transportation and mobility 5

INTRODUCTION

In an urban centre such as Victoria, transportation and mobility include three primary networks:

- **Pedestrian Network:** The system of sidewalks, through-block walkways, street crossings and pathways that provide seamless and accessible connections for people to walk and roll around the city (the most basic form of movement).
- Cycling Network: The system of bicycle-friendly roads and pathways that provide safe and convenient connections for people to cycle to work, for recreation or for their daily needs.
- Transit Network: Includes both the local connections that help people move within the Downtown Core Area, as well as the connections into the larger regional transit network that help pedestrians and cyclists navigate longer distances around the city and into other parts of the region.

The Downtown Core Area today is distinguished for its walkability and array of pedestrian-friendly streets, alleys and unique through-block walkways. Being compact and relatively flat, the Downtown Core Area is also attractive to many cyclists for both commuting and recreation, and many thousands make daily use of the bus system provided by BC Transit.

Transportation and mobility within the Downtown Core Area is currently guided by *Victoria's Sustainable Mobility Strategy, GoVictoria* which outlines the City's vision for achieving clean, seamless, mobility options for everyone. Grounded in the City's mobility values, *GoVictoria* identifies five policy positions to support and shape land use in the Downtown Core Area, including:

- Integrating land use and transportation
- Aligning our mobility networks
- Supporting multi-modal level of service
- Valuing our right-of-way
- Operating and maintaining our transportation assets

Related plans, policies, and strategies realizing the vision in *GoVictoria* and transportation priorities identified in the *Official Community Plan*, include:

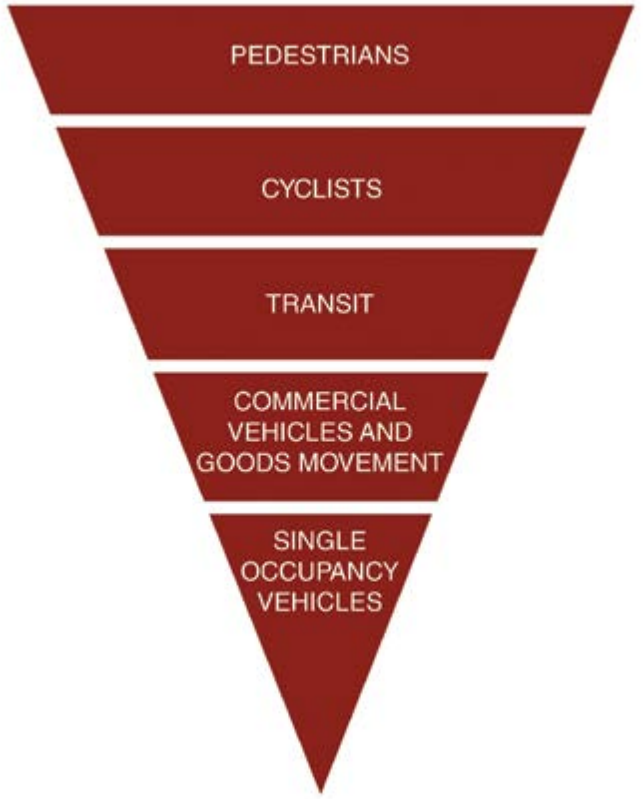
- The City of Victoria *Accessibility Framework,* which operationalizes accessibility to proactively remove and prevent barriers faced by individuals in our community.
- The *Climate Leadership Plan*, which includes strategies to reach an 80 per cent reduction in greenhouse gas emissions and transition to 100 per cent renewable energy by 2050.
- The City of Victoria has several other strategies to guide investments in transportation and mobility, including:
  - *Pedestrian Master Plan*
  - *Victoria Harbour Pathway Plan*
  - *City of Victoria Bicycle Master Plan*
  - *City of Victoria Parking Strategy*
  - *City of Victoria Bike Parking Strategy*

