

# 6. TRANSPORTATION AND MOBILITY

Transportation routes are both the greatest strength of the Uptown–Douglas (UD) area and the biggest impediment to creating a high functioning, livable place. Major transportation routes converge in the UD area, providing a density of activity that attracts businesses and enables the efficient provision of transportation options. Douglas Street, Blanshard Street and Vernon Avenue cumulatively carry close to 100,000 vehicle trips a day, while the Galloping Goose Regional and Lochside Regional Trails are the highest volume cycling routes in the region. All of these routes run through the heart of the UD area and provide a strong basis for a complete transportation network. Transitioning these routes to be multi-modal and integrated with the public realm and new development will support the desired change from space to place.

The transition and re-design of the transportation network will require ongoing partnerships. The Ministry of Transportation and Infrastructure considers Douglas Street, Blanshard Street, Vernon Avenue and Ravine Way to be part of the highway system and has jurisdiction over these roads. The Capital Regional District is responsible for the maintenance and operation of the Galloping Goose and Lochside Regional Trails. Additionally, BC Transit's Transit Future Plan identifies Douglas Street as a Rapid Transit Corridor and highlights the development of a transit hub in the UD area as a key short-term initiative. Building a common understanding of the area's future and aligning standards and capital works initiatives will be essential to this Plan's successful implementation.

Saanich has committed to creating a mobility network that embraces different priorities than existed when the current street network was developed. The Active Transportation Plan has a target to double the proportion of trips made by walking, cycling and transit by 2036. Additionally, Saanich's new 2020 Climate Plan: 100% Renewable and Resilient Saanich commits to cutting emissions in half by 2038 and to be net zero and transition to 100% renewable energy by 2050. Given that 58% of Saanich's greenhouse gas (GHG) emissions are transportation related, major changes are needed in how infrastructure is designed and people move through and within the UD area.

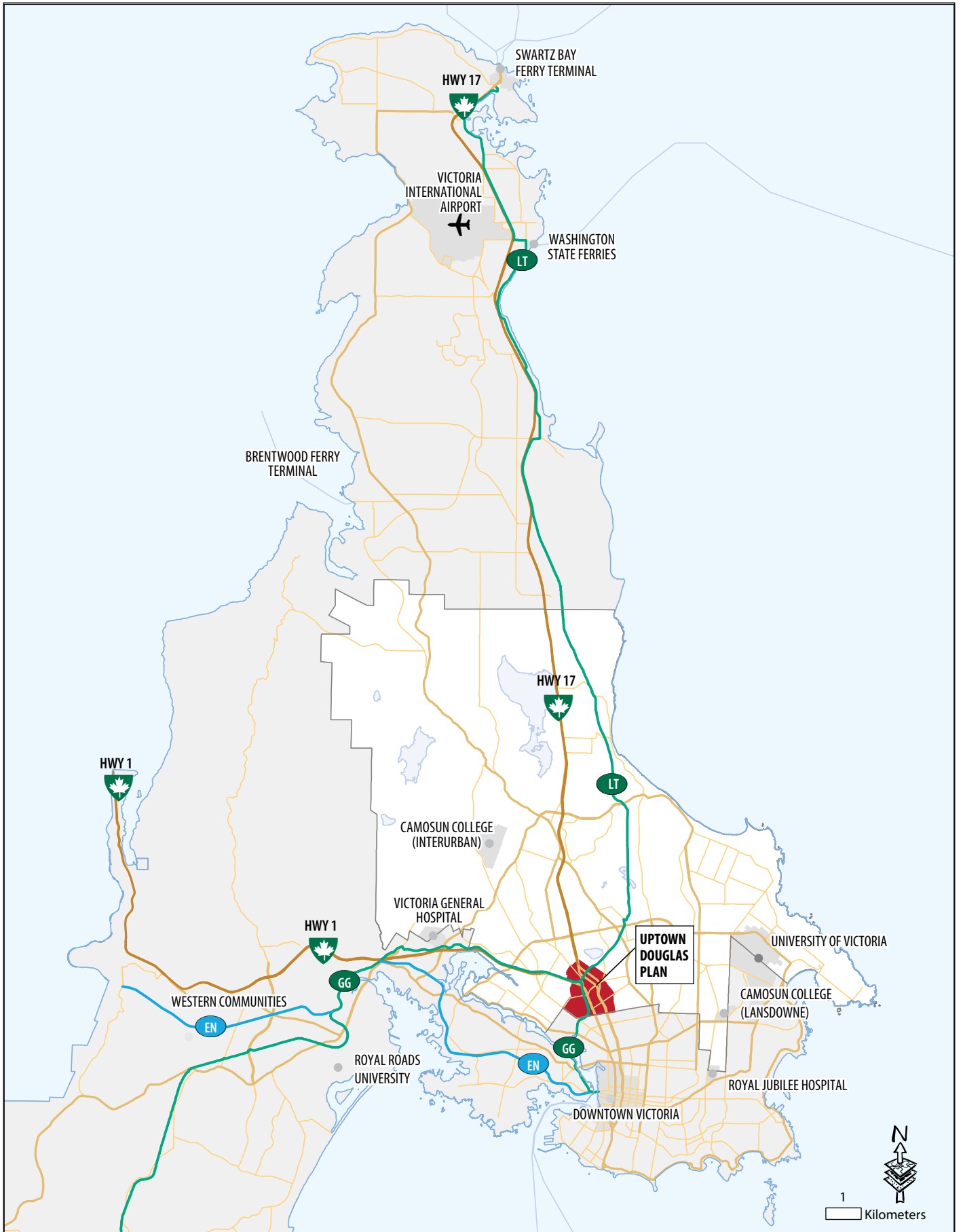
The current conditions of the UD, including its centrality in the region, high frequency transit, abundance of shops and services and high quality active transportation spines (e.g. Galloping Goose and Lochside Regional Trails), provide tangible opportunities to increase walking, cycling and transit and in turn reduce GHG emissions. The anticipated growth rates and associated land use change in the area will provide the opportunity to create complete streets, further prioritize transit, enhance goods movement and create a

