

1. INTRODUCTION

1.1 BACKGROUND

The Uptown-Douglas (UD) area is located at the core of the Capital Region and is highlighted in Saanich's Official Community Plan as a strategic area for significant growth and change. With several regional destinations, major employment nodes and important cycling, transit and vehicle routes, the area is vital to the success of Saanich and the region (See Map 1.1).

The UD Plan seeks to create a complete community and a shared place for all Saanich residents. Saanich is a community of highly identifiable and valued neighbourhoods, but lacks a singular, shared place for its residents to gather. With its central location, amenities, and transportation routes, the area can become the heart for Saanich and the region. This Plan seeks to provide a roadmap to create such a place - one that has abundant housing and employment opportunities, high quality public spaces and a balanced mobility network.

1.2 PLANNING AREA

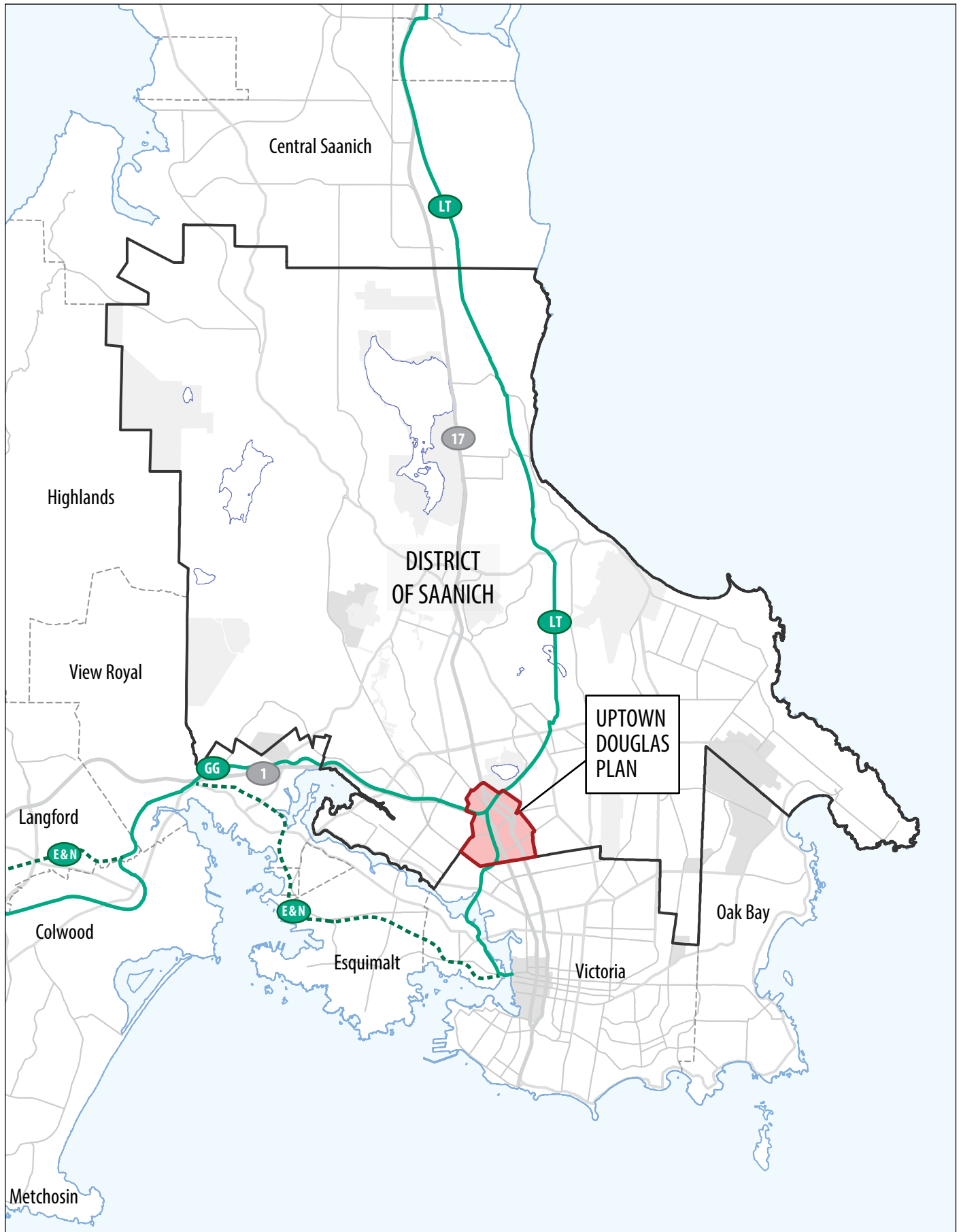
The Uptown-Douglas (UD) planning area is approximately 155 hectares in size and is located at the southern end of the District of Saanich (See Map 1.2). The area is defined by the municipal boundary with the City of Victoria at Tolmie Avenue on the south, Huxley Street, just north of Municipal Hall on the north, between Burnside Road and Harriet Road on the west and Leslie Drive and Calumet Avenue on the east.

The area includes two major regional transportation corridors: Douglas Street, linking the region's urban core to the western communities via the Trans-Canada Highway (Highway 1), and Blanshard Street, providing a connection to the Greater Victoria International Airport and the BC Ferries Swartz Bay Terminal via Patricia Bay Highway (Highway 17).

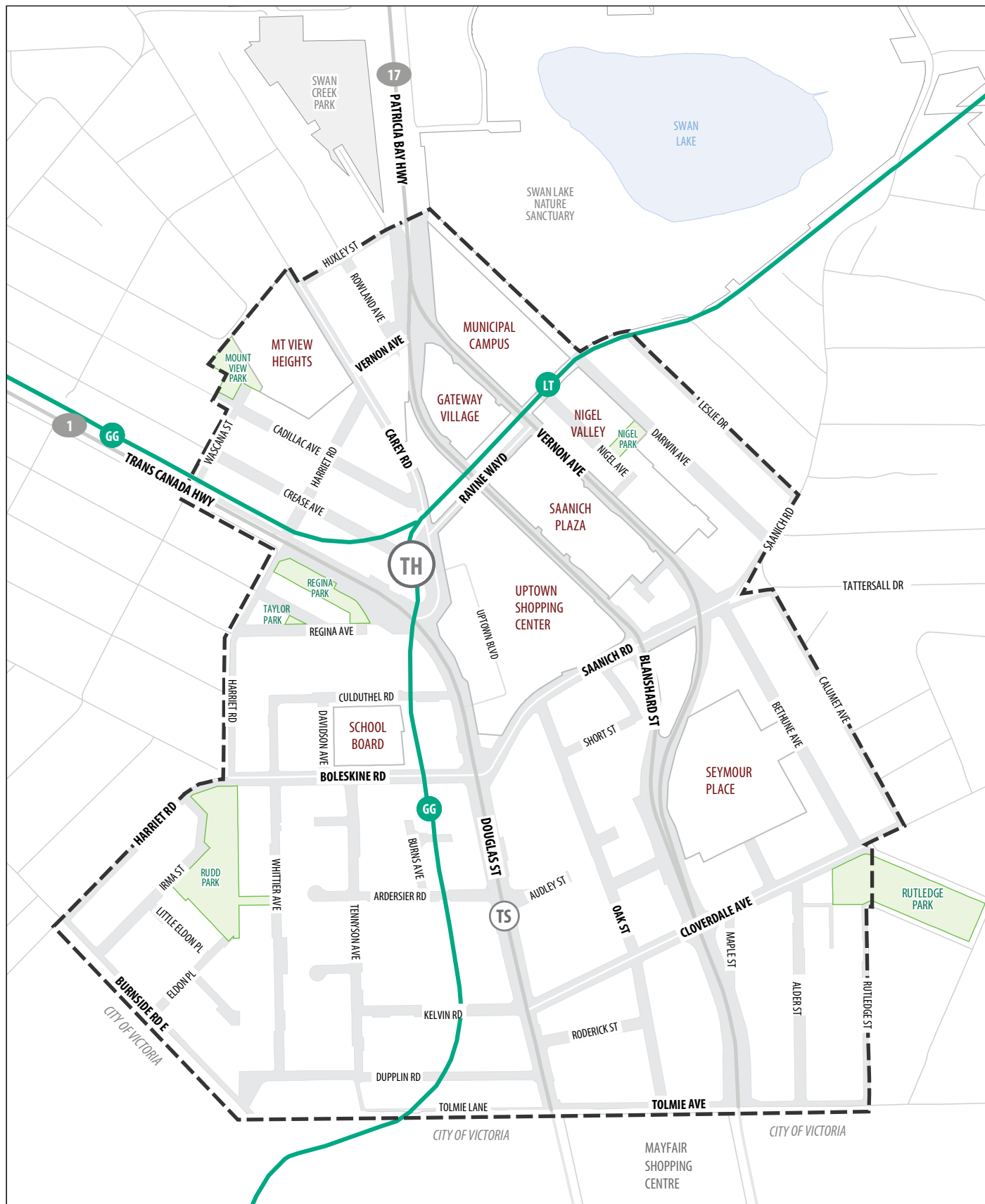
The area also contains important municipal services and valued community amenities. The District of Saanich Municipal Hall, Fire Station, and Police Station (collectively making up the Municipal Campus) are located on the northeast edge of the planning area. The Galloping Goose Regional and Lochside Regional Trails, which run through and connect in the planning area, as well as Swan Lake Nature Sanctuary and Rudd and Rutledge Parks serve residents in Saanich and throughout the region.