TRANSPORTATION AND MOBILITY – OBJECTIVES

To ensure the Downtown Core Area establishes long-term sustainable transportation and mobility systems while it continues to grow significantly over the next 30 years, this Plan provides a range of policies and actions to collectively address the following objectives:

1. That the Travel Mode Priority Diagram described in Illustration 5 provides the basis for transportation planning and related development within the Downtown Core Area.
2. That priority for walking, cycling and transit are reflected in both private and public development.
3. That complete transportation and mobility networks feature an appropriate range of facilities, infrastructure, and services for each transportation mode.
4. That investment in transit serves as a mechanism for improving the livability, sustainability and vitality of the Downtown Core Area.
5. That sustainable transportation systems are developed and continue to provide a direct benefit to residents, businesses and visitors.
6. That Transportation Demand Management (TDM) measures are reflected in both public and private development.
7. That decision-making and investment in transportation and mobility infrastructure serve to support and enhance the local economy.
8. That all transportation and mobility systems are well designed, clean, efficient and safe.
9. That economic vitality is supported by the movement of goods and consideration for commercial vehicles within the Downtown Core Area.

Illustration 5: Travel Mode Priorities



TRANSPORTATION DEMAND MANAGEMENT FRAMEWORK

To ensure the success of the three primary networks – Pedestrian, Cycling and Transit – this Plan also introduces a framework for Transportation Demand Management (TDM).

TDM is essentially the application of strategies that seek to change travel patterns or behaviour and reduce travel demand (primarily from single-occupancy vehicles), while giving priority or encouraging more sustainable modes of transport. The amount and type of available public and private parking is a key component of TDM and can determine the success or failure of TDM objectives.

The framework for TDM within the Downtown Core Area is intended to:

- Reduce vehicular demand on road infrastructure.
- Encourage commuter options through sustainable transportation infrastructure.
- Improve travel efficiency.
- Improve accessibility
- Reduce greenhouse gas emissions.
- Improve air quality.
- Maintain on-street, short-term parking to support retail, restaurant and other local commercial uses.
- Manage public and private parking in balance with the overall vision for the Downtown Core Area.
- Support the other transportation and mobility priorities described in this Plan as well as those outlined by the CRD and other transportation agency partners.

This Plan recognizes the need to review existing public and private parking policies, regulations and standards to ensure they work with TDM objectives and the transportation and mobility priorities of this Plan, and to provide further guidance to the City of Victoria *Parking Strategy.*

TRANSPORTATION NETWORKS

5.1. Adopt the Travel Mode Priorities (SEE ILLUSTRATION 5) as a guiding principle for the design of transportation and mobility networks and their components within the Downtown Core Area.

5.2. Continue to pursue grant opportunities and maintain budgets within the Capital Budget for funding ongoing physical improvements to the transportation and mobility networks.

POLICY DIRECTION

5.3. Incorporate the Travel Mode Priorities (SEE ILLUSTRATION 5) as a guiding principle for developing any other policies or master plans that may affect the Downtown Core Area.

PEDESTRIAN NETWORK – POLICIES AND ACTIONS

PEDESTRIAN NETWORK

5.4. Complete the pedestrian network connections as identified on Map 16 through well-designed streetscape improvements.

5.5. Coordinate public and private streetscape improvements that enhance the pedestrian environment and support the policies of this Plan and the *Downtown Public Realm Plan* and *Streetscape Standards*.