complete, connected and convenient network of walking and cycling routes.

Land use and transportation planning will go hand-in-hand to reach the vision for the UD. This section provides objectives and policies to align the transportation network with the future land use described in Section 5; it further focuses on detailed aspects of the transportation system, including objectives and policies for walking, cycling, transit, vehicles, and parking.

## OBJECTIVES

- A. Create a connected, sustainable and balanced transportation network that encourages more walking, cycling and transit use.
- B. Reduce carbon emissions by increasing active transportation and transit opportunities, ensuring access to electric vehicle charging and carshare programs, and creating a complete, compact and vibrant urban community.
- C. Put pedestrians first through developing an exceptional public realm and safe, convenient and attractive connections.
- D. Support infrastructure and circulation needs of businesses and balance with pedestrian, cyclist and public realm priorities.
- E. Develop complete streets through redesigning street rights-of-way to prioritize space for pedestrians, cyclists and landscaping and ensuring new development addresses the public-private interface.
- F. Create a central landmark multi-modal transit hub that includes convenient connections, a diversity of uses and public space.
- G. Enhance the Galloping Goose and Lochside Regional Trails as primary active transportation spines and build high quality connections to provide links to area destinations.
- H. Enhance connectivity for pedestrians and cyclists through breaking up superblocks, adding crossings and encouraging permeability in the development of large sites.
- I. Accelerate rapid transit implementation along Douglas Street through the application of Transit-Oriented Development (TOD) principles.



Map 6.1 Regional Transportation Context

## 6.1 MOBILITY NETWORK CONNECTIVITY

A connected mobility network that provides convenient and safe route options is foundational to the development of efficient multi-modal options. In the Uptown–Douglas (UD) area, major roads with limited crossing opportunities and a disconnected street network present challenges to creating

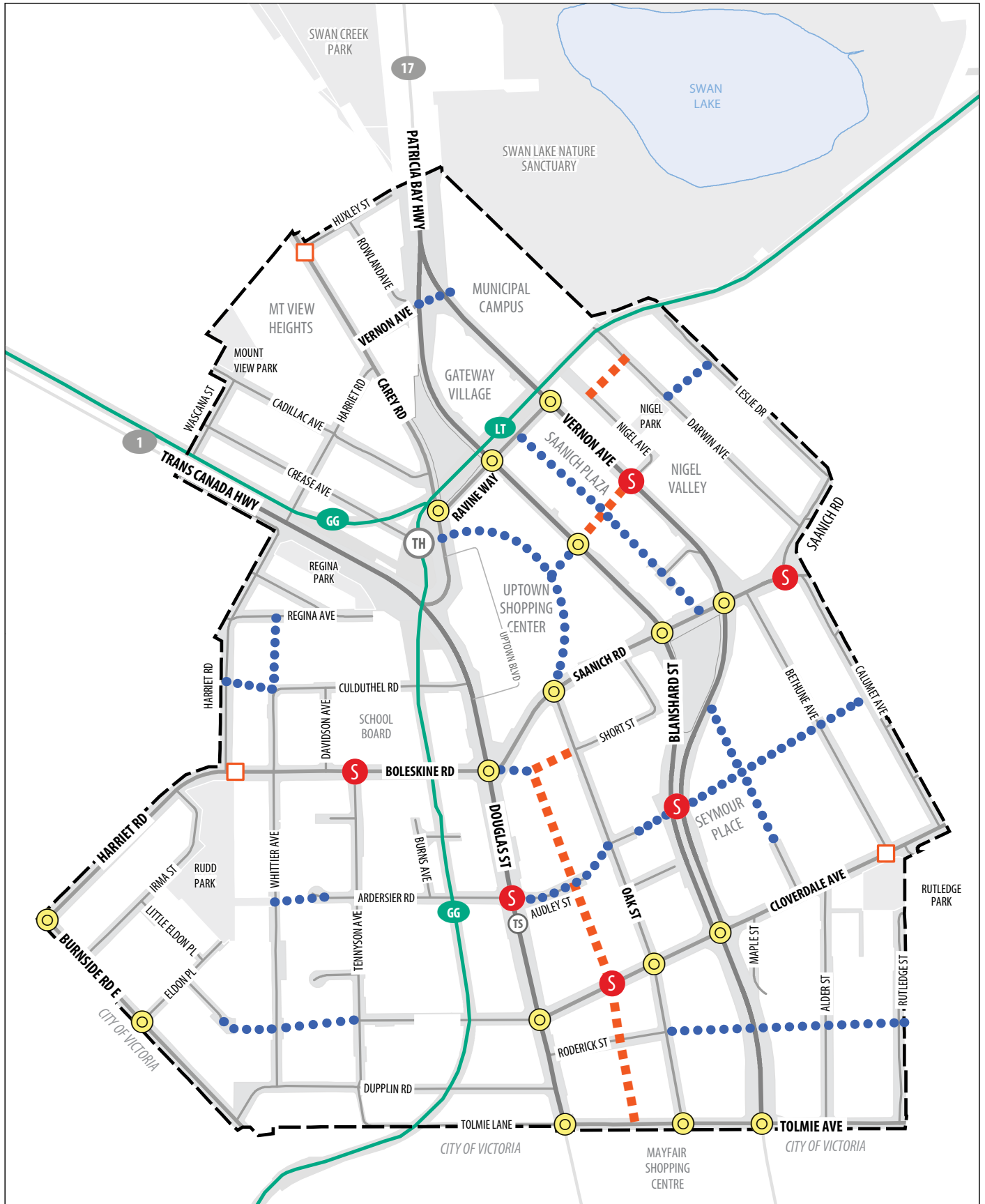
a connected network. Redesigning mobility networks to add connectivity will make walking and cycling more viable, increase the convenience of transit and improve access to businesses.