The UD Plan provides land use and policy direction for the Uptown Major Centre, which is identified conceptually in Saanich's Official Community Plan (OCP). This Plan provides more definition to the OCP Major Centre boundary and includes detailed policies that implement the broader directions of the OCP. Major Centres are an important planning tool for the District of Saanich and the Capital Regional District that help to focus growth and create complete communities.

The UD area meets a broad range of community and regional commercial and service needs and is well serviced by major bus routes. The UD also provides a range of Multi-Unithousing options, accommodates a range of institutional uses and is home to approximately 30% of Saanich's industrial lands.



Map 1.1 Regional Context

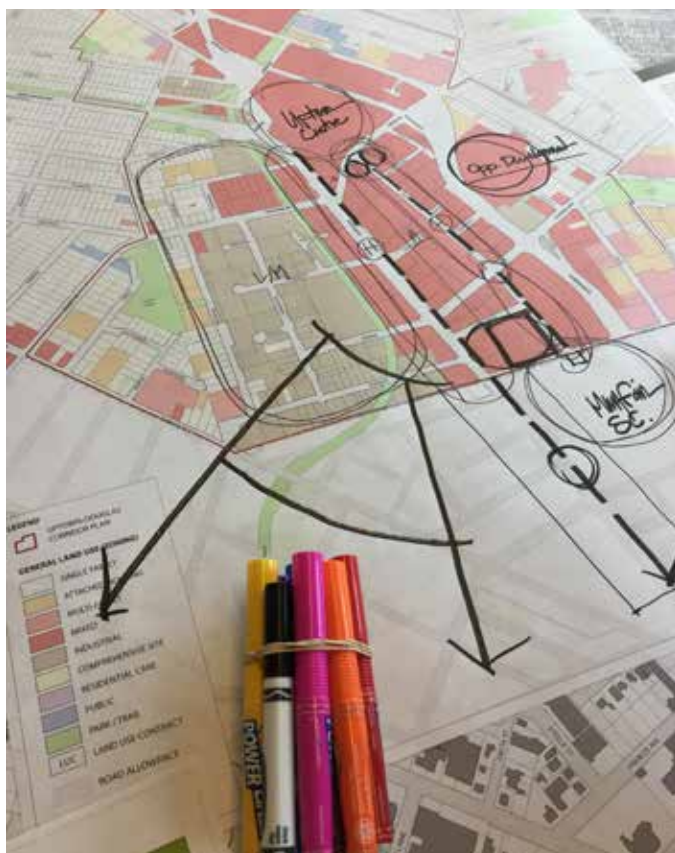


1.3 PLAN PURPOSE

The purpose of the Uptown-Douglas (UD) Plan is to provide a vision for the area, detailed policy direction and priority actions to achieve the vision. This Plan considers the future of the area and illustrates how it will grow over the next 20-30 years through a variety of public and private sector developments and initiatives. It is intended to build on and directly implement the Official Community Plan's vision of environmental integrity, social well-being and economic vibrancy.

The area is beginning to see significant change as it prepares to integrate major transit improvements, attract more employment and accommodate population growth. The UD Plan serves as a tool for Council and the community to manage this change in an efficient and effective manner.

While the UD Plan comprehensively addresses a range of topics, the primary focus is to provide land use direction that guides future development within the area. This direction seeks to fundamentally change the character of the area to create a vibrant, liveable centre and a balanced mobility network where walking, cycling and public transit are inviting and accessible for all.



Uptown-Douglas Corridor Plan Community Design Workshop, 2017

1.4 PUBLIC ENGAGEMENT

Development of the Uptown-Douglas (UD) Plan involved a comprehensive public engagement process in accordance with the District's Public Participation Policy. A summary of the key stages and events in the plan development process are as follows:

Project Initiation

- The UD Plan Advisory Committee, representing a diverse range of interests, was established to assist with development the engagement process, identify issues and opportunities and engage citizens.
- Development of a Baseline Conditions Report (May, 2016) highlighting key trends and data related to the study area.

Developing a Vision

- Public engagement included pop-up booths, group discussions, weekly polls and an online Vision Survey. The Vision Survey asked participants to identify issues, opportunities and a Vision for the area was completed by 321 people.
- Across all engagement activities, approximately 2,500 engagement interactions occurred and nearly 500 pieces of feedback were received.
- Input collected throughout all of the engagement activities was used to develop the project Vision and Community Values as well as form some initial ideas and concepts.

Exploring Options

- Public engagement included two Saanich Talks speaker sessions and a three-day Community Design Workshop in which the public and stakeholders were invited to participate in exploring key concepts and assisting with the creation of preliminary policy directions.
- A landowner luncheon, two in-person open houses and a virtual open house, as well as presentations to Council Committees and Community Associations were held in order to report out on the ideas and concepts developed at the Community Design Workshop.
- A total of 800 people participated in these events with 290 online surveys completed.
- The Plan Framework Report and Public Engagement Summary (November 2017) were endorsed by Council.

Draft Plan Creation

- The draft Plan was developed by staff over the course of 2018 and early 2019 based on public feedback received and direction provided in the Plan Framework Report.

Reviewing and Refining

- Public engagement and stakeholder feedback was collected on the Draft Plan through a number of channels in Fall 2019 through to early Winter 2020. Three open houses, five pop-ups, a landowner luncheon and area workshop were among the key events where over 750 engagement interactions took place.
- Public feedback received was used to adjust the draft plan prior to being brought forward for Council's consideration in adopting the Plan.



Figure 1.1 UD Plan Development Process

UD Advisory Committee

The UD Plan Advisory Committee, comprised of a variety of community and business stakeholders, has met throughout the process of developing this Plan. Their input and participation

has been integral to ensuring that community issues and interests have been addressed in the creation of the Uptown-Douglas Plan.



Uptown-Douglas Corridor Plan, Community Design Workshop, 2017

1.5 ORGANIZATION OF THE PLAN

The Uptown–Douglas (UD) Plan is organized into 13 sections. Each section builds upon the previous section, providing a comprehensive framework and policy direction for realizing a 20-30 year vision for the UD area.

This Plan is arranged to provide the vision, values and higher level concepts in the opening sections, with the finer grained details and guiding policy in subsequent sections. In each of the core content sections (4-11), objectives provide a touchstone for evaluating potential decisions and highlighting intended outcomes. Policies that follow identify specific courses of action to be undertaken to realize this Plan's vision. A summary of each section is provided below.

Section 1 - Introduction provides an overview of the UD area, outlines the purpose of this Plan and describes the process through which it was developed.

Section 2 - Planning Context highlights the relevant context and unique characteristics of the UD area, including planning area statistics, history and opportunities and challenges, all of which inform the policies in each of the eight core content sections that follow.

Section 3 - Vision, Values and Goals details the shared vision, community values and overarching goals that frame and guide the objectives and policies throughout this Plan. Key plan directions are highlighted for the UD area as a whole, and unique vision statements are provided for each of the seven neighbourhood sub-areas.

Section 4 - Environment and Sustainability provides objectives and policies supporting climate change adaptation and mitigation, energy reduction and management of stormwater, natural areas and urban forests.

Section 5 - Land Use details a framework for land development and change in the UD area, including objectives, policies, land use designations and community contribution

priorities. Comprehensive land use direction is provided for each of the seven neighbourhood sub-areas.

Section 6 - Transportation and Mobility provides objectives and policies to guide transportation and mobility changes in the area – a crucial element to reaching the UD Plan.

Section 7 - Significant Streets provides objectives and policies in the UD to enable the transition of significant streets to complete streets. Future mobility and urban design concepts are provided for eight critical streets in the UD area.

Section 8 - Parks, Open Spaces, Trails and Community Facilities provides objectives and policies to guide new park, open space and trail design and outlines directions to secure future park and facility needs, with specific attention given to the Galloping Goose Regional and Lochside Regional Trail networks.

Section 9 - Urban Design provides objectives and policies for urban design in the UD area, including the built form and public realm.

Section 10 - Social and Cultural Well-Being provides objectives and policies to develop and balance critical community foundations, including social well-being, inclusion and the enhancement of arts and culture.

Section 11 - Economic Vibrancy provides objectives and policies to enable retention and growth of various economic sectors, building on the strong economic assets existing in the UD area.

Section 12 - Taking Action and Tracking Progress identifies priority implementation actions and a series of indicators to evaluate the progress of the Plan.

Section 13 - Appendices provides supporting information and documentation for this Plan, including a glossary and a list of amendments.