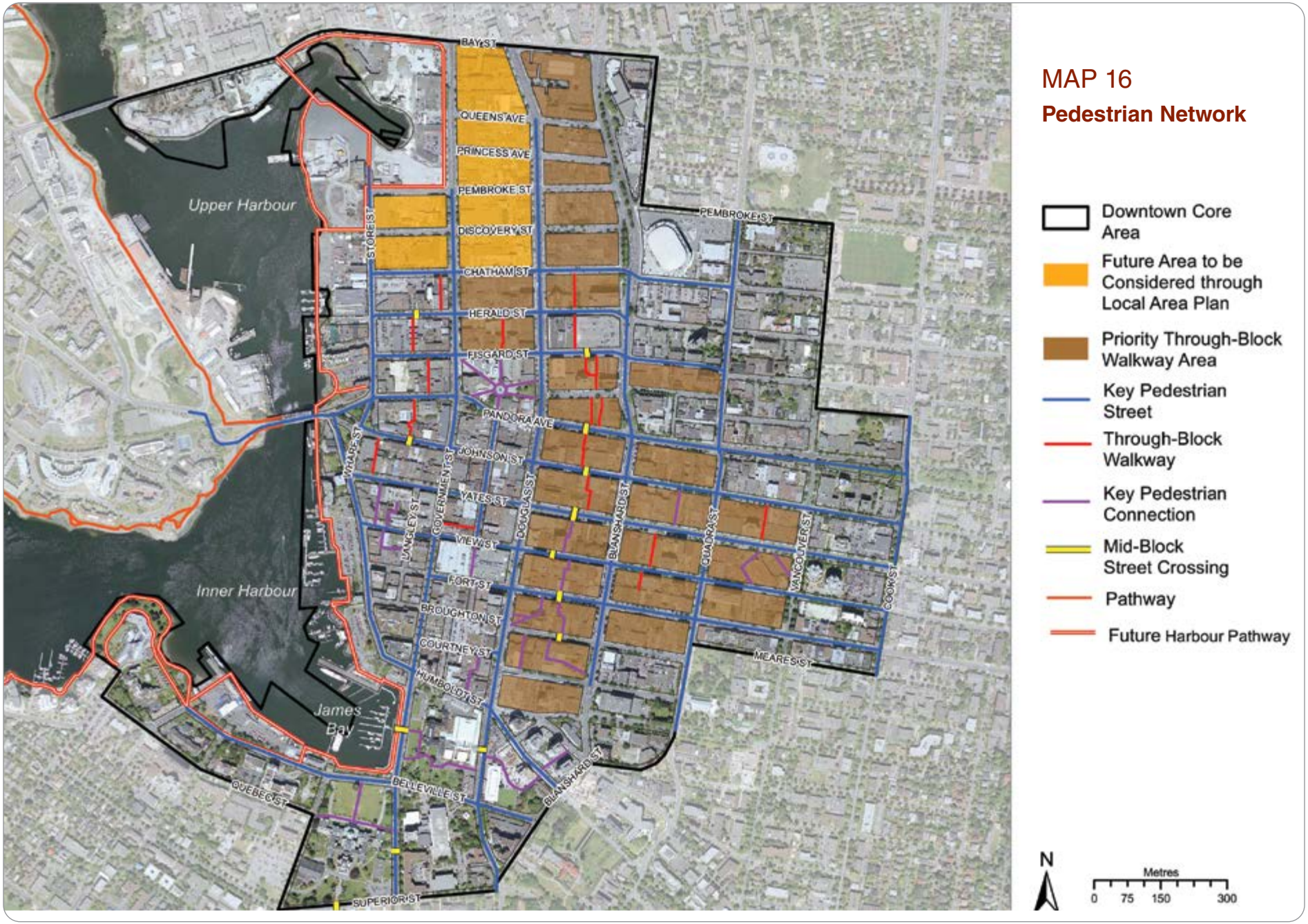
5.6. Integrate the pedestrian network with the Harbour Pathway to provide direct connections to parks, plazas, open spaces, public amenities and surrounding neighbourhoods.

5.7. Ensure that the redevelopment of the Wharf Street and Ship Point parking lots do not interrupt or impede the alignment of the Harbour Pathway.

5.8. Ensure that the design and improvement of the pedestrian network considers and integrates opportunities to improve access and movement for people with varying mobility needs.