Saanich Road

### POLICIES

- 6.1.1 Acquire connections for walking, cycling and goods movement, including those identified on Map 6.2, through rezoning, subdivision or property acquisition to achieve overall network connectivity.
- 6.1.2 Pursue a network of pedestrian route options including roads, trails and footpaths that provide safe and accessible choices every 100 metres, in addition to Map 6.2, to break up large blocks and enhance overall connectivity.
- 6.1.3 Improve travel across major roads through adding signals in locations identified on Map 6.2.
- 6.1.4 As part of redevelopment of the Saanich Plaza site, expect the dedication of a new municipal road to connect the driveway at Uptown Shopping Centre with Nigel Avenue and support the new road with signalization on Blanshard Street and Vernon Avenue.
- 6.1.5 Enhance pedestrian and cycling connectivity in the future to Audley Street Transit Station through creating an east-west route from Rudd Park to Calumet Avenue through a combination of new traffic signals, redesign of large sites and the introduction of pathways.
- 6.1.6 Explore the introduction of a pedestrian and cycling overpass across the Patricia Bay Highway that provides a connection to Swan Lake Nature Sanctuary from the area west of the Highway.
- 6.1.7 Expect pedestrian and cyclist mobility plans for the redevelopment of large sites (0.5 hectares and larger) and ensure that those plans address public connections to the broader neighbourhood and adjacent sites, internal site connectivity and permeability, end of trip facilities and access to building entrances.
- 6.1.8 Continue to jointly monitor and evaluate intersections and road crossing with the Galloping Goose Regional Trail and assess suitability of restrictions at intersections.
- 6.1.9 Introduce a new laneway (Audley Crossing) between Douglas Street and Oak Street to support network connectivity, access, goods movement and reduce conflicts on primary streets (See Section 7.9 and Figure 7.10).



**FUTURE NETWORK**

- NEW STREET / LANE
- PEDESTRIAN / BIKE CONNECTOR
- S NEW TRAFFIC SIGNAL / CROSSING

**EXISTING NETWORK**

- TRAFFIC SIGNAL
- CONTROLLED CROSSWALK
- REGIONAL TRAIL

**Map 6.2 Network Connectivity**



## 6.2 WALKING

Walking is the basis of mobility for people, particularly in an urban context. Every trip begins on foot and the quality of walking connections between modes or destinations is often what defines the overall quality of a mobility network. The Uptown–Douglas (UD) area poses many challenges for pedestrians, including wide major roads, sidewalks that are narrow and unseparated from traffic in many locations

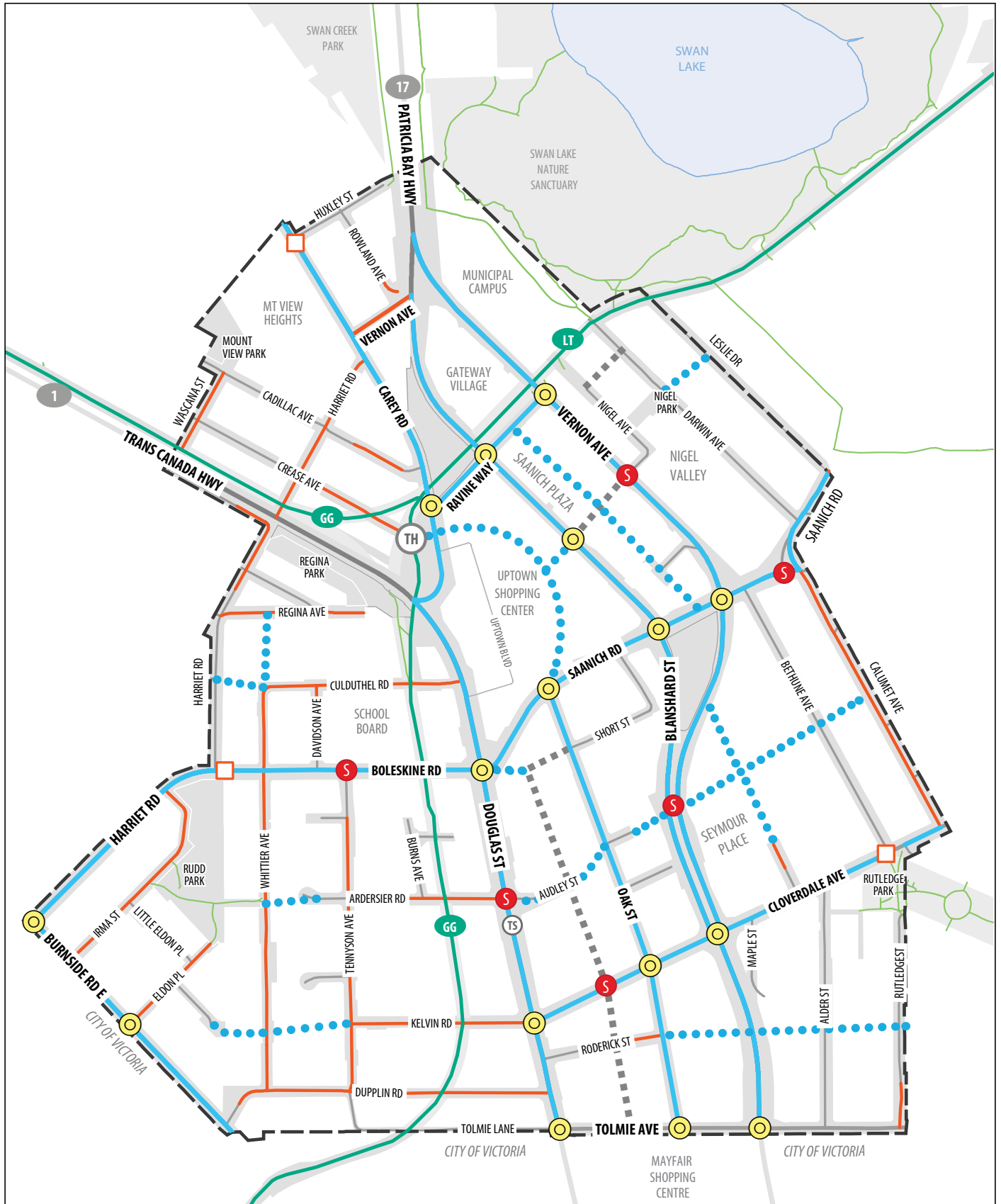
and a pedestrian network that lacks connectivity and convenient route options. Creating a connected pedestrian grid, optimizing the Galloping Goose and Lochside Regional Trails, redesigning major roads and using land use to provide a more supportive pedestrian environment will help to make walking a better option, connect major destinations and support multi-modal integration.



Carey Road

### POLICIES

- 6.2.1 Work towards establishing sidewalks on both sides of all streets through opportunities presented at the time of redevelopment and capital works programs.
- 6.2.2 Implement actions identified in the Active Transportation Plan including those that expand the sidewalk network and widen existing sidewalks (See Map 6.3).
- 6.2.3 Generally require a boulevard space to physically separate sidewalks from the roadway in all street improvement projects and redevelopment proposals. Exceptions may be considered if no design alternatives, such as narrowing the width of travel lanes, are possible.
- 6.2.4 Ensure the design of sidewalks and other pedestrian facilities address needs of individuals with mobility challenges and visual or auditory impairments.
- 6.2.5 Consider curb extensions as potential community spaces and explore their use for parkettes, public seating, street furniture, bike parking or public art.
- 6.2.6 Consider improvements to surface infrastructure such as sidewalks when underground projects are scheduled to optimize efficiency and minimize disruptions.
- 6.2.7 Establish an alternative transportation reserve fund (i.e. a pedestrian/cyclist infrastructure bank) for the UD area specifically for developing pedestrian and bicycle facilities with contributions based on the extent of parking variances approved.
- 6.2.8 Strongly encourage developments to provide pedestrian facilities that exceed the municipal design standards.



**PEDESTRIAN NETWORK (ATP)**

- FUTURE SIDEWALK UPGRADES
- COMPLETE STREET PEDESTRIAN ENHANCEMENT
- ⋯ NEW PEDESTRIAN / BIKE CONNECTOR
- NEW STREET / LANE
- S NEW TRAFFIC SIGNAL / CROSSING
- TRAFFIC SIGNAL
- CONTROLLED CROSS WALK

**Map 6.3 Pedestrian Network**

## 6.3 CYCLING

A network of cycling routes suited to all ages and abilities is an important component of urban mobility. Saanich's Active Transportation Plan identifies development of a cycling network that could provide facilities for those aged 8 to 80 as a priority. Saanich recognizes there are other high volume users of the Regional Trails, sidewalks and connections throughout the Uptown-Douglas (UD) area and the region. As such, this plan seeks to ensure that modes of rolling, including wheelchairs, skateboards, and scooters, are also

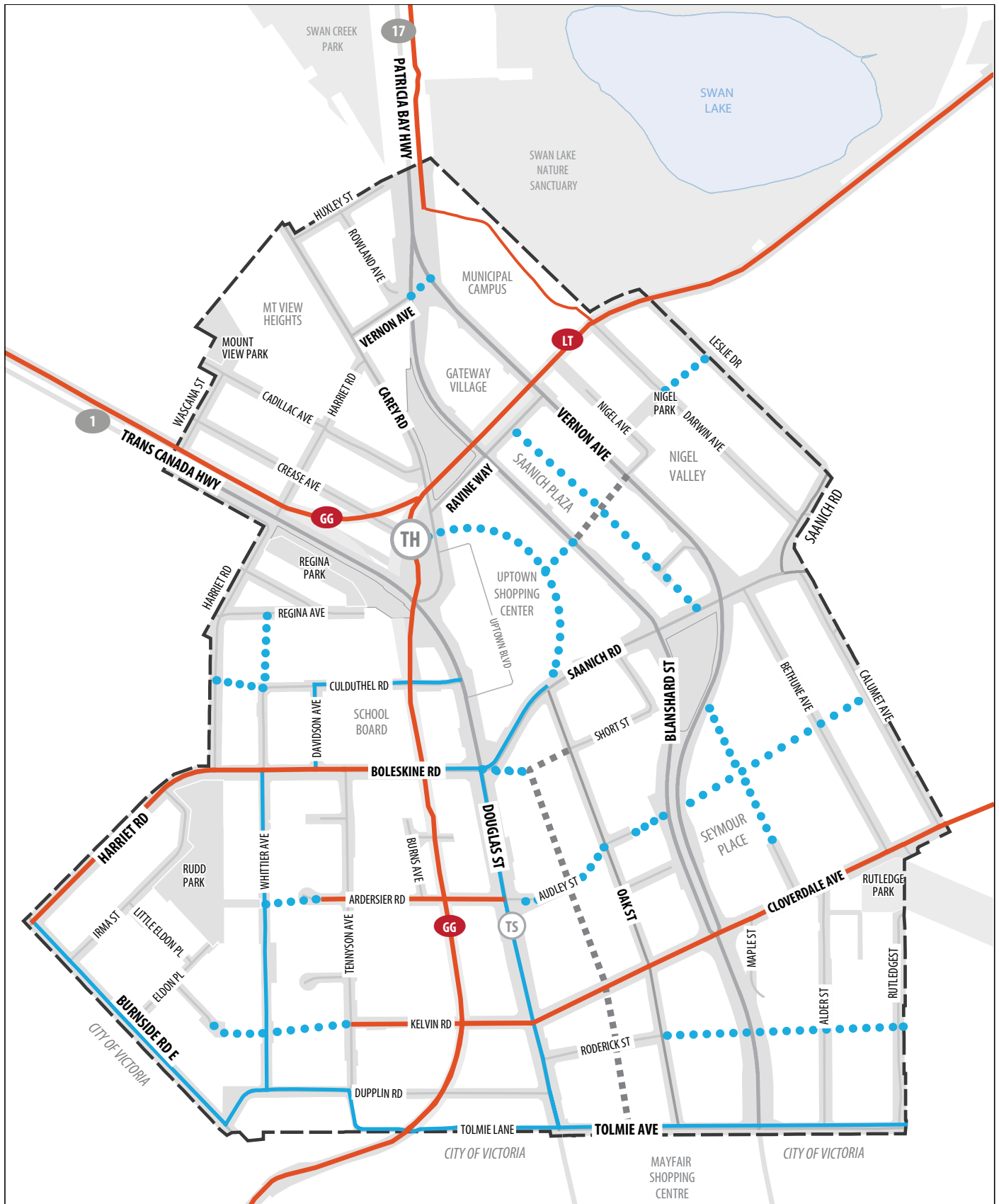
provided with a high level of service choices and routes within the mobility network. Map 6.4 illustrates the routes of this network within the UD area. While the Galloping Goose Regional and Lochside Regional Trails provide an excellent spine to build on, substantial work is required to upgrade infrastructure on other major routes. Additionally, land use changes must consider the role of individual buildings and sites as the first mile and last mile of most cycling trips and ensure they are convenient and safe.



Switchbridge

### POLICIES

- 6.3.1 Implement the Active Transportation Plan's Long-Term Bicycle Network, as identified on Map 6.4.
- 6.3.2 Work towards physically separating all bike facilities on major roads from vehicle traffic, including through the use of curbs, landscaped areas and bollards.
- 6.3.3 Support developments that incorporate indoor and sheltered outdoor bike parking in excess of Saanich Zoning Bylaw requirements and provide facilities for e-bikes, cargo/family bikes and bike trailers.
- 6.3.4 Expect end of trip facilities be provided in new commercial developments, both for employees and customers and ensure they are secure, covered and conveniently located next to building entrances.
- 6.3.5 Expect all new developments to provide parking infrastructure to support electric bikes, including charging facilities and secure lock-up locations.
- 6.3.6 Create a separated bike facility through the Municipal Campus site to connect the Lochside Regional Trail to the Douglas Bike Connector.
- 6.3.7 Work with the CRD to include separated travel lanes for pedestrian and cyclists on the Galloping Goose and Lochside Regional Trails.
- 6.3.8 Coordinate with the City of Victoria to ensure alignment of bike corridor designs, specifically along Burnside Road East, Douglas Street and Blanshard Street.
- 6.3.9 Continue to enhance Cloverdale Avenue as a primary cycling corridor, including through the introduction of an all ages and abilities (AAA) cycling facility that is physically separated from vehicle traffic.



**LONG-TERM BIKE NETWORK (ATP)**

— ALL AGES & ABILITIES SPINE NETWORK

— FUTURE BIKE CONNECTIVITY

••••• NEW PEDESTRIAN / BIKE CONNECTOR

--- NEW STREET / LANE

**Map 6.4** Cycling Network



## 6.4 PUBLIC TRANSIT

Transit will be a primary factor in shaping the future of the Uptown-Douglas (UD) area. BC Transit's Transit Future Plan (2011) contains numerous directions that highlight the importance of the area from a transit perspective. Implementing a landmark transit hub, enhancing transit priority on Douglas Street and supporting transit-oriented development are central to creating an area that functions as the heart of Saanich. Complementary to those efforts will be

developing an urban mobility network that supports transit trips. While the area is currently well served by transit, the focus on efficiently moving buses and vehicles through the area has created a challenging environment for pedestrians and cyclists. Building complete streets and enhancing the public realm will be essential to creating an area that can truly provide high quality transit service.

### POLICIES

- 6.4.1 Support BC Transit in the implementation of the Transit Future Plan, including through improvements on routes identified on Map 6.5.
- 6.4.2 Support BC Transit in the creation of a landmark multi-modal transit hub at the intersection of the Galloping Goose and Lochside Regional Trails that:
  - Enhances the role and identity of the UD area as a regional hub and focal point in Saanich;
  - Serves as a prominent visual landmark that highlights the area and serves as a point of orientation in the landscape;
  - Integrates high quality public spaces and services/amenities throughout the exchange; Includes attractive facades, public art, appropriate lighting and gathering spaces, including a publicly accessible rooftop open space;
  - Incorporates active uses, housing, retail/commercial and/or community facilities such as a community centre, library or other similar services;
  - Creates a seamless and inviting experience for all modes, including pedestrians, cyclists, transit users, taxis and mobility providers;
  - Improves the 'AAA' (all ages and abilities) quality of the Galloping Goose and Lochside Regional Trails;
  - Enables efficient transit access and egress along Douglas Street; and
  - Accommodate the future conversion to an enhanced rapid transit technology (i.e. bus rapid transit and light rail) through innovative and proactive design solutions.
- 6.4.3 Ensure the future multi-modal transit hub is designed with safe and convenient connections that tie into the existing pedestrian and bicycle network.
- 6.4.4 Provide a pedestrian connection between the multi-modal transit hub and the Uptown Shopping Centre without a street connection to provide a perceived extension of the hub.
- 6.4.5 Support the future introduction of the Audley Street Transit Station, including through securing open space to support station design, adding pedestrian connections to the street network and installing a traffic signal at the intersection of Douglas Street and Audley Street.
- 6.4.6 Collaborate with BC Transit to improve bus stop facilities including: new and upgraded shelters, street furniture, lighting, and real-time display of passenger information.
- 6.4.7 Support BC Transit in exploring locations for a transit staging area that can minimize the impacts of bus traffic at the Transit Hub. Ensure the staging site minimizes impacts on neighbouring properties and the aesthetic of the street.
- 6.4.8 Improve traffic and transit connections by providing interim priority bus lanes along Douglas Street and creating a new connection to link the Patricia Bay Highway and the future transit hub.
- 6.4.9 When considering implementing potential transit priority measures, ensure that quality pedestrian and cycling facilities are an integral part of the design.



**TRANSIT NETWORK**

- RAPID TRANSIT NETWORK
- FREQUENT TRANSIT NETWORK
- LOCAL TRANSIT NETWORK



MULTI-MODAL  
TRANSIT HUB



TRANSIT  
STATION



EXISTING BUS  
STOPS

**Map 6.5 Transit Routes**

## 6.5 MOTOR VEHICLES AND GOODS MOVEMENT

The Uptown–Douglas (UD) area plays a vital role in facilitating the movement of vehicles and goods. For many residents and businesses in the region a vehicle trip through the UD area is a regular part of their day. Maintaining safe and efficient vehicle travel and goods movement will be critical to the future of the area. Historically, the design of the area has been highly focused on vehicle movement. To realize

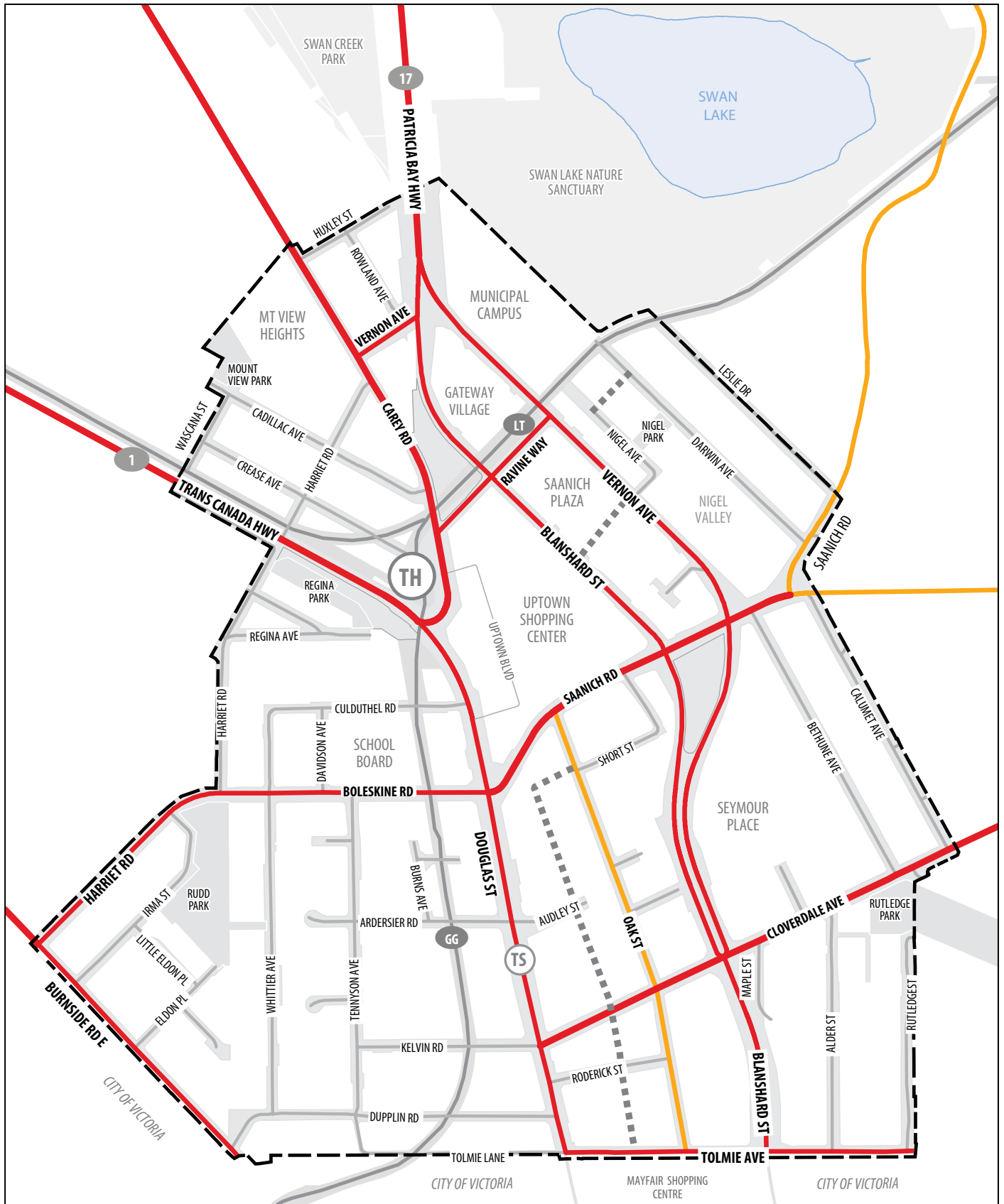
the vision of this Plan a concerted change will need to be implemented over time to provide quality facilities for pedestrians, cyclists and transit users. These changes will need to be carefully implemented to ensure they do not detract from some of the existing strategic advantages that exist in the area today.

### POLICIES

- 6.5.1 Continue to design streets consistent with road designations identified on Map 6.6 and policies included in Section 7 to ensure the safe travel for all modes and efficient movement of commercial services and goods.
- 6.5.2 Include on-site loading bays in building design for commercial and industrial development (see Guideline 9.5.5 and Figure 9.7b).
- 6.5.3 Expect loading and access points to be located at the rear of the building and off of adjacent minor streets or laneways (See Section 9).
- 6.5.4 Support limited on-street loading on local roads that is identified through the redevelopment process.
- 6.5.5 As part of large lot redevelopment, pursue opportunities to improve movement and circulation, including through adding new streets or lanes, restricting access/egress to major roads and orienting building accesses to the public realm.
- 6.5.6 Encourage a more holistic transportation analysis during rezoning and subdivision application review processes that:
  - exceeds the standard assessment of traffic volumes and delays;
  - incorporates an assessment of implications for pedestrians, cyclists and individuals with mobility challenges; and
  - includes a travel plan summary (for all multi-unit residential, institutional, and commercial developments) to demonstrate strategies to minimize GHG emissions and maximize sustainable transportation modes.
- 6.5.7 Ensure industrial businesses are supported by implementing improvements that enable efficient goods movement and site access.
- 6.5.8 Promote electric vehicle charging infrastructure in all residential developments and appropriate commercial, industrial and institutional buildings to improve access for residents, employees and the public (See Policy 4.2.4).
- 6.5.9 Preserve options to integrate new technology, such as electric vehicles, autonomous vehicles, and ride sharing in the design of street rights-of-way, private parking areas, new development and redevelopment.



Douglas Street at Carey Road



**ROAD CLASSIFICATION**

- HIGHWAY / MAJOR
- COLLECTOR
- RESIDENTIAL
- NEW ROAD / LANE

**Map 6.6 Road Network**



## 6.6 PARKING

A significant portion of the land area in the Uptown–Douglas (UD) area is currently dedicated to surface parking and the provision of parking has historically been a primary determinant of site design. While many businesses and residents will continue to rely on an adequate supply of parking, the demand is anticipated to diminish as travel options to access daily needs become more plentiful and convenient. As part of a transition to a more complete community, parking will become a less prominent component of the landscape. This transition will involve shifting parking underground and introducing transit, cycling and walking facilities that will help reduce the proportion of vehicle trips, thus reducing the amount of parking required.

A fundamental change identified by this Plan is the alignment of off-street parking standards to reflect the multitude of travel options and more accurately match the parking demand that is experienced in this denser urban area of Saanich. This change will help to increase the viability of new development and reduce the amount of space that is dedicated to vehicle storage.

The management of on-street parking in the UD area will also change over the next 30 years. Currently, there is no pay parking and limited time restricted parking in the area, both of which can help to manage parking demand. As the intensity of use increases, there will be a heightened need to manage parking in a way that maximizes efficiency, supports business operations and limits impacts on residents.

### POLICIES

- 6.6.1 Require parking to be located underground, or in unique circumstances, under building.
- 6.6.2 Notwithstanding Policy 6.6.1, permit limited surface parking, for disabled and visitor parking and industrial uses, if located at the rear of buildings and landscaped and/or screened from public view (see Guidelines 9.2.5).
- 6.6.3 Encourage parking areas to be broken up with pedestrian connections that provide safe and legible access to building entrances and between sites.
- 6.6.4 Following the adoption of this Plan, review and update parking requirements in the Zoning Bylaw with the intent to lower requirements in the Uptown-Douglas area to reflect:
  - The central location of the UD and proximate access to goods and services;
  - Access to frequent transit service and availability of high quality cycling and walking facilities;
  - Existing and projected parking demand in the area; and
  - The range of uses and housing types supported through land use designations.
- 6.6.5 Acknowledge the central location and availability of alternative transportation options in the UD area by considering parking variances for commercial, institutional and residential uses. Assess the extent of the potential variance based on the following factors:
  - Pedestrian and cycling network improvements (including the addition of new pathways);
  - Location relative to major transit stations (is within 250 metre / 3-minute walking distance);
  - Integration of major transit stops into the development;
  - Location relative to the Galloping Goose Regional or Lochside Regional Trail (is within 250 metre/ 3 minute walking distance);
  - Provision of non-market housing, rental housing and smaller unit sizes (for residential developments);
  - Provision of Class A bike parking spaces in excess of the Zoning Bylaw requirements;
  - Design and orientation of building(s) clearly prioritizes access for pedestrians, cyclists and transit users;
  - Provision of car share vehicles, parking spots and/or memberships; and
  - Other elements that support alternative transportation modes and reduce reliance on motor vehicles.
- 6.6.6 Consider opportunities for shared parking in mixed-use developments.
- 6.6.7 Prepare an inventory of existing parking restrictions and utilization rates and use information to develop a Uptown-Douglas parking management strategy.

- 6.6.8 Continue to explore on-street parking in commercial and residential areas to accommodate and prioritize short-term needs including through loading, time-limited, metered and residential only parking zones.
- 6.6.9 Support the provision of designated on-street car-share spaces in the Uptown-Douglas area.
- 6.6.10 Balance on-street parking needs of local residents, businesses and consumers with appropriate resources and tools (e.g. time-limited, metered and residential-only parking zones).
- 6.6.11 Provide flexibility in parking requirements for commercial uses where a change in use occurs in an existing building.
- 6.6.12 Support parking above the second storey of new developments provided the structure is designed:
- with quality screening through architectural detail on the facade of the building; and
  - to enable adaptive reuse/flexibility of use of the floors in the future (i.e. future commercial units).



Underground parking off Huxley Street