Uptown–Douglas Corridor Plan, Community Design Workshop, 2017

1.6 HOW TO USE THIS PLAN

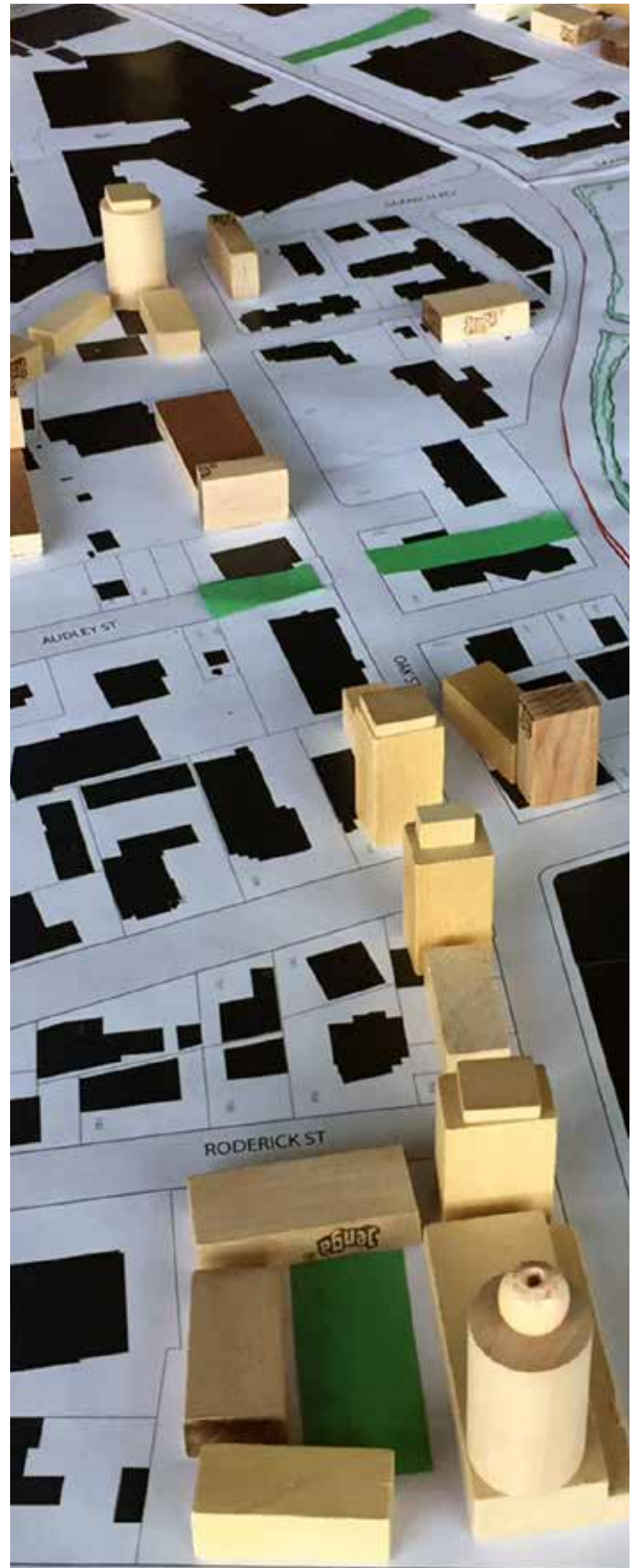
The Uptown-Douglas (UD) Plan is intended to be used by Council, community members, staff and the development community to guide and evaluate potential change.

This guidance extends to the evaluation of development applications, capital projects and community initiatives and programs. The UD Plan is adopted as part of Saanich's Official Community Plan (OCP) and is used in conjunction with the OCP to guide and support decision making.

The document itself is intended to guide and inform evaluation of development applications but it must not be considered independently of other municipal and regional planning documents. General OCP policies establish the broad vision and framework for growth and change in the community. Plans that focus on smaller geographic areas, such as the UD Plan and Local Area Plans, provide more detailed guidance at the local level, aligning with and building on the broad directions of the OCP.

The UD Plan area overlaps with three Local Areas. In instances where there is direct conflict between this Plan and an existing Local Area Plan, the more recent plan will take precedence.

The UD Plan addresses a comprehensive range of subject matter and will be used to guide decisions that require the contemplation of many different factors. In fact, the integrative analysis of multiple factors is essential to ensuring community priorities are addressed in a thoughtful and holistic manner. For example, the design of a new park space would draw on multiple sections of this Plan to ensure it is supported by land use and urban design, well connected to transportation networks and major streets, contributes to natural systems and ecological performance and is part of an overall framework to support social well-being and economic development.



Uptown-Douglas Corridor Plan, Community Design Workshop, 2017

Applying the Uptown-Douglas Plan to Development Proposals

The sections of Uptown-Douglas (UD) Plan work together to provide guidance for how sites can be developed in a manner consistent with the Plan's vision, values and objectives.

Section 4 – Environment and Sustainability highlights key foundational site considerations based on the area's natural characteristics and ensures consideration of impacts associated with climate change mitigation and adaptation.

Section 5 – Land Use provides parameters for the type of development that would be supported on each site and key considerations to ensure land use objectives are achieved. This includes:

- Suitable land uses;
- Maximum building height;
- Desired building setbacks and street wall heights;
- Area-specific land use considerations; and
- Guidance for community contributions that will enhance the area and support the introduction of new residents, employees and visitors.

Section 6 – Transportation and Mobility identifies:

- Long term mobility network design;
- Locations of future roads and pedestrian/cycling connections, which may impact site design; and
- Guidance for off-street parking supply and design.

Section 7 – Significant Streets provides detailed design guidance for properties that front onto important roads in the UD area. Direction is provided for:

- Conceptual design and associated required frontage improvements;
- Potential road dedications;
- Street specific street wall and setback dimensions; and
- Guidance for the treatment of the public-private street interface.

Section 8 – Parks, Open Space, Trails and Community Facilities identifies:

- Park and open space provision requirements; and
- Guidance for design of open spaces, parks and trail interfaces.

Section 9 – Urban Design includes an extensive set of design principles that provide direction on:

- Site planning considerations;
- Building design and massing; and
- Design of public spaces and the public realm.

Section 10 – Social and Cultural Well-being highlights key social infrastructure considerations, including:

- Guidance for the provision of supportive and affordable housing;
- Desirable locations for public art; and
- Direction on the preservation and revitalization of heritage resources.

Section 11 – Economic Vibrancy identifies considerations regarding the types of economic uses and activities that are supported in the UD.



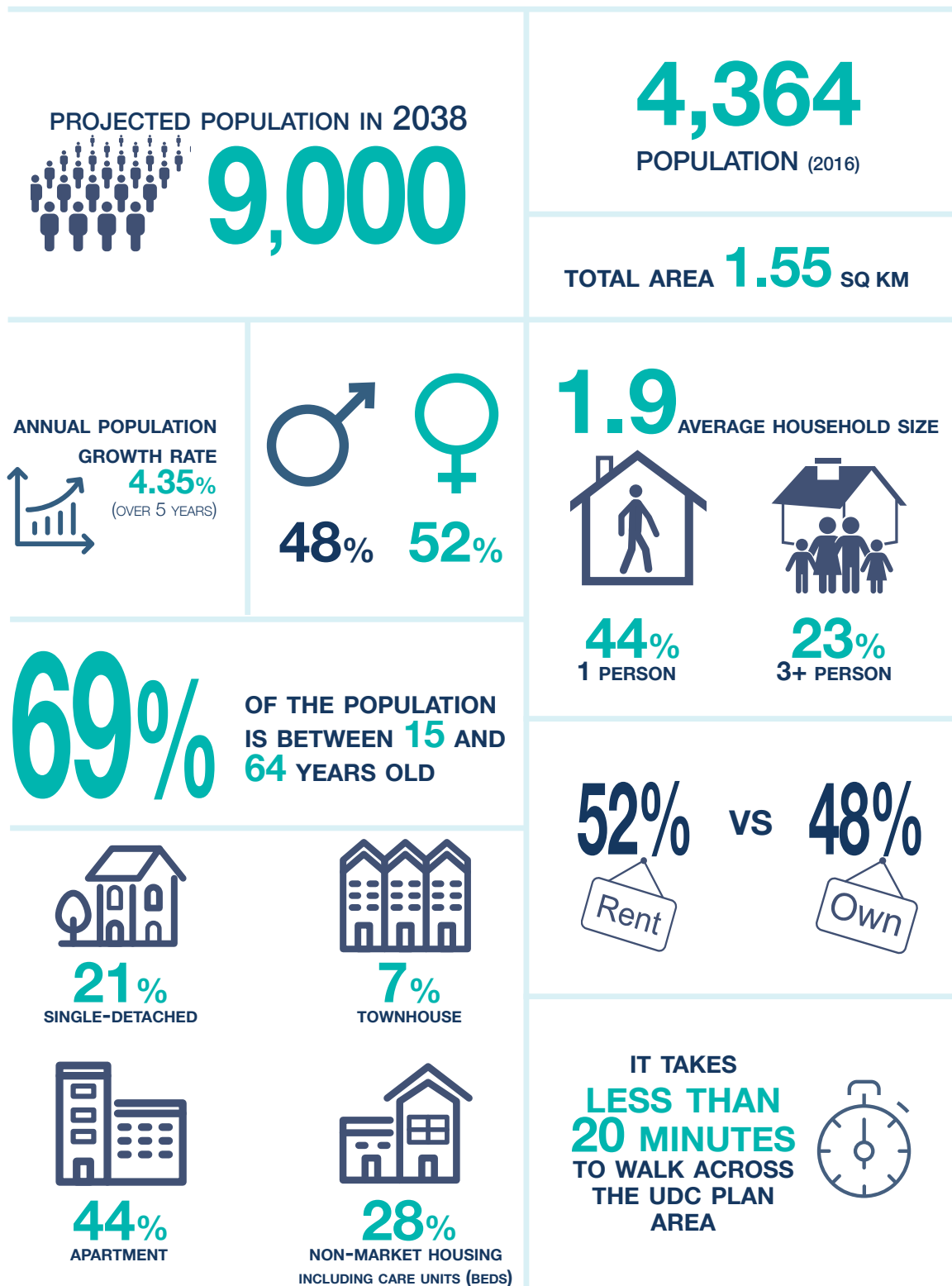
Looking Northwest - Douglas Street / Highway 1

2. PLANNING CONTEXT

2.1 NEIGHBOURHOOD CHARACTERISTICS

The current neighbourhood characteristics for the Uptown-Douglas (UD) area are presented in a snapshot below. Seeking to highlight key aspects and current conditions that exist within

the study area, this data has informed policy development throughout the UD Plan.