5.9. Consider opportunities for providing safer pedestrian and cyclist crossings of major streets.

5.10. Identify key pedestrian streets and connections including through-block walkways within the Rock Bay District as a component of the subsequent process to develop a local area plan for the Rock Bay District.


MAP 16
Pedestrian Network
Downtown Core Area
Future Area to be Considered through Local Area Plan
Priority Through-Block Walkway Area
Key Pedestrian Street
Through-Block Walkway
Key Pedestrian Connection
Mid-Block Street Crossing
Pathway
Future Harbour Pathway
Upper Harbour
Inner Harbour
James Bay
BAY ST
QUEENS AVE
PRINCESS AVE
PEMBROKE ST
DISCOVERY ST
CHATHAM ST
HERALD ST
FISGARD ST
PANDORA AVE
JOHNSON ST
YATES ST
VIEW ST
FORT ST
BROUGHTON ST
COURTNEY ST
HUMBOLDT ST
BELLEVILLE ST
SUPERIOR ST
QUEBEC ST
STORE ST
WHARF ST
GOVERNMENT ST
LANGLEY ST
DOUGLAS ST
BLANSHARD ST
QUADRA ST
VANCOUVER ST
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SIDEWALK AND PATHWAY CONDITIONS

5.11. Continue to improve public sidewalk conditions through partnerships with private developers as opportunities arise.

5.12. Support the objectives of the City of Victoria *Pedestrian Master Plan* for improving sidewalk conditions, safety and design.

5.13. Establish an ongoing public realm budget and expenditure provision in the 20-year Capital Plan to be used for pedestrian-oriented public realm improvements and extension of the pedestrian network within the Downtown Core Area.

LEGIBILITY AND WAYFINDING FOR PEDESTRIANS

5.14. Employ the *City of Victoria Wayfinding Strategy*. Improve wayfinding throughout the Downtown Core Area through public and private initiatives for further improving pedestrian orientation within the Downtown Core Area and to other surrounding locations and attractions.

5.15. Strengthen the visual character of the Downtown Core Area in accordance with the *Downtown Public Realm Plan* and *Streetscape Standards*.

GOVERNMENT STREET MALL

5.16. Extend the Government Street Mall from Yates Street northward to Pembroke Street, with links to the Rock Bay waterfront.

5.17. Develop a comprehensive streetscape plan for the extension of the Government Street Mall that focuses on improving the pedestrian and cycling environment and contains a consistent streetscape treatment throughout the entire length.

5.18. Support the location of active street-level commercial uses along Government Street to provide a dynamic and interesting environment between the Inner Harbour and the Rock Bay District.

HARBOUR PATHWAY

5.19. Develop the Harbour Pathway consistent with the Victoria *Harbour Pathway Plan*, with a focus on completing pedestrian missing links between the Inner Harbour Causeway and the Rock Bay District.

5.20. Encourage all new developments that are located directly adjacent to the Harbour Pathway to be designed to accommodate active commercial uses at the same grade level as the Harbour Pathway and have direct access from the Harbour Pathway.

5.21. Support the development of waterfront outlooks along the Harbour Pathway as illustrated in Map 27.

PEDESTRIAN SAFETY AND COMFORT

5.22. Continue to apply standards for streetscape designs and elements that improve the safety and comfort of pedestrians.

5.23. Ensure street furniture, utilities, outdoor seating and landscaping do not impede pedestrian flow on public sidewalks.

5.24. Consider the Sidewalk Width Guidelines contained in Appendix 3 of this Plan in the design of local streetscapes.

5.25. Improve the amount and design of pedestrian lighting, especially in areas that have higher concentrations of pedestrian activity.

5.26. Continue to incorporate universal access standards within the public realm to improve access for people with varying mobility needs.

5.27. Ensure that sidewalks are wide enough to support desired levels of activity and to maintain an adequate clear zone for pedestrian travel.

