

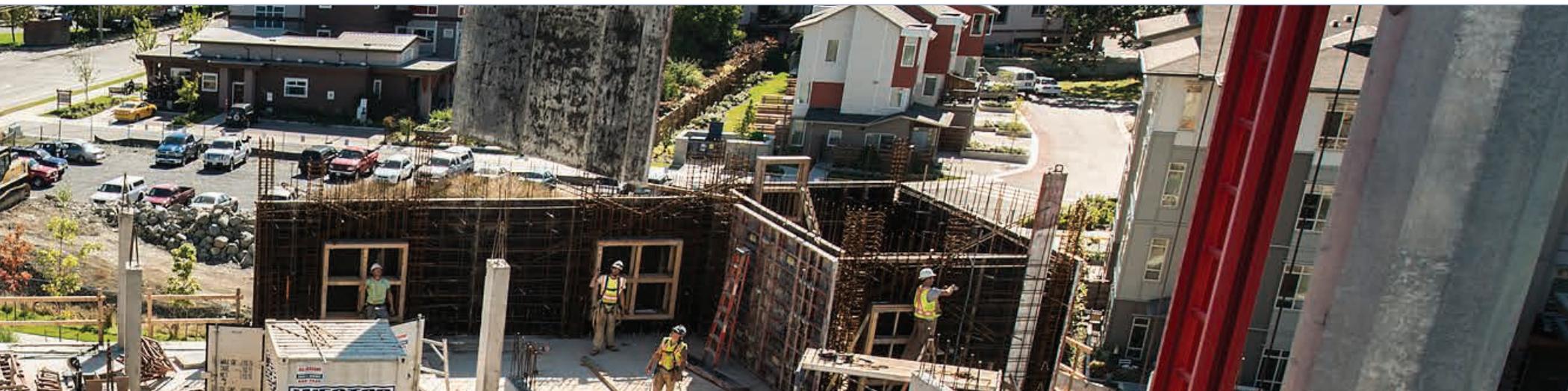
Plan Framework Report





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Introduction

What is the Uptown – Douglas Corridor Plan?

The purpose of the Uptown-Douglas Corridor (UDC) Plan is to create a comprehensive 30 year vision and implementation plan for the Uptown – Douglas Corridor.

The Plan intends to build on and directly implement the Official Community Plan's vision of environmental integrity, social well-being and economic vibrancy. While the Plan will comprehensively address a range of topics, the focus is land use and mobility enhancements.

Where is the Uptown – Douglas Corridor?

The study area is at the heart of the Capital Regional District and the area runs from the City of Victoria boundary at the south to the Saanich Municipal Hall at the north, including approximately 800 metres on either side of Douglas Street.

The area includes two major regional transportation corridors; Douglas Street linking downtown Victoria to the Western communities, and Blanshard Street connecting Highway 17 to the Greater Victoria International Airport and BC Ferries Swartz Bay Terminal.

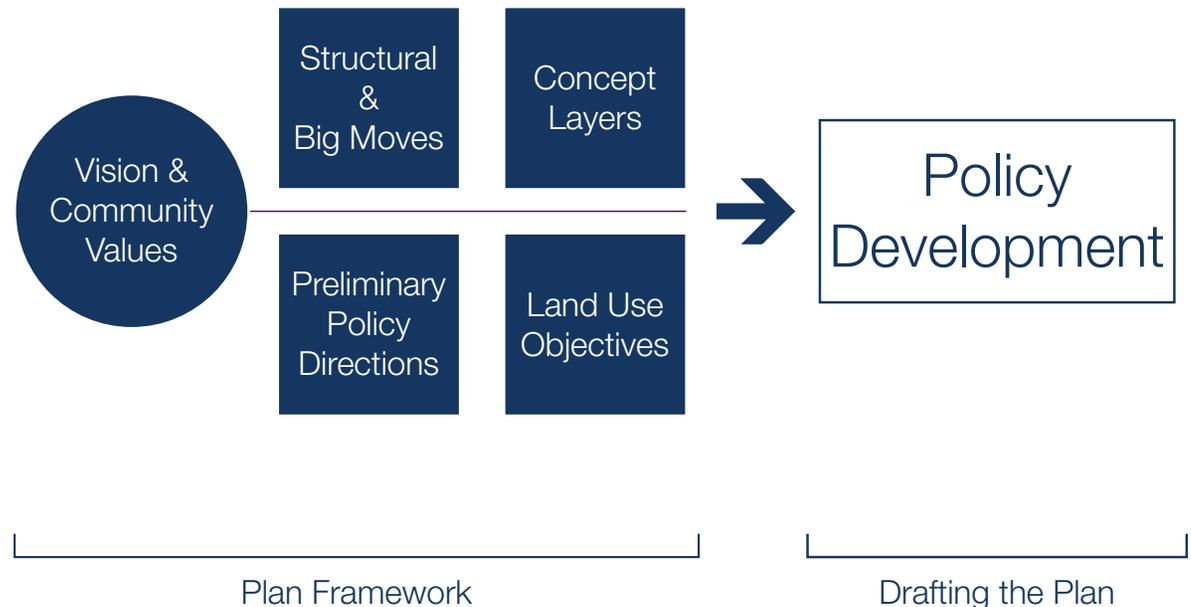
The study area also includes the Saanich Municipal Hall, Fire Hall, Police Station, and outdoor amenities such as the Galloping Goose Trail, Swan Lake Nature Sanctuary and Rutledge Park.

What is the purpose of the Framework Report?

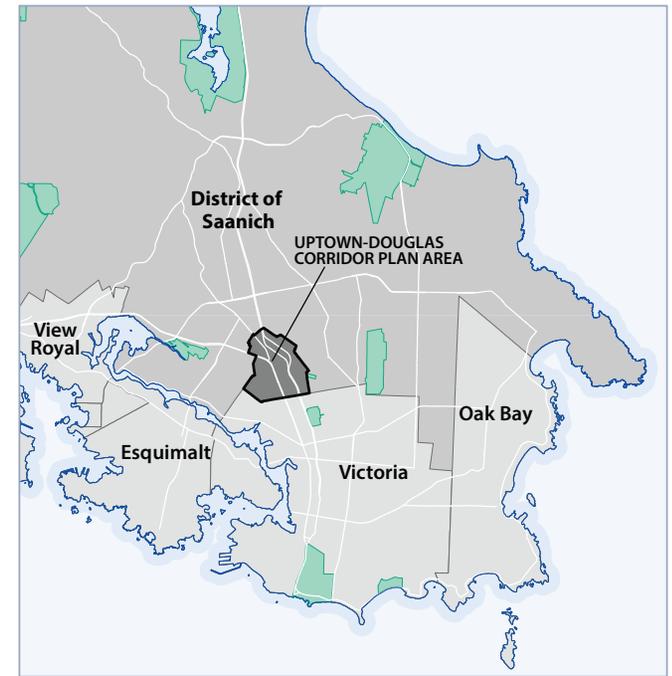
The purpose of the UDC Plan Framework Report is to identify the directions and concepts that have been developed with the public, stakeholders and the Project Advisory Committee in the initial stages of the project. This framework will guide development of the UDC Plan.

This report includes the following:

- Vision
- Community Values
- Structural and Big Moves
- Policy Directions
- Concept Layers
 - Green Concept
 - Mobility Concept
 - Land Use Concept
- Land Use Objectives



Study Area



Regional Context

Planning Process

Development of the UDC Plan is occurring in six phases and will be followed with ongoing implementation after the Plan is adopted.



Phase 1 – Project Initiation

Key highlights:

- Established the 16 member project Advisory Committee
- Developed the Baseline Conditions Report
- Hired consultant to assist in plan development

Phase 2 – Develop a Vision

Key highlights:

- 18 coffee discussions and 9 pop-up events
- 321 online survey responses
- 238 responses to weekly poll questions
- Developed Vision
- Developed Community Values

Phase 3 – Explore Options

Key highlights:

- Developed Structural & Big Moves
- Hosted Saanich Talks speaker series
- Completed 3-day Community Design Workshop
- Developed green, mobility and land use concepts
- Engaged the community on concepts and workshop results
- Council check in and endorsement of the Plan Framework Report

Phase 4 – Draft the Plan

Key highlights:

- Develop the DRAFT Uptown – Douglas Corridor Plan
- Focused stakeholder engagement as needed

Phase 5 – Review & Refine

Key highlights:

- Consult the public and stakeholders on the Draft Plan
- Make any required revisions

Phase 6 – Plan Adoption

Key highlights:

- Present final Uptown – Douglas Corridor Plan to Council
- Public Hearing
- Final Adoption

Project Objectives

In the Council endorsed Terms of Reference, project objectives are identified to guide the development of the UDC Plan. The project objectives are to:

1. Enhance the role and identity of the Uptown Centre as a regional hub and focal point in Saanich;
2. Create a more attractive, vibrant and walkable urban centre;
3. Create a connected, sustainable and balanced transportation network that encourages more walking, cycling and transit use;
4. Enhance and restore key environmental assets, including Cecelia Creek and watershed;
5. Enhance the network of parks, open spaces and cultural and community facilities;
6. Maintain and enhance opportunities for commercial and industrial uses;
7. Promote green infrastructure, green buildings and renewable energy;
8. Integrate public realm improvements and land use changes to support the development of complete streets and the future introduction of rapid transit on Douglas Street;
9. Expand the range of housing choices; and
10. Balance infrastructure and circulation for business traffic, pedestrian mobility, access to future transit infrastructure, bicycle network, parking and truck traffic needs.



Vision

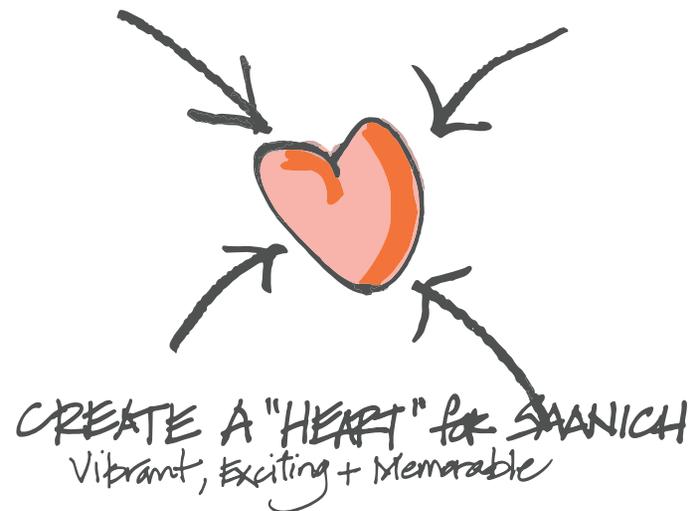
Public engagement activities took place between May and June, 2016 and included a survey, poll questions, small-group discussions, and pop-up events located throughout the study area.

Across all activities, an estimated 2,500 engagement interactions took place, and approximately 900 responses were collected.

Based on input from the public, the project Advisory Committee and stakeholders, a vision for the plan was developed.

The Uptown-Douglas Corridor area welcomes a diversity of people to live, work and explore in this vibrant, accessible community – a showcase of urban sustainability.

Gathering places and destinations in the Corridor are green, safe and connected by walking, cycling, transit, and vehicle mobility.



Community Values

The public input received in 2016 was also used to develop a set of Community Values. The Community Values are a cornerstone in guiding the development of the Plan.

Increase Public safety.

Trails, streets, buildings and public spaces are designed so residents and users are safe to live, work and explore.

Encourage Active Lifestyles.

Active lifestyles and active transportation modes are promoted through urban design, creating and connecting destinations and enhancing walking and bike routes.

Build community.

Thoughtful place-making and engagement welcomes residents, businesses and visitors and enhances the sense of community in the UDC area for all abilities, ages and stages of life.

Enhance the natural environment.

A conscious shift is made from grey to green to enhance the natural environment and improve livability.

Foster economic vitality.

Support economic investment and development that fosters a range of business and employment opportunities.

Integrate mobility.

Multi-modal infrastructure is developed to connect people and places.

Support complete communities.

A range of housing options are accommodated close to services, amenities, employment, and recreational opportunities.



Rutledge Park



Saanich Road looking West

Structural and Big Moves

Structural and Big Moves

The purpose of the Structural and Big Moves is to identify some of the key points of emphasis to help guide development of the Plan.

Through several sessions with the project Advisory Committee, the input received from the public consultation that occurred in 2016 was further developed into a set of Structural and Big Moves for the Uptown – Douglas Corridor area. These were created in order to frame the Community Design Workshop that was held in January 2017.

Preliminary Policy Directions

In January 2017, Staff and the consultant team led a series of Saanich Talks speaker sessions, as well as a three-day Community Design Workshop.

The purpose of the Community Design Workshop was to review, test and refine the Structural and Big moves as well as receive new ideas to inform the development of the Plan.

Participants engaged in facilitated discussions and workshops to develop some strategies that could be employed to achieve the structural and big moves.

The ideas we heard about the topics have been developed into concept layers and preliminary policy directions that will form the base from which staff will write the policy for the plan.

What is a Structural Move?

A significant change based on core planning principles that contributes to enhancing the sustainability and vitality of an area.

What is a Big Move?

A transformative initiative that has the potential to fundamentally change the identity and function of an area.

What is a Preliminary Policy Direction?

A high level idea that could implement a Structural or Big Move. These ideas will be further developed in plan drafting.

Structural and Big Moves

Preliminary Policy Directions

1. Put Pedestrians First

Develop an exceptional pedestrian realm and safe, people-friendly, connections; enhance east-west movement and build on the Galloping Goose and Lochside Trails.

- Break up large blocks with pedestrian and cycling connections.
- New developments should be designed to engage sidewalks and invite pedestrian activity.
- Incorporate natural spaces throughout the area as a way to create a better pedestrian experience.
- Develop a pedestrian and cyclist street hierarchy and create design guidelines to match.



2. Create a Central Landmark Transit Hub

Develop a regional transit hub that creates convenient connections for all modes, encourages redevelopment, highlights regional cycling connections and reinforces the pedestrian first priority.

- Make it multi-modal: seamless and inviting experience for all modes, particularly pedestrians, cyclists and transit users.
- The transit hub should be designed to be a prominent visual landmark that highlights the area and serves as a point of orientation in the landscape.
- Incorporate public space: Design the hub to ensure high quality public space is integrated throughout the exchange.
- Support a transit hub design that incorporates active uses and/or community facilities such as retail/ commercial and a community centre, library or other similar services.



3. Accelerate Rapid Transit Implementation on Douglas Street

Support more compact transit-oriented development in coordination with the transit hub that increases housing and business options, enhances the pedestrian realm and accelerates the evolution to rapid transit on Douglas Street.

- Consider land uses along the corridor that would support future transit improvements such as mixed commercial and higher density residential.
- Develop design standards for the corridor based on transit-oriented design.
- Develop and improve pedestrian connections to future transit locations.



4. Create a Network of Active and Engaging Public Places

Develop/create a series of plaza spaces/parkettes/pocket parks/streetscape redesigns highlighted by a central civic space.

- Support the addition of a central civic space for Saanich.
- Enhance and expand the municipal campus and integrate it into the area.
- Add community facilities and amenities (community centre, rec centre etc).
- Consider public/private partnerships for larger facilities (ie swimming pool).
- Integrate open spaces in new developments (ie small plazas, parkettes etc)



5. Lead Growth with Residential

Encourage growth in the core area with a mix of compact multiple dwelling residential units to bring more people into the central area throughout the day and to activate the street with retail and service commercial where appropriate to service this growing population.

- Focus residential development around the transit hub and parks/open space.
- Increase residential uses along Oak Street.
- Support the development of a range of housing options.
- Encourage purpose-built rental buildings and creative housing ideas to address affordability issues.
- Require a high energy efficiency standard in new building design and retrofits.
- Require residential development to relate to the street to enhance public realm and streetscape design.



6. Conserve Light Industrial

Retain the light industrial uses west of the Galloping Goose and enhance this area with street improvements and mixed use where appropriate to keep local employment and expand opportunities.

- Consider access via the “Tennyson Connection” from the Trans Canada Highway south to Dupplin Road.
- Examine expansion opportunities for the light industrial area north of Boleskine Road.
- Integrate live/work residential opportunities north of Boleskine Road, where light industrial uses are compatible.



7. Attract More Diverse and Pedestrian-Oriented Commercial

Support existing commercial business and expand street-oriented uses in specific areas to reinforce pedestrian corridors.

- Support mixed-use commercial buildings on arterial streets with commercial uses on the ground floor and residential on storeys above.
- Support pedestrian-oriented commercial uses in residential zones focusing on corners or fronting pedestrian spaces.



8. Transform Oak Street into a Neighbourhood Street

Design Oak Street as the central high street integrating transit, bikes, a pedestrian promenade and amenities along with active and engaging mixed-use buildings framing the street.

- Support developments that include strong pedestrian realm features such as walkways, plazas and residential units fronting the street.
- Include on-street parking.
- Support developments that include retail sales/ commercial on corners.
- Consider urban design elements such as public art and building design to enhance the public realm.
- Bring nature into the area through parks, pathways and aggressive tree canopy targets.



9. Develop a Compact Urban Core

Foster land use change that increases residential and employment opportunities and positions the area as the heart of Saanich.

- Support urban-scale development and high quality building design.
- Support developments that activate the street on all frontages (including facing the Galloping Goose and Lochside Trails).
- Ensure new development creates a high quality public realm.
- Consider parking variances if parking is underground.



10. Convert Grey to Green

Develop the area as a showcase of urban sustainability through enhancing nature and integrating green infrastructure and green buildings.

- Triple the tree canopy in 20 years.
- Infuse intensive landscaping into the built environment.
- Incentivize buildings with high energy performance.
- Encourage stormwater management using natural features.
- Highlight the Cecilia Watershed in parks, developments and street ROWs.
- Develop a civic space on the municipal property.



11. Transform Blanshard Street and Vernon Avenue into Complete Streets

Transition Blanshard Street and Vernon Avenue into pedestrian oriented urban arterial streets.

- Explore design options that prioritizes local access, a high quality public realm and pedestrian and cyclist mobility.
- Assess ways to improve access to businesses and improve the efficiency of vehicle circulation.
- Support creation of a Master Plan for the Gateway Village (across from the Municipal Hall) and Saanich Plaza sites that integrates potential road changes to create better community connectivity and pedestrian-oriented streetscapes.
- Create a prominent civic space on the Municipal Hall site that engages Vernon Avenue.
- Assess conversion of the existing highway island to park space.
- Support changes that better connect the Nigel Valley with area destinations.
- Work with the MoTI to explore reductions in the number of travel lanes and lane widths.



Plan Concept

Concept Layers

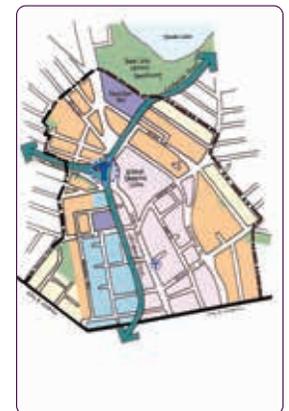
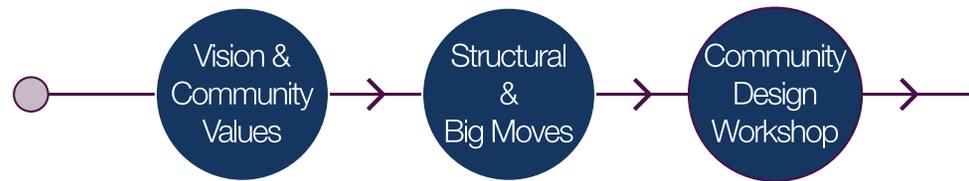
The goal of the Community Design Workshop was to explore key concepts and potential structural and big moves. Building on the Vision, Community Values and the Structural and Big Moves, participants worked together to develop concept layers organized around three themes.

The workshops results have been captured in three layers/concepts:

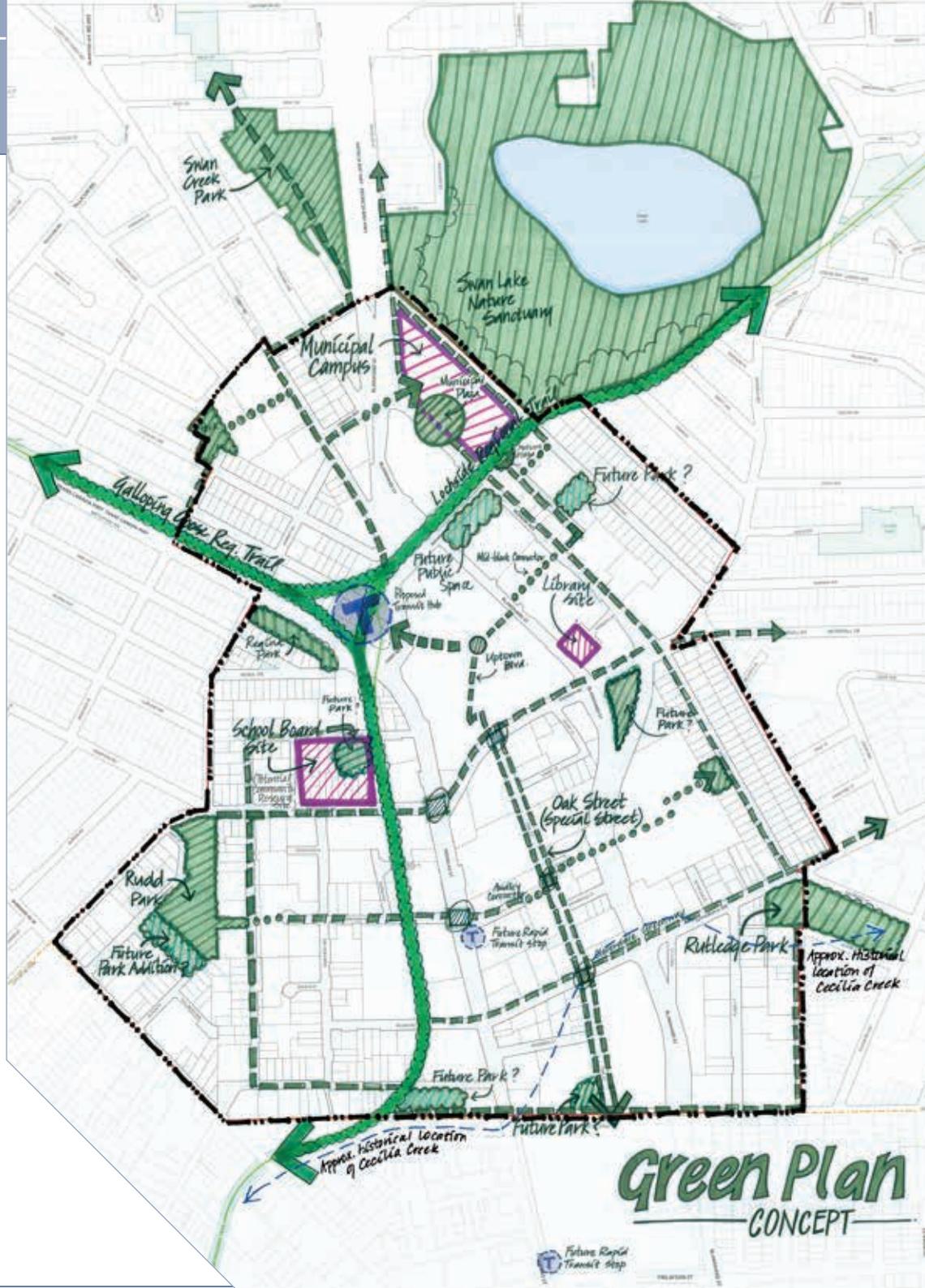
- Green Layer
- Mobility Layer
- Land Use Layer

Since the Community Design Workshop, staff have shared these layers with the public through a variety of public engagement activities including a landowner luncheon, a business owner open house, a public open house, presentations to Council committees, the project Advisory Committee and Community Associations, as well as an online virtual open house and survey.

More information on the public engagement process can be found in the *Public Engagement Summary*.



Green Plan Concept



Related Structural & Big Moves

- Put Pedestrians First
- Create a Network of Active and Engaging Public Spaces
- Transform Oak Street into a Neighbourhood Street
- Convert Grey to Green

- Uptown-Douglas Corridor Plan Area
- - - Improvements to Greenways
- ... Potential Future Connections
- ← - - - Approx. Historical Location of Cecelia Creek
- ▨ Park / Trail
- Ⓣ Future Transit Hub / Station

Mobility Plan Concept

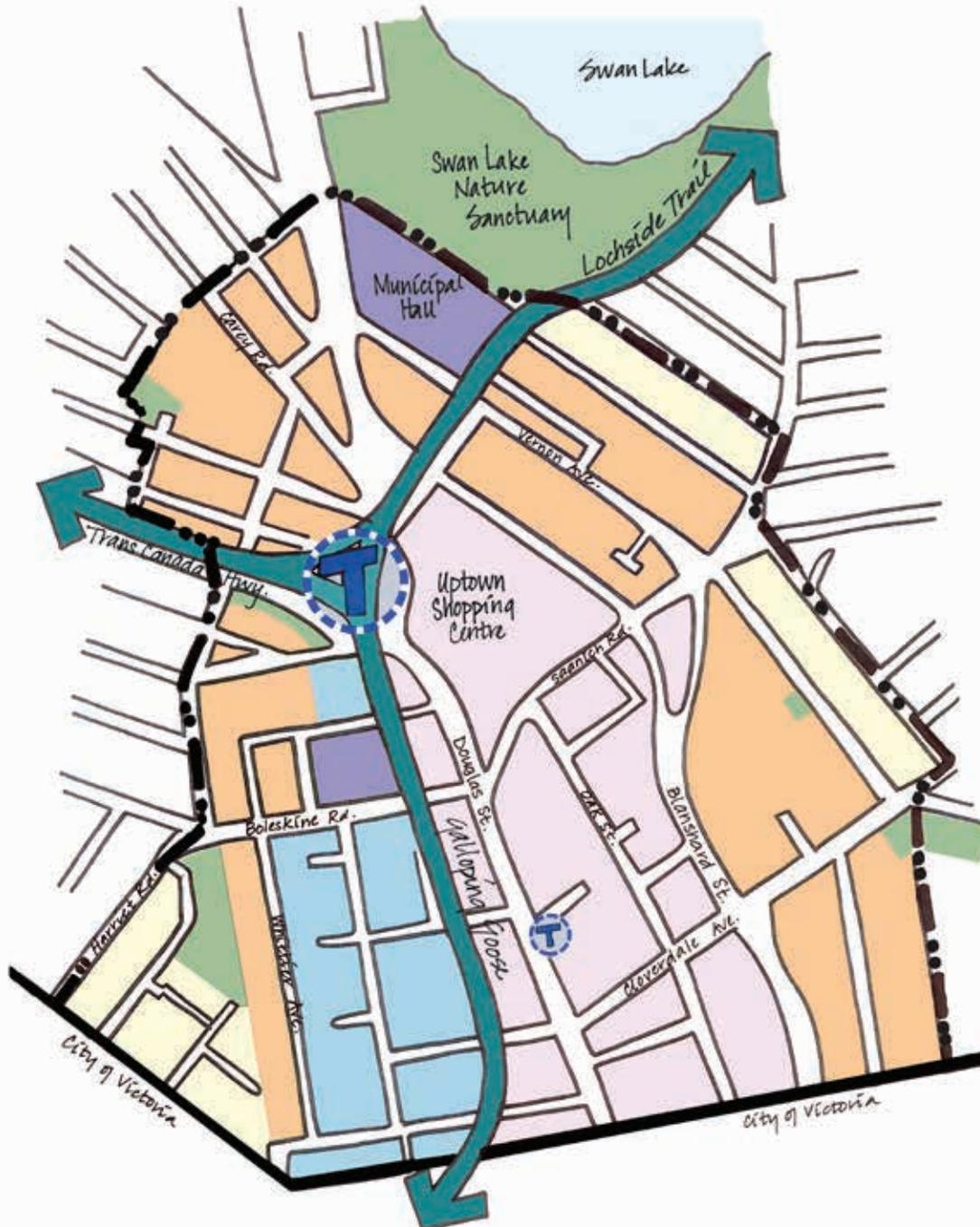


Related Structural & Big Moves

- Put Pedestrians First
- Create a Landmark Transit Hub
- Accelerate Rapid Transit Implementation on Douglas Street
- Conserve Light Industrial