43%

OF THE UDC AREA
CONSISTS OF
COMMERCIAL ZONING

(MANY OF THESE ZONES
ALSO PERMIT
RESIDENTIAL USES)

EMPLOYMENT
IN THE UDC
HAS **GROWN**
APPROXIMATELY
2X FASTER
THAN THE
SAANICH
AVERAGE
OVER THE LAST
5 YEARS



10,111 PEOPLE
ARE EMPLOYED
IN THE UDC
AREA (2018)

MEDIAN
HOUSEHOLD
INCOME

\$50,700
IN UDC VS
\$77,282 IN
SAANICH



2,400

CYCLISTS AND PEDESTRIANS
USE THE GALLOPING GOOSE
AND LOCHSIDE TRAILS DAILY
IN THE SUMMER



7 PUBLIC CHARGING
STATIONS



APPROXIMATELY **30,000**
PASSENGERS TAKE TRANSIT
THROUGH THE UDC AREA DAILY



THERE IS A TOTAL OF
2,299 METRES OF
TRAILS THROUGHOUT
THE UDC AREA



24% OF ALL COMMUTES
IN SAANICH ARE
MADE BY WALKING, CYCLING
AND TRANSIT



7

NEIGHBOURHOOD PARKS
WITHIN THE UDC AREA



6

% OF TOTAL
UDC AREA
CONSISTS OF
PUBLIC PARKS

INFORMATION PRIMARILY OBTAINED FROM 2016 CENSUS

2.2 HISTORY

The local history of southern Vancouver Island is abundant - some of which is readily documented and detectable on the landscape and some is more narrowly noted and under-acknowledged. It is imperative to recognize that since time immemorial the Coast Salish peoples have lived off of these lands. The Uptown-Douglas (UD) area is situated upon the traditional territory of the Lekwungen peoples, known today as the Songhees Nation and Esquimalt Nation, whose historic and cultural relationships with the land continue to this day.

Beginning in the 1840s, the Hudson's Bay Company (HBC) was appointed authority to establish a colony on Vancouver Island, on the condition that they promote settlement in the region. In the immediate years of colonization the lands and way of life for the Songhees peoples were disrupted momentarily. During this time many Songhees relocated to the Inner Harbour Reserve, leaving their traditional village, located in Victoria's downtown core, behind. And, with the introduction of the rules of British land tenure, the vast and culturally rich territorial lands of the Songhees and Esquimalt peoples was disregarded and the built form of Saanich as we see it today slowly began to take form.

A prominent early European land owner in the Saanich area was Dr. William Fraser Tolmie, who held an 1,100 acre land holding known as Cloverdale Farm. Professionally, Tolmie practiced medicine, was a Hudson's Bay Company factor, a cabinet minister with the provincial legislature, a recognized authority on Indian Affairs, a botanist and an ethnologist. Together with his wife Jane, he built the Cloverdale House (1859-60), a 15-bedroom structure made of stone and California Redwood, located on the corner of Cloverdale Avenue and Calumet Avenue. Regrettably, the house was demolished 102 years later in 1963 despite local petition to preserve the structure and its historic significance in the community. Subdivision of Tolmie's land began in the 1890s and assisted the influx of growth and land ownership in Saanich. By the time Saanich was incorporated as a District Municipality in 1906, the street pattern in the UD area was fairly well established south of Cloverdale Avenue, with the area having been divided into smaller 0.4 hectare (1 acre) parcels.



Wm. J. Chave & Son Grocers, Douglas St. and Boleskine Rd., 1915.

Saanich, and particularly the commercial node within the boundaries of the UD area, experienced a successive land boom in the period between 1910 and 1914 and the area was again extensively subdivided into familiar land patterns seen there today. Some of the earliest public buildings to serve the population were constructed on land donated by the Tolmie family, including the original Tolmie School (Tolmie Avenue) and the adjacent St. Mark's Church (Tennyson Avenue), both of which were constructed in 1892. The original school was later demolished and a new school was mandated and constructed between 1912 and 1914. The building now accommodates the offices of the Greater Victoria School Board.



Fire Hall No. 1, 1939.



Douglas Street seen from Regina Park, 1965.



Lum Greenhouses, seen from Douglas Street, 1960s.

The later part of the century brought three key landmarks to the area that helped shape the UD area into the recognizable urban destination that we identify with today. The first landmark was the development of the Town and Country strip mall on the current Uptown Shopping Centre site in 1961. Next, in 1965, the District of Saanich's commissioned municipal hall was completed, a brutalist style architectural building, now listed as a designated heritage building. And lastly, the Capital Regional District invested heavily into the recreational capacity of the area with the development of the Galloping Goose Regional Regional Trail (1987), the Switch-Bridge (1996) and the Lochside Regional

Trail (2001).

Accommodating change is an ongoing requisite of growth and development, and this is readily evident in the core area of UD. By 2010 the Town and Country strip mall, which had served the region as a popular shopping outlet for nearly 50 years, closed and Uptown Shopping Centre, an open air shopping district offering substantial mixed-use buildings, a central plaza and a core boulevard, became the new shopping and service destination for local and regional residents.

Looking back, the turn of the 20th century Saanich offers evidence of similar and essential features that the UD Plan is striving to create today – a compact and livable urban core complete with varied amenities, established services and well-organized transportation. Recognizing lessons learned from its past, the UD Plan proposes thoughtful and innovative design of future developments while respecting and enhancing the economic, social, cultural and environmental resources of the community.



Bridge crossing over CNR Rail (now Lochside Regional Trail), 1971.



Town and Country mall, circa 1960s.



Town and Country with Woolco, opening day 1961.



Saanich Core, 1974.



Aerial view of Municipal Hall on Vernon Avenue and surrounding area, 1965.

Saanich Municipal Hall, 1965.



2.3 OPPORTUNITIES AND CHALLENGES

The Uptown–Douglas (UD) area is a critical regional hub with an unprecedented opportunity to implement innovative approaches that reflect the Official Community Plan's vision of sustainability. The area is well positioned to receive growth and develop as a compact, complete community. A number of current challenges and opportunities have the potential to heavily influence how the area develops and ultimately influence the success of this Plan.

Accommodating Future Growth

This UD area is expected to undergo significant change over the next 20 years in order to accommodate the addition of approximately 4,300 new residents and 5,000 new employees. Many new services, buildings and public spaces will be required to successfully integrate this dynamic growth in a way that provides a high quality of life for people who live, work, shop or recreate in the area. A well designed mix of housing, employment opportunities, shopping, local gathering places, and community facilities make neighbourhoods more walkable, livable and sustainable. Through this thoughtful planning and design, there is an opportunity to accommodate growth and create a community that will enable people of different life stages, income levels and abilities to grow and age in place.

Creating a Sense of Place

The UD area is a major regional destination. However, the area's role as a transportation nexus presents challenges, as the majority of the area has been designed to accommodate free movements of automobiles. This design has impacted the character of public spaces and ability to move comfortably within the area. Complete street designs, the development and celebration of unique districts, public art and a better connected mobility network will all help to create a clear and memorable identity for the area.



Uptown Shopping Centre Splash Pad



Lochside Regional Trail, near Blanshard Street overpass

Leveraging Transit Improvements

The area is a vital component of the region's transit system and its role is anticipated to be further enhanced as infrastructure is expanded. The development of a multi-modal transit hub and the progression of Douglas Street towards a rapid transit corridor will be significant catalysts for change in the area. Ensuring this change is supported by land use that improves, not worsens, the pedestrian and cycling experience and the quality of the public realm will be a primary challenge.

Redesigning the Street Network

The street network in UD area is characterized by long blocks and the presence of major roads designed to highway standards. Creating a vibrant urban area will be largely dependent on facilitating improvements to the street network that place a greater emphasis on pedestrian activity and a high quality public realm. Building complete streets, adding green infrastructure, breaking up superblocks, incorporating pedestrian and cycling crossings and creating a high quality public realm will be crucial to success. In particular, effectively liaising with the Ministry of Transportation and Infrastructure on the design of Douglas Street, Blanshard Street, Vernon Avenue and Ravine Way to arrive at a design that is consistent with a walkable urban context will be critical.

Maintaining and Enhancing Employment Uses

The UD area contains approximately 10,000 jobs and is a vital component of Saanich's economy. Supporting existing business operations and further diversifying employment opportunities will be critical to the area's success. As the area accommodates additional high density residential, a critical challenge will be to ensure compatibility between existing employment uses and new residential uses. Additionally, maintaining the integrity of primary industrial/commercial areas and capitalizing on new and emerging sectors will be essential.

Housing Diversity and Affordability

Housing diversity and affordability is a significant challenge throughout the region and continues to be an important issue and priority for Saanich. Saanich is committed to supporting policies and actions that increase housing diversity as well as affordability. Living and working close to transit in a pedestrian-friendly, amenity rich environment reduces the need for an automobile, which in turn frees up overall household income. The UD area has great potential to accommodate a diversity of new housing options that could meet the needs of many segments of the population in a location with abundant mobility options and access to services.

Access to Parks, Trails, Open Space and Community Facilities

As Saanich seeks to enhance the livability and vitality of UD, parks, trails, open spaces and community facilities will need to be substantially strengthened in order to meet the recreational and transportation needs of those living, working and visiting the area. As the area evolves, the need to provide both new and redeveloped parks, trails and open spaces will be essential to build complete and integrated neighbourhoods that meet the needs of residents and employees, create a sense of community and foster social interaction.

Enhancing Area Sustainability

From an ecological perspective, UD is highly compromised, with few permeable surfaces, minimal green space and limited exposure to nature and natural processes. However, the area contains a high density of jobs and housing and excellent mobility options, providing strong building blocks for a sustainable, complete community. While large scale ecological restoration of the area will be highly challenging, it is essential that each development or capital project incrementally works towards enhancing sustainability. This effort could be accomplished in many ways including through additions to the urban forest, enhanced stormwater management and enhanced building energy performance to make the UD area an exemplar for urban sustainability. Saanich Municipal Hall in particular provides an opportunity to model sustainable development practices.



Rudd Park

2.4 PLANNING FRAMEWORK

The Uptown–Douglas (UD) Plan provides a vision for how the area will develop over the next 20-30 years using detailed policy direction and an implementation strategy. This Plan, however, is not standalone – it is informed by, dependent upon and related to several other plans, policies and tools managed and implemented by the District of Saanich and its partners.

The UD Plan works together with several related policy documents to aid Council, staff, property owners and the public in decision-making and to provide a measure of predictability to the community and development industry. A summary of some of the related policy documents is provided here, but many more may be applicable over the course of implementing the UD Plan.

Official Community Plan (2008)

All planning in the District is guided by the Sustainable Saanich Official Community Plan (OCP), 2008. The OCP articulates the fundamental values and goals of the community and is the principal legislative tool for guiding future growth and change throughout Saanich. The OCP policies and principles guided the development of the UD Plan. The UD Plan is an appendix to the OCP and is intended to build on and provide more detailed policy guidance for the UD planning area.

Regional Growth Strategy (2018)

The Regional Growth Strategy (RGS) is a vision for the future of the Capital Regional District, guiding decisions on regional issues such as transportation, population growth and settlement patterns. The RGS promotes the long term livability of the region by enhancing social, economic and environmental performance.

2020 Climate Plan: 100% Renewable and Resilient Saanich

The Climate Plan lays out a pathway to achieve a 100% renewable and resilient Saanich. At the same time it identifies actions to help us adapt to a changing climate.

There are three key plan goals:

- Cut GHG emissions in half by 2030 & net zero by 2050
- Transition to 100% renewable energy by 2050
- Prepare for a changing climate

Our collective success requires action from everybody, including residents, businesses, community organizations, institutions, neighbouring local governments, and senior levels of government. As the UD area is a key hub within Saanich, envisioned to see substantial increases in density and considerable change, delivering the climate goals and targets through the Plan's policies will be critical.

Active Transportation Plan (2018)

The Active Transportation Plan guides the development, promotion and implementation of safe, attractive and convenient active transportation choices in Saanich. The plan includes cycling and pedestrian networks, along with implementation plans and priorities. Several strategies and actions guide staff's efforts and provide direction for shifting a significant portion of trips from vehicles to active modes such as walking, cycling and transit.

BC Transit – Victoria Transit Future Plan (2011)

The Transit Future Plan envisions the Victoria region's transit network over 25 years and describes what services, infrastructure and investments are needed to get there. The plan was designed to create a stronger link between land use and transit planning, support the key initiatives of BC Transit's Strategic Plan and support the Provincial Transit Plan. Transit infrastructure upgrades for the UD planning area include bus priority lanes along Douglas Street that are currently under construction, as well as a multi-modal transit hub that will be located north of the switchbridge on Crease Avenue where the Galloping Goose Regional and Lochside Regional Trails connect.

Regional Housing Affordability Strategy (2018)

The Regional Housing Affordability Strategy (RHAS) includes a series of goals and objectives as well as strategies to be considered by the Capital Regional District (CRD) and its potential partners, including municipalities, electoral areas, other levels of government and the non-profit, co-op housing and private sectors. The RHAS sets out a plan of action for meeting the priorities of the updated Regional Growth Strategies, specifically the development of policies and strategies designed to promote and support a range of housing types and tenures to meet the needs of individuals of all ages, incomes and abilities, and the initiatives to improve housing affordability including the provision of a mix of housing types (market and non-market).

Other Regional and Municipal Plans

Other regional and municipal plans, including the Capital Regional District's Regional Pedestrian and Cycling Master Plan and Regional Trails Management Plan, and the District of Saanich Urban Forestry Strategy inform, influence, and help to implement the Vision of the UD Plan.

Overlapping Local Area Plans

The UD Plan area overlaps with three Local Area Plan (Map 2.1). In situations where there is direct conflict between this Plan and an existing Local Area Plan, the more recent plan will take precedence.

- **Saanich Core Local Area Plan (1999)**

The Saanich Core local area is located in the southern part of the municipality and is adjacent to the common boundary with the City of Victoria. Approximately 75% of the Saanich Core area is located within the UD planning area. The areas of the Saanich Core that lay outside the UD boundary are to the east and include multi-unit residential areas adjacent to Rutledge Park.

- **Tillicum Local Area Plan (2000)**

The Tillicum local area is defined by the 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. A small portion overlaps with the UD planning area, including areas along Burnside Road. Tillicum is a suburban community with a mix of commercial, recreational and institutional facilities, however residential uses dominate the area.

- **Carey Local Area Plan (1999)**

A small portion of the Carey local area overlaps with the northern portion of the UD planning area. This area is adjacent to the transit hub and includes the Campus of Care, located along Carey Road. The UD Plan works to transition from the high density civic core to the established neighbourhoods of the Carey local area.

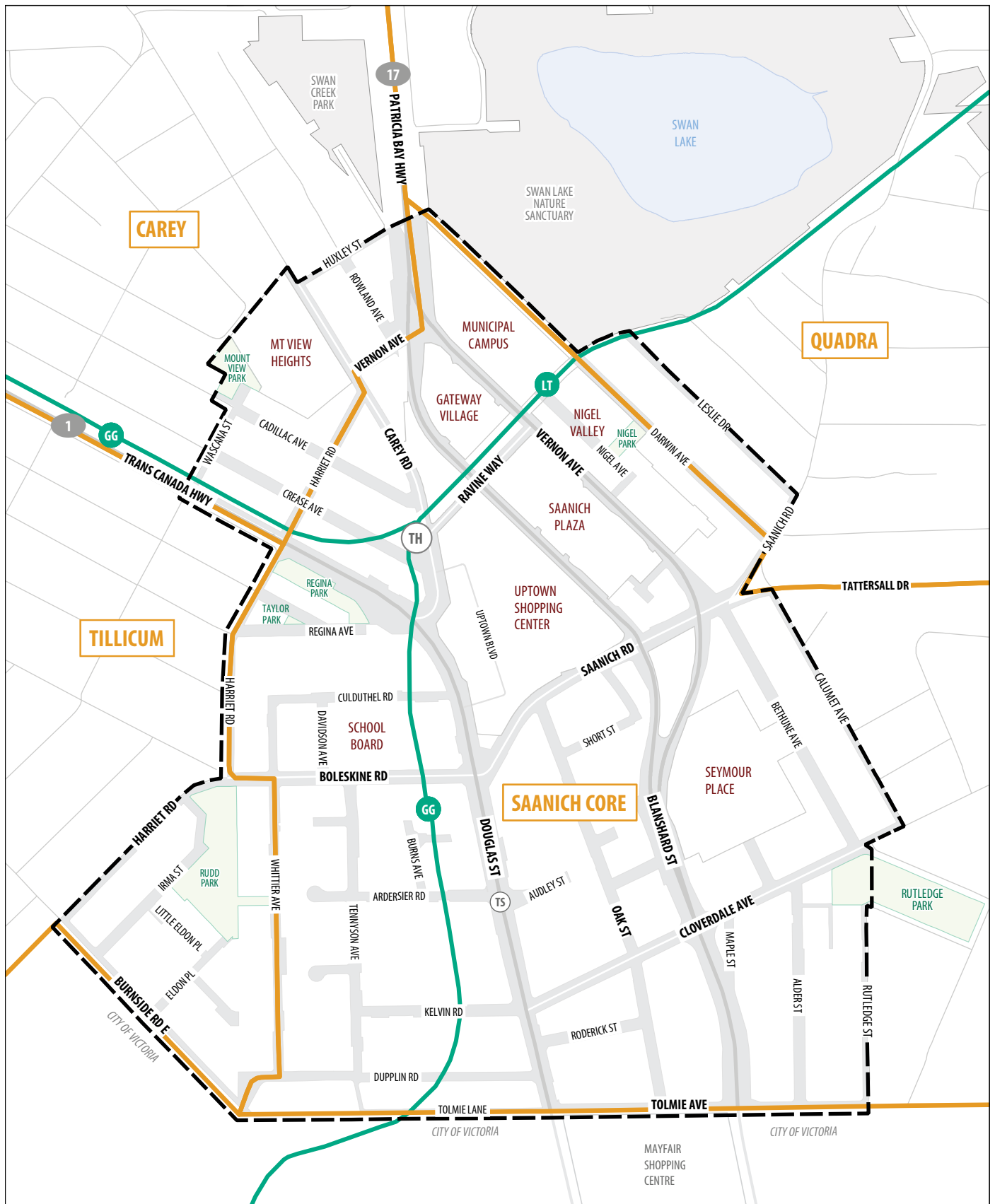
Other Authorities and Approvals

As part of the Plan implementation, and as part of anticipated rezoning and development applications, other approving authorities, including but not limited to, the Ministry of Transportation and Infrastructure, the Capital Regional District, the Songhees Nation, the Esquimalt Nation, and the City of Victoria, may be included in an application's circulation, review and in some cases collaboration through a development's process.

In some scenarios, projects will require approval from these agencies and authorities, and in other scenarios there may be dialogue and collaboration required to ensure success of the proposed project. In some situations this involvement may be ongoing through to a project's completion.

Where a referral and/or approval is required, the District of Saanich will coordinate this communication as part of the application review process(es).

For example, the redevelopment of properties adjacent to the Galloping Goose Regional Trail will involve a referral of the application to both the Ministry of Transportation and Infrastructure and the Capital Regional District. As the Regional Trail is owned by the Province and administered by the CRD, in situations where access is proposed, approval/authorization from these agencies will be required.



LEGEND



UPTOWN
DOUGLAS PLAN



LOCAL AREAS



UPTOWN PARKS

2.5 PLANNING TOOLS

The implementation of the Uptown–Douglas (UD) Plan will occur primarily through land redevelopment initiated by private developers and capital projects and programs initiated by Saanich or other public agencies. From a land redevelopment perspective, planning tools are available to local governments to help manage and evaluate change.

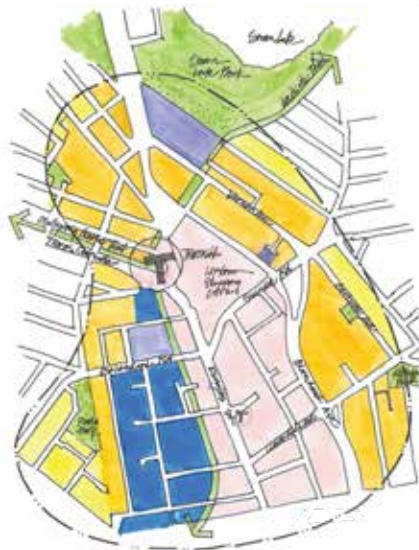
Every parcel in Saanich is designated with a specific zone, which identifies parameters for development, including use, density, setbacks and height. The UD Plan looks 20-30 years into the future and provides a vision for land use. This vision is communicated through the policies throughout this Plan and through the specific land use and building height designations provided for guidance in Section 5. As this Plan is intended to guide future change, there are instances where existing current zoning does not align with UD policy and land use and building height designations. Potential changes to zoning are evaluated through a formal process, with the UD Plan used to guide decision-making.

For the purposes of this Plan, two primary review processes will be undertaken for any redevelopment proposal: a Development Permit Application and/or a Rezoning Application. Both processes are explained in detail below:

If a development application is received and the proposal conforms to the site's current zoning, the applicant would be required, in most instances, to obtain a Development Permit. A Development Permit helps to ensure the building and site design meets design objectives. A Development Permit, when required, mostly regulates the form and character of commercial, industrial, and multi-unit developments through guidelines tailored to address the local context. Development Permit applications are reviewed by staff, with opportunities for community input before they are considered by Saanich Council for approval.

If an application is received and it does not conform to the site's current zoning, the potential zoning change (rezoning) is evaluated using established policy. In the case of applications in the UD area, this Plan will be the primary policy tool used to evaluate a potential change to zoning. The broader directions of the Official Community Plan and policies in other Saanich and region-wide plans will also be used to evaluate the application.

For each rezoning application, the community is consulted and staff conduct an analysis to assess impacts, benefits and alignment with policy. Planning staff then present a report to Saanich Council with a recommendation. The rezoning application receives a public hearing and is then considered by Council for approval. In the case of a rezoning, Council can broadly consider all components of a project and often must consider conflicting goals and objectives.

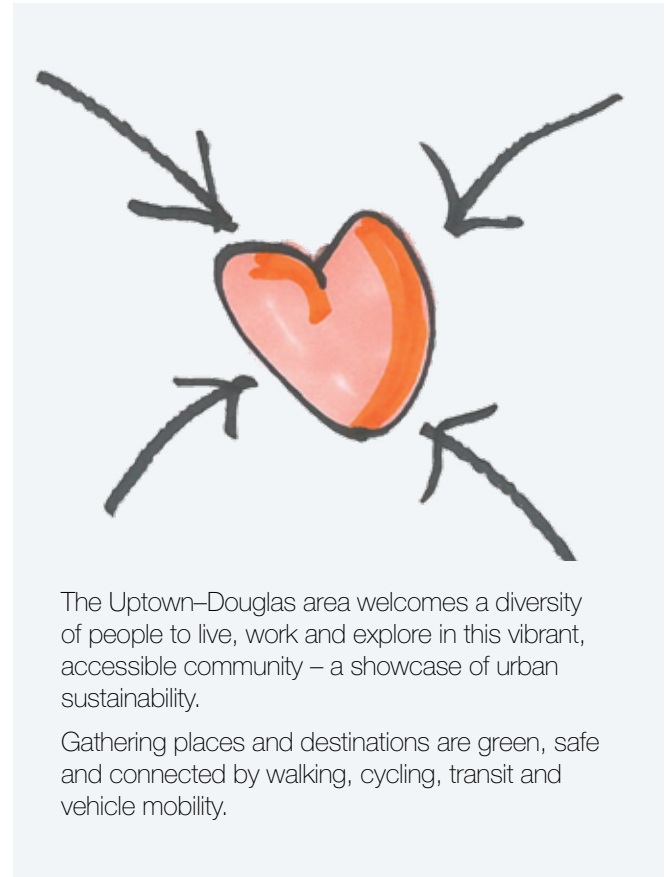


3. VISION, VALUES AND GOALS

3.1 VISION

The 20-30 year Vision for the Uptown-Douglas (UD) area reflects the goals and objectives of the Official Community Plan as well as the desired future of the area as articulated by participants through an extensive public engagement process (See Section 1.4).

The Vision for the UD Plan is as follows:



Uptown-Douglas Corridor Plan, Community Design Workshop, 2017

3.3 KEY PLAN DIRECTIONS

Creating a new heart for the District of Saanich, a central gathering place for the community and region, is no simple task. While the Uptown-Douglas area has numerous assets and unique potential to realize this vision, major changes to the physical landscape and shifts in the way that growth and development are approached will be required. The following items highlight fundamental changes that are central to achieving this Plan's Vision and will be delivered by the collective policies in this Plan.

1. Put Pedestrians First

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

Capital Developments and Metropia, the Bloor & Dufferin project.



2. Create a Landmark Multi-modal Transit Hub

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

Kengo Kuma & Associates, Paris Metro project.





3. Accelerate Rapid Transit Implementation on Douglas Street

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

City of Hamilton, LRT project.



4. Create a Network of Active and Engaging Public Places

Develop a series of parks, plaza spaces, parkettes, and streetscape redesigns highlighted by a central civic space.

Taller 13 Architectura, Mexico City Airport.



5. Lead Growth with Residential

Encourage growth with a mix of compact, multi-unit residential housing including affordable non-market and market rental, and family-appropriate options that are suitable to broad range of residents.

Douglas Developments & Shalom Baranes, 655 New York Avenue.

6. Conserve Light Industrial

Retain the light industrial uses west of the Galloping Goose Regional Trail and enhance the area with street improvements and mixed-uses where appropriate to retain and expand local employment opportunities.

Chard Developments, Vancouver, BC.



7. Transform Oak Street

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

Geoff Livingston, Larimer Square at Night.



8. Convert Grey to Green

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

Delancey Street Associates,
Essex Crossing project, New York City.

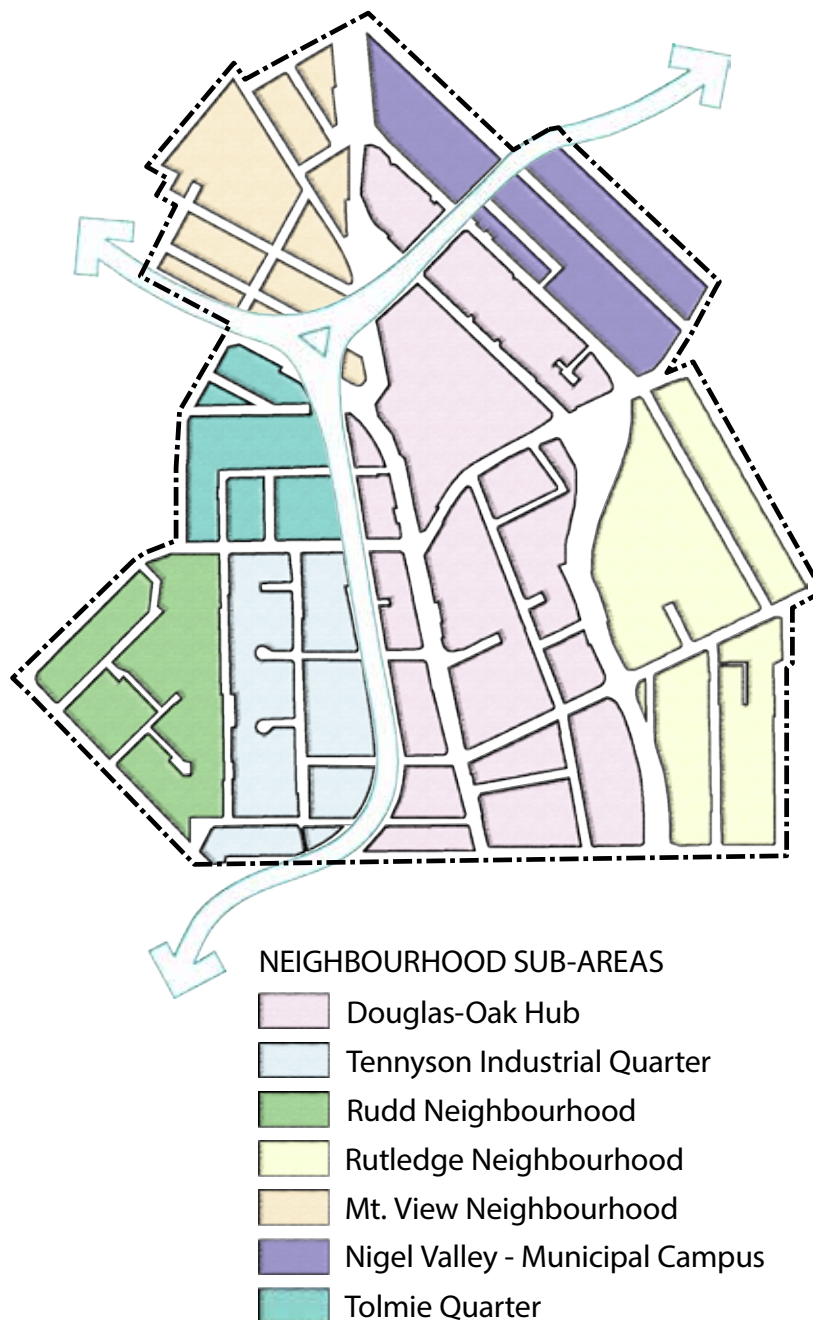


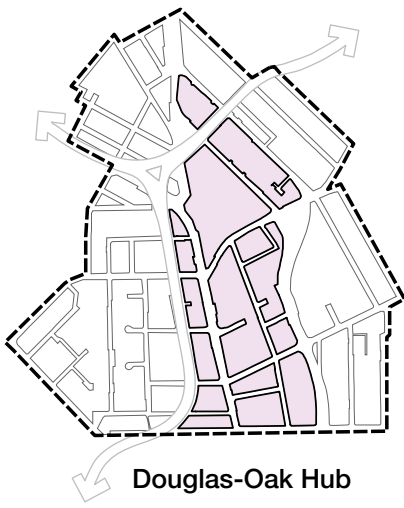


3.4 NEIGHBOURHOOD SUB-AREAS

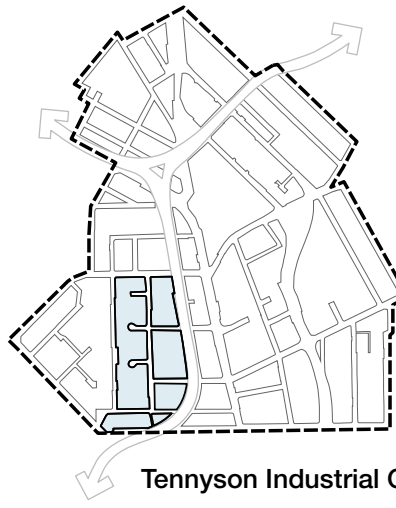
The Uptown–Douglas (UD) area contains a diverse mix of neighbourhoods that have unique characteristics and roles. This Plan provides direction to create a high functioning, cohesive core for Saanich by drawing on the distinct social, economic and environmental contributions of the UD neighbourhood sub-areas.

This section of the Plan provides an overview of each of the seven neighbourhood sub-areas (identified on Map 3.1) and highlights the vision for how these areas will grow and change into the future. Section 5 (Land Use) provides specific policy guidance regarding how changes will occur to enable the sub-area visions to be realized.





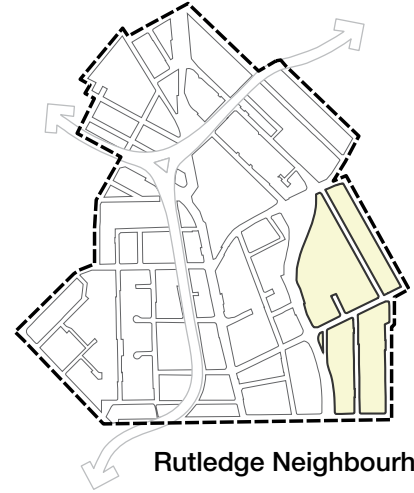
Douglas-Oak Hub



Tennyson Industrial Quarter



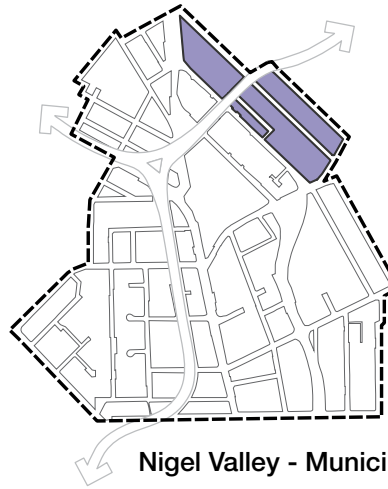
Rudd Neighbourhood



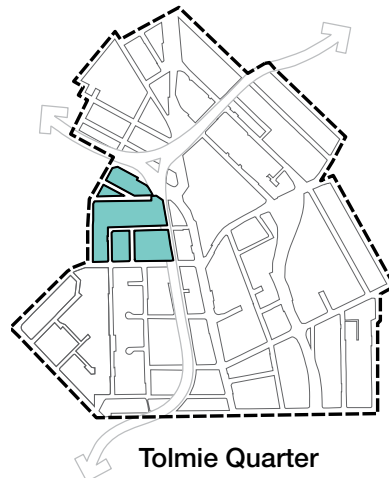
Rutledge Neighbourhood



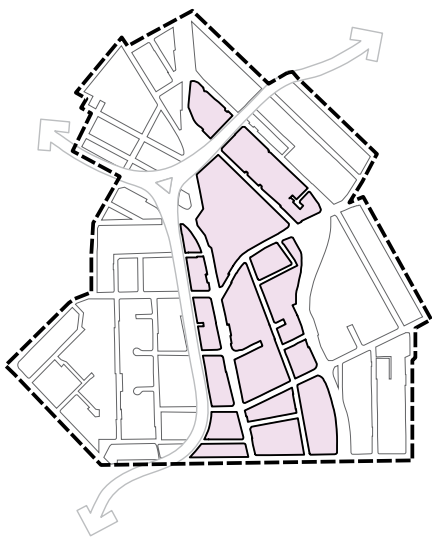
Mt. View Neighbourhood



Nigel Valley - Municipal Campus



Tolmie Quarter



DOUGLAS-OAK HUB

Existing Conditions

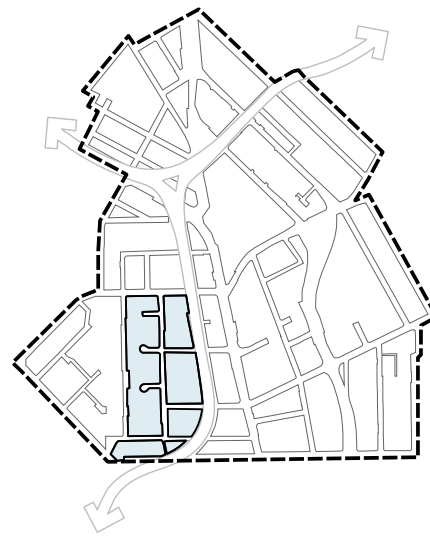
The Douglas-Oak Hub is a significant employment and shopping area in Saanich and is anchored by the Uptown Shopping Centre, a major regional destination. Commercial uses, which include retail, office and hotel, provide employment and economic activity, as well as goods and services for residents. Major highways transition into urban arterial streets as they enter the area and serve as a gateway to the region's urban core. The pockets of residential that have developed in recent years are the first steps towards increasing residential population in the area.

The highways also bring a high volume of vehicle traffic, which has had a significant influence on the land use and design of the area. The pedestrian realm is characterized by narrow sidewalks, unseparated from vehicle traffic in many locations, little to no green space and large blocks with limited connectivity.

Vision

Over time, the Douglas-Oak Hub will have blossomed into the heart of Saanich. A sustained period of redevelopment will result in the revitalization of the area, with new parks, attractive streetscapes and a plethora of shops, services and employment opportunities providing a high quality of urban living. Douglas Street will be reinforced as a key employment corridor, while a re-imagined Oak Street will be framed by new ground-oriented multi-unit buildings and more pedestrian-oriented commercial including retail, restaurants, cafes and entertainment.

The area will be better connected with key destinations accessible within minutes by foot or bike, including, the Uptown Shopping Centre, Mayfair Mall, the re-developed Saanich Plaza, new park spaces, the Galloping Goose Regional Trail and new high frequency transit connections. The whole precinct will be active and engaging - full of life with diverse vertical mixed-uses and bustling businesses, conveniently located near transit and the Galloping Goose Regional Trail.



TENNYSON INDUSTRIAL QUARTER

Existing Conditions

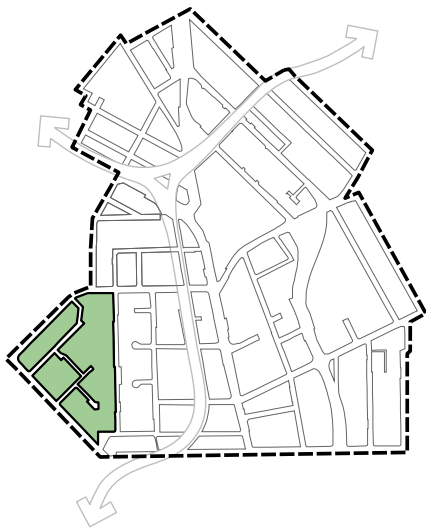
The Tennyson Industrial Quarter contains mostly light industrial uses and is an important component of the industrial land supply in Saanich and the region. The range of industrial and commercial uses in the area is diverse, with an increasingly greater number of uses that could be considered more commercial in nature. A similar industrial clustering is located to the south of this area in the City of Victoria.

Mobility in the area is characterized by one north-south through street (Tennyson) and numerous fractured or dead-end east-west streets. The pedestrian realm is limited with few street trees, sidewalks or crossings, except for the eastern portion of the area that is framed by the Galloping Goose Regional Trail.

Vision

The Tennyson Industrial Quarter will contain a diverse range of employment opportunities and remain a regionally significant industrial area. New higher density mixed use industrial/residential buildings fronting the Galloping Goose Regional Trail will bring new life and inject an eclectic feel to the area. A mix of industrial, commercial and rental developments adjacent to the Trail will provide a blend of employment and housing activity that will bring vibrancy to the existing light industrial in the area.

The Galloping Goose Regional Trail will continue to be celebrated as a regional jewel and will be enhanced and animated by food kiosks, pocket parks and a wider, separated area for pedestrians and cyclists to travel. Tennyson Avenue will remain the heart of the industrial area, and sites along the street will continue to grow and redevelop, providing new business space and additional employment opportunities on upper floors. New sidewalks and street trees will create more desirable active travel options, while roads and vehicle access for goods movement supporting the industrial uses will remain a priority.



RUDD NEIGHBOURHOOD

Existing Conditions

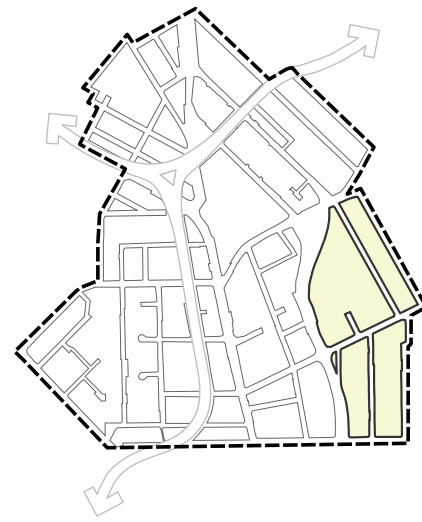
The Rudd Neighbourhood is a predominantly single family neighbourhood built on a modified grid. Over the years, multi-unit developments have located on the edges of the neighbourhood, including along Burnside Road and Whittier Avenue. Rudd Park is one of the largest parks located in the UD area and hosts amenities for various users.

This area contains a number of heritage registered or designated buildings, with most in close proximity to Boleskine Avenue and Harriet Road.

Vision

The Rudd Neighbourhood will maintain its residential neighbourhood character and be further enhanced by additional housing options near Rudd Park in the form of low-rise apartments and townhouses suitable for families with children. Rudd Park will be revitalized and expanded to serve as a vibrant community gathering place.

The area will become better connected for all modes of travel over time and Whittier Avenue will serve a preferred walking and cycling route with a greenway character.



RUTLEDGE NEIGHBOURHOOD

Existing Conditions

The Rutledge Neighbourhood contains a mix of land uses, including commercial along Blanshard Street and Cloverdale Avenue, multi-unit residential in close proximity to Rutledge Park and single family on its eastern edge. Rutledge Park is the largest greenspace in the area and is a central component of neighbourhood life. Properties adjacent to Rutledge Park have seen a recent revitalization, with new apartments buildings constructed that provide housing for a variety of demographics.

Blanshard Street, with its uninviting streetscape and substantial width, poses a significant barrier to travel with areas to the west. A large portion of this neighbourhood is occupied by the Provincial offices at 4000 Seymour Place, which is a major employer and includes a daycare facility and a large amount of surface parking.

Vision

The Rutledge Park neighbourhood will be a location of choice for residents seeking to live close to shops, services and amenities in a quiet residential setting with a range of medium density housing options. Rutledge Park will continue to serve as a neighbourhood anchor and community recreational hub. The neighbourhood will be further enhanced by the addition of new housing options and improved networks for walking and cycling.

The large parcels along Blanshard Street will redevelop over time to a higher density mix of uses including residential, neighbourhood commercial, small retail and employment. This redevelopment will include 4000 Seymour Place, which is envisioned to have a series of buildings with smaller footprints, a finer grained mobility network, new green space and improved streetscapes that connect the site with the surrounding neighbourhood. A newly designed Cloverdale Avenue will further emphasize the convenience of an eight to ten minute walk or two minute bike ride between the Galloping Goose Regional Trail and Rutledge Park.



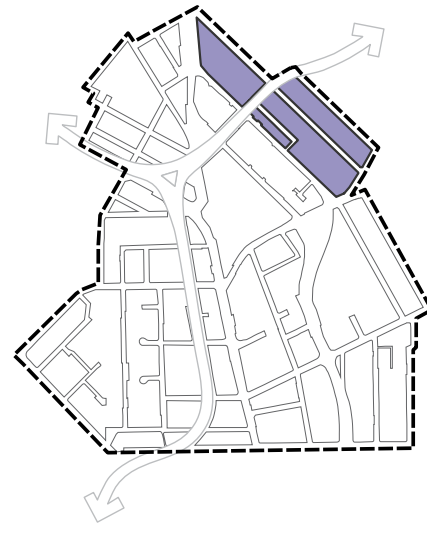
MT. VIEW NEIGHBOURHOOD

Existing Conditions

The Mt. View Neighbourhood hosts the intersection of the Galloping Goose Regional and Lochside Regional Trails and is the gateway to the heart of Saanich. The Trans-Canada Highway and Patricia Bay Highway transition to Douglas Street and Vernon Avenue / Blanshard Street respectively, providing a transition into a more urban context. Between these two corridors is a neighbourhood which contains a mix of housing and employment uses, including the recently developed Campus of Care. The Mt. View neighbourhood offers several viewpoints and a walkable street network with easy access to transit, services and regional trails.

Vision

The Mt. View neighbourhood will be a highly desirable community where a variety of housing options, access to shops and recreational opportunities, and an abundance of convenient mobility options mean residents can easily live without owning a vehicle. New multi-unit residential developments will provide housing for families, younger adults, and seniors. The sub-area will be the nexus of transit activity for the region, providing efficient connections to anywhere in Greater Victoria. The transit hub will be easily accessible for all modes of travel and, through thoughtful design and integration with the neighbourhood, will serve as a central gathering space for the community.



NIGEL VALLEY – MUNICIPAL CAMPUS

Existing Conditions

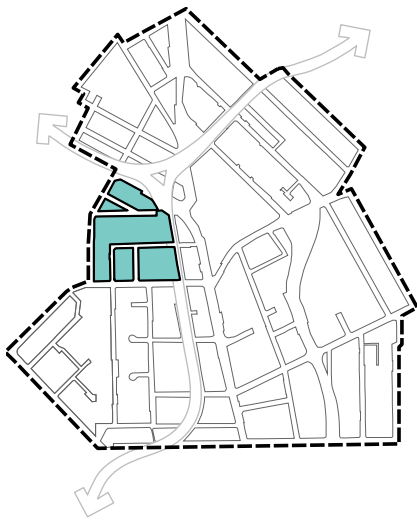
Sitting astride two of the Capital Region's major arteries for commuters and visitors this neighbourhood is the site of the District of Saanich Municipal Hall, Police Station and Fire Station (collectively the Municipal Campus). The Municipal Hall, which has played an important role in Saanich for over 50 years, is the key facility of the Campus which, due to its heritage status, low seismic capacity and operations pressures, will warrant a high degree of careful planning in the coming years. Nigel Valley is also located here and includes a collection of five housing and care operators that serve a variety of populations, including seniors, families and individuals with disabilities.

Single family residences are located along Darwin Avenue and Leslie Drive, with multi-unit residences closer to Saanich Road. The Lochside Regional Trail runs through the area to create a strong east-west connection and links to the Galloping Goose Regional Trail. Swan Lake Nature Sanctuary is located on the northeast edge of the neighbourhood and is adjacent to the Municipal Campus parking lot.

Vision

The Municipal Campus and Nigel Valley sites will be redeveloped to integrate strong pedestrian connections and public realm elements to be enjoyed by the greater community. The Municipal Campus, highlighted by the iconic landmark Municipal Hall, will be revitalized as a space for discourse, celebration, remembrance, governance and community. The Nigel Valley will be a vibrant, inclusive neighbourhood that is fully integrated with the broader community and provides a range of housing and services that contribute to a healthy community.

Additional housing options will be provided north of Darwin Avenue through a mix of low density multi-unit residential buildings that sensitively transition into the neighbourhood. The Lochside Trail will be enhanced through the addition of improved connections, trail access and plaza space.



TOLMIE QUARTER

Existing Conditions

The Tolmie Quarter currently contains a mix of institutional, industrial, office and multi-unit and single detached dwelling residential uses. The area is distinguished by the Greater Victoria School Board (School Board) offices and adjacency to the Galloping Goose Regional Trail. The Tolmie Quarter's proximity to the future transit hub, Galloping Goose Regional and a diversity of land uses presents unique opportunities for the future of the area. The pedestrian realm is limited in much of the area, with infrequent street trees, single-side sidewalks and minimal public open space, namely Regina and Taylor Parks.

Vision

The Tolmie Quarter will transition into a centre of community activity. The core of the centre will be defined by the redevelopment of the School Board site, seen as a hub for learning and community service uses that may include a public school in combination with other desirable community facilities. To ensure the maximum potential of the site is achieved, a master plan will ensure a vibrant arrangement of uses that includes the preservation of the heritage structure and its integrity on the landscape. New connections and building orientations will encourage on-site activity and animate the Galloping Goose Regional trail.

Other properties will evolve in concert with the School Board site and provide an eclectic mix of employment and housing options. Tech, ultra-light industrial and mixed employment uses will contribute to the area's character and support positive public realm improvements. Housing will be added to the area through multi-unit housing to the west and north included on the upper storeys of light industrial/mixed-employment sites.

The area will be well connected, with seamless transitions to multi-modal transit hub, the Galloping Goose Regional trail, and streets animated with store fronts, live-work units and inviting community spaces. Active transportation options, people-oriented public spaces and unique work and work-live opportunities will fuel the success of the area.