5.28. Provide improved street lighting throughout the pedestrian network that ensures adequate levels of night time illumination.

5.29. Provide enhanced pedestrian crossings near major transit stops and where the pedestrian network crosses major streets.

THROUGH-BLOCK WALKWAYS

PURPOSE

Through-block walkways are a unique feature of the Downtown Core Area, which includes the narrow historic alleys in Chinatown and Old Town to more modern examples which have been constructed in more recent years. Through-block walkways provide a variety of functions which range from providing pedestrian connections through longer city blocks and through interior courtyards, to functioning as unique shopping and tourism destinations with their concentration of retail stores, restaurants and cafés. This Plan recognizes the potential for through-block walkways to provide a new dimension to the pedestrian experience that encourages a sense of discovery through opportunities for pedestrians to explore these uniquely designed, attractive and vibrant spaces.

The Downtown Core Area Plan seeks to complete the pedestrian network with the provision of strategically located through-block walkways based on the following key principles:

1. Provide public access and direct connectivity with the pedestrian network.
2. Provide mid block north-south access through the longer city blocks.
3. Incorporate urban design that identifies and enhances the unique character of each walkway and contributes to placemaking.
4. Provide intimately scaled pedestrian spaces that offer an alternative to the larger scale and character of conventional city streets.
5. Provide opportunities to accommodate niche retail and other active commercial uses.
6. Consider design solutions that reflect Crime Prevention Through Urban Design (CPTED) principles.
7. Consider partnerships with the private sector to provide through-block walkways in strategic locations.

THROUGH-BLOCK WALKWAY POLICES AND ACTIONS

LOCATION

5.30. Consider opportunities to redesign and replace key pedestrian connections with new through-block walkways within the Priority Through-Block Walkway Areas identified in Map 16.

5.31. Locate through-block walkways as close as possible to mid-block locations to achieve smaller city blocks (similar to those found in the Old Town Area), approximately 60–90 metres (200–300 feet) long.

DESIGN

5.32. Ensure that the design of new through-block walkways consider and reflect the design criteria described in Appendix 4.

ACCESS

5.33. Ensure that access to new through-block walkways consider and reflect the design criteria described in Appendix 4.

5.34. Ensure maintenance agreements include detailed criteria for the operation and function of through-block walkways.

IMPLEMENTATION

5.35. The City of Victoria may consider providing additional density, up to the respective maximum density levels identified in this Plan, to new developments that enter into an agreement as part of a rezoning application to design and construct a through-block walkway within the Priority Through-Block Walkway Areas identified on Map 16 that reflects the design criteria described in Appendix 4.

5.36. Where a through-block walkway is not located on public land that is owned by the City of Victoria, a legal agreement is required to address the following criteria:

5.36.1. The provision of year-round public access.

5.36.2. A schedule of regular maintenance.

5.36.3. Maintaining direct access to the passageway from adjacent commercial use.

MID-BLOCK STREET CROSSINGS

5.37. Provide mid-block street crossings to offer safe pedestrian access and to support vitality on facing sidewalks.

5.38. Continue to close gaps in the pedestrian network with mid-block street crossings to connect through-block walkways, with priority for new mid-block street crossings in the Central Business District, the Historic Commercial District, the Inner Harbour District, and points of connection with the Harbour Pathway system.

5.39. Coordinate crossing design with provisions for parking, bicycle lanes and transit lanes to ensure pedestrian visibility and safety.

5.40. Establish a distinctive signage, street mapping and wayfinding system to increase recognition and use of the integrated mid-block street crossing and through-block walkway system.

CYCLING NETWORK – POLICIES AND ACTIONS

CYCLING NETWORK

5.41. Complete the cycling network as outlined in *GoVictoria* and illustrated in the *Official Community Plan*, through bicycle-friendly street design standards, streetscaping and appropriate wayfinding improvements.

5.42. Establish cycling network routes that provide direct and efficient connections to adