Road;
- construction of the west side of Harriet Road to major road standards between Burnside Road West and Gorge Road West;
- construction of sidewalks as required for “safe routes to school”;
- installation of a pedestrian/traffic signal at the intersection of Tillicum Road and Obed Avenue.

POLICIES

- 12.1 Continue to use development cost charges to fund upgrades to underground servicing and street infrastructure.
- 12.2 Amend the Development Cost Charge Bylaw as required.



13.0 DEVELOPMENT PERMIT AREAS

Development permit areas (DPAs) provide the Municipality with powers to control development activities for commercial, industrial, or multi-family uses. By regulating details such as building design, site layout, and landscaping, the purpose of DPAs is to ensure that significant developments have positive impacts on the community.

The Local Government Act permits Council, in an Official Community Plan, to designate development permit areas, and identify objectives and guidelines affecting the form and character of commercial, industrial, or multi-family development within a designated DPA. Development permit guidelines may also specify the means of protecting the natural environment or areas of hazardous conditions.

Within a DPA, an owner must obtain a development permit before subdividing land or constructing, adding to, or altering a building or specification unless specifically exempt. 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.

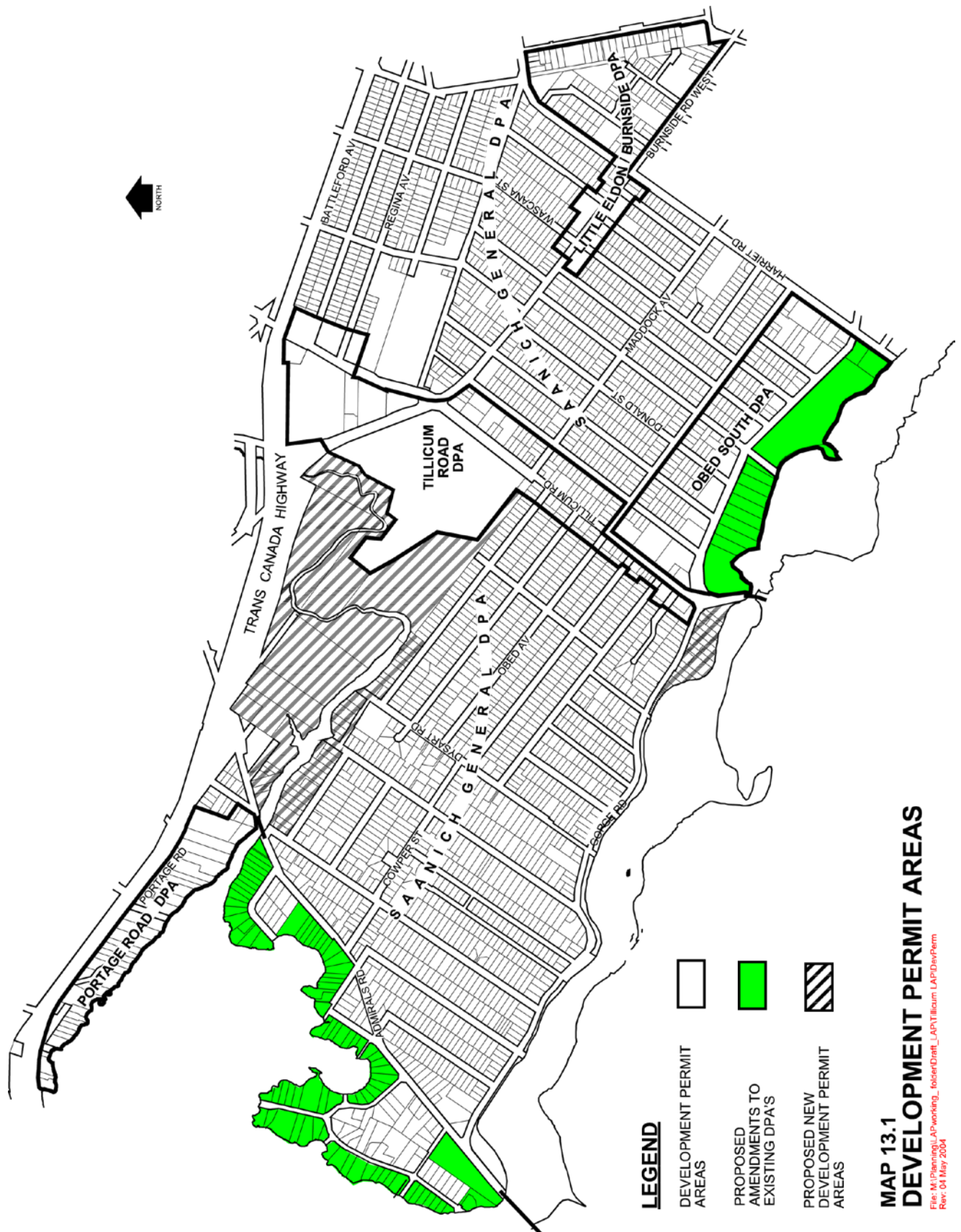
There are four development permit areas in Tillicum as shown on Map 13.1. The Portage Road DPA is based on environmental criteria, while the Tillicum Road, Obed South, and Little Eldon-Burnside DPAs are based on commercial and residential. In addition, the Saanich General Development Permit Area applies to any commercial, industrial, multi-family, and for-profit public uses outside of these DPAs. Justification and guidelines for development permit areas are outlined in Appendix "N" to the Official Community Plan.

New development permit areas are recommended to protect the riparian areas of the Colquitz River and the Gorge Waterway backshore (see Map 13.1). It is recommended that the Portage Road DPA be amended to include all parcels fronting Portage Inlet (see Map 13.1). It is also recommended that the Obed South DPA be amended to include environmental criteria. These changes are intended to protect environmentally-sensitive areas which are described fully in the Environment section.

Development permit guidelines are reviewed and amended periodically to ensure they remain adequate and relevant. Several community issues that may require amendments in the future are building setbacks, restricting impervious site coverage, and innovations in on-site stormwater management.

POLICIES

- 13.1 Establish new development permit areas as shown on Map 13.1 to protect the riparian area of the Colquitz River and the Gorge Waterway backshore.



- 13.2 Expand the Portage Road DPA to include all properties fronting Portage Inlet as shown on Map 13.1.
 - 13.3 Amend the Obed South DPA to include environmental justification and guidelines to protect the Gorge Waterway backshore.
 - 13.4 Consider amendments to development permit guidelines that apply to riparian and foreshore areas for building setbacks and site coverage as described in Policy 6.4.
 - 13.5 Apply the appropriate development permit guidelines to new development, as outlined in Appendix “N” to the Official Community Plan. Consider revisions to these guidelines as necessary to strengthen the character and environmental health of the area.
-

DEFINITIONS

Collector Road ▪ a street which provides services to secondary traffic generators (i.e. neighbourhood commercial centre and parks) and distributes traffic between neighbourhoods, as well as providing direct access to residential properties. Transit service is permitted.

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

Community Parks ▪ 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. Fifty percent of secondary schoolyards are considered to be community level open space.

Commuter Bikeway ▪ an on-road cycling route designated in the General Plan, 1993, to be developed as a commuter cycling route. This can mean separate signed bike lanes, or wider outside lanes which permit automobile traffic to pass a cyclist without leaving the lane.

Complete Community ▪ multiple-use urban community that contains within its boundaries, the full range of facilities and activities necessary to meet typical household needs for employment, shopping, personal services, recreation, housing, education, and other goods and services. Complete communities typically are defined by what they are not, that is, single-use residential areas that serve a largely dormitory function to a larger centre; with few local opportunities to meet the broad range of household needs described (CRD Regional Growth Strategy).

Development Permit Area ▪ means an area designated under the Local Government Act, requiring special consideration for the natural environment, hazardous conditions, or the form and character of commercial, industrial, or multi-family residential development.

Floodplain ▪ land contained within the boundary of an elevation contour line depicting the 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.

Floor Space Ratio (FSR) ▪ the gross floor area excluding non-usable areas (those portions located more than 1.5 m below finished grade) divided by lot area.

General Residential Area ▪ 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 ▪ a vacant lot or a new lot created by subdivision within the built-up area.

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

Major Road ▪ 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.

Mixed Use Development ▪ an area where the land use is not homogeneously single family residential. For example, a mix of residential (including multi-family), commercial, office, and light industrial. The implication is that services and amenities are within walking distance.

Multi-Family Housing ▪ a housing complex containing two or more dwelling units on a lot; includes townhouses and apartments.

Municipal Parks ▪ 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 ▪ a park that focuses on local use and attracts people within walking distance of up to 800 metres. These parks often provide play environments, unstructured open spaces and play fields for local use. Fifty percent of elementary schoolyards is included as neighbourhood open space.

Residential Road ▪ a street designed to permit low speed travel within a neighbourhood and provides access to residential parcels.

Residential Zones ▪ 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.

Road Network Classification ▪ major roads are intended to accommodate internal and inter-municipal travel. Collector streets are intended to disperse traffic from residential streets onto major roads, and residential roads provide direct access to residential properties.

Sewer Enterprise Boundary ▪ a boundary identifying the area which is serviced or intended to be serviced with municipal sewers.

Urban Containment Boundary ▪ a boundary established in the General Plan, 1993, and or the local area plans, to separate urban and rural development. Sewer service does not generally extend beyond the Urban Containment Boundary.

Urban Village ▪ a growth management concept which is intended to be more sustainable than traditional suburban development; where a vital commercial node supports and is supported by residential densities and institutional, community and recreational uses. Pedestrian and bicycle mobility along with access to transit are fundamental.