- Attract More Diverse and Pedestrian – Oriented Commercial
- Transform Oak Street into a Neighbourhood Street
- Develop a Compact Urban Core
- Explore complete street designs for Blanshard Street and Vernon Avenue

- Uptown-Douglas Corridor Plan
- - - On Street Pedestrian Improvements
- Potential Future Connections
- - - Bike Lane Improvements
- Improvements to Intersections
- Ⓣ Future Transit Hub / Station
- - - Future Rapid Bus Lanes

Land Use Concept



Related Structural & Big Moves

- Put Pedestrians First
- Create a landmark transit hub
- Accelerate Rapid Transit Implementation on Douglas Street
- Create a network of Active and Engaging Public Spaces
- Lead Growth with Residential
- Conserve Light Industrial
- Attract More Diverse and Pedestrian – Oriented Commercial
- Transform Oak Street into a Neighbourhood Street
- Develop a Compact Urban Core
- Explore complete street designs for Blanshard Street and Vernon Avenue

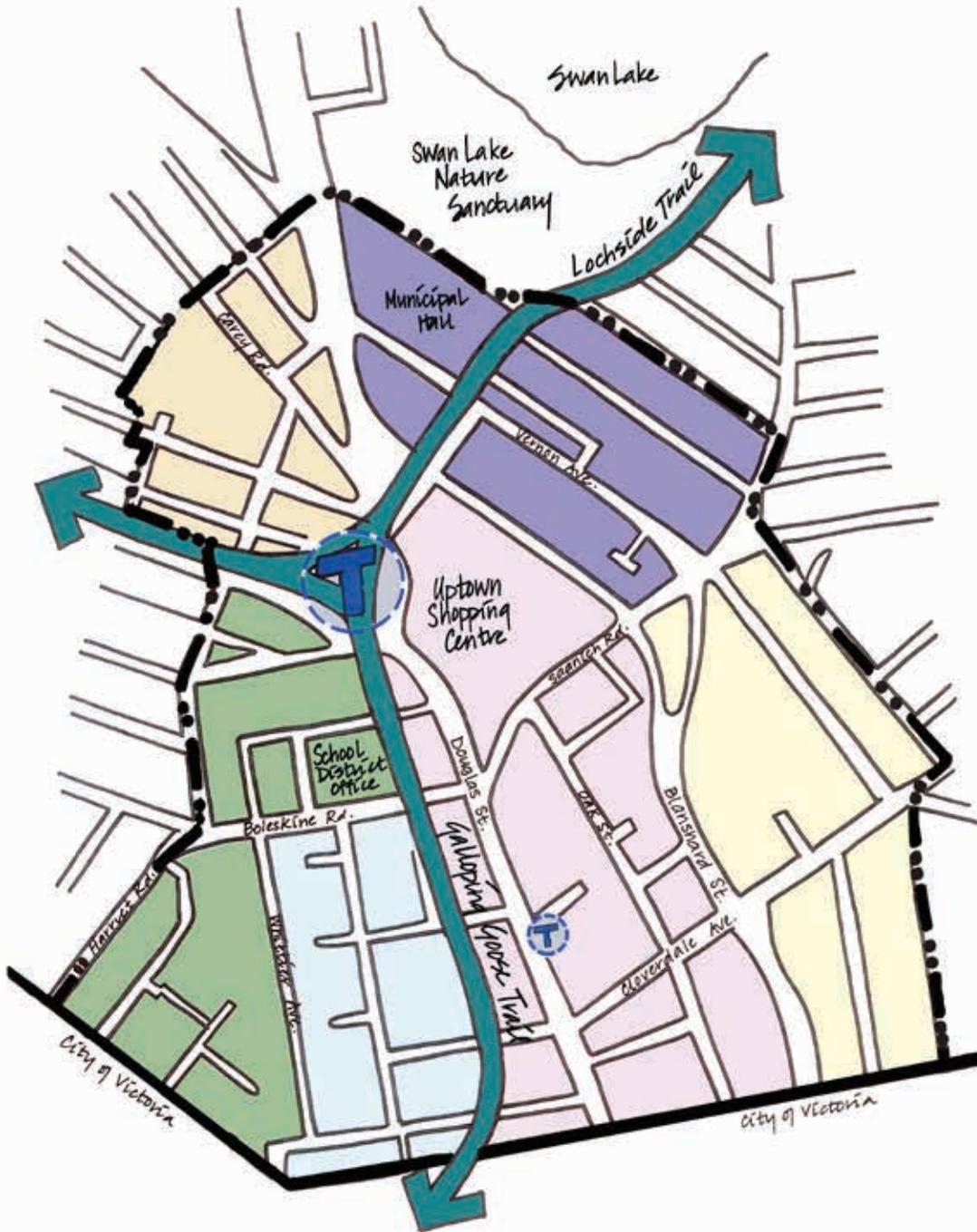
- Single-Family
- Mixed Use (Residential)
- Light Industrial
- Mixed Use
- Institutional
- Park / Open Space (Existing)

Land Use Objectives

Land use objectives have been developed based on initial directions that will be further refined and explored as part of the plan drafting process. These objectives indicate the overall intention of the land use policy that will be developed for these areas, subject to further exploration and analysis.

General Objectives

- Lead growth with residential
- Retain the area's role as a primary employment centre
- Transition height and density from the area core to established neighbourhoods
- Support the implementation of rapid transit on Douglas Street with greater concentration of residents and jobs within walking distance
- Ensure all new buildings are pedestrian oriented and enhance streetscape conditions
- Improve area connectivity and break up super blocks
- Ensure each precinct/neighbourhood has sufficient public open space to provide recreation opportunities within close walking distance



- Douglas-Oak Spine
- Tennyson Industrial Quarter
- Rudd Neighbourhood
- Rutledge Neighbourhood
- Transit Hub - Mt. View Neighbourhood
- Vernon Neighbourhood

Sub-Area Objectives

Area Specific Objectives

In order to develop land use objectives, the UDC has been divided into 6 neighbourhoods or precincts. The areas area as follows:

- Douglas – Oak Spine
- Tennyson Industrial Quarter
- Rudd Neighbourhood
- Rutledge Neighbourhood
- Transit Hub – Mt. View Neighbourhood
- Vernon Neighbourhood

Douglas-Oak Spine

- Focus the highest density of commercial activity on Douglas Street
- Expand opportunities for medium to high density multi-family housing
- Design Oak as a special street with a future focus on medium to high density mixed-use/residential
- Expand opportunities to locate active uses fronting the Galloping Goose Trail
- Add connections to the street grid to enhance walkability
- Consider opportunities on the old Mayfair Lanes site for mixed-use development that adds public space

Tennyson Industrial Quarter

- Retain industrial uses and support opportunities that increase density (floor space) and the number of jobs
- Expand opportunities to locate active uses fronting the Galloping Goose Trail
- Assess potential benefits to the area associated with the extension of Tennyson Street to Douglas Street
- Enhance streetscape conditions to improve the quality of the area and broaden its attractiveness to a range of employment uses
- Restrict residential uses in this area

Rudd Park Neighbourhood

- Support family-oriented residential housing.
- Explore opportunities for medium density residential on Burnside Road to complement City of Victoria land use designations while protecting viewscales
- Continue to use Rudd Park as an amenity to anchor multi-family housing developments
- Explore opportunities to enhance/expand Rudd Park
- Support redevelopment on the School Board site that retains the heritage building and enhances the site's role as a community space

Rutledge Park Neighbourhood

- Improve connections between the Galloping Goose Trail and Rutledge Park along Cloverdale Ave. through public enhancements and street-oriented developments with active uses.
- Explore opportunities to integrate the existing highway island into the area as park space
- Support higher density development on the 4000 Seymour site, with integration of community uses and spaces
- Support higher density development that integrates community uses and spaces
- Support the creation of a Master Plan for the 4000 Seymour site that integrates pathways and roads through the site to create better community connectivity and pedestrian-oriented streetscapes

Transit Hub / Mt. View Neighbourhood

- Create a landmark transit hub
- Ensure the transit hub integrates a mix of uses and promotes multi-modal connections and pedestrian activity
- Support higher density uses and a diversity of housing within walking distance of the transit hub while protecting viewscales
- Explore opportunities to create public space within the Ministry of Highways and Infrastructure right of way green space

Vernon Neighbourhood

- Highlight the Municipal Hall site as the civic centre of Saanich through prominent public space(s) and a greater intensity of uses
- Support higher density redevelopment of properties located between Blanshard Street and Vernon Avenue
- Support the creation of a Master Plan for the Gateway Village and Saanich Plaza sites that includes higher density redevelopment as well as the integration of pathways and roads to create better connectivity and pedestrian-oriented streetscapes
- Improve connections to the Nigel Valley
- Add additional public space in this area
- Explore further enhancements to Swan Lake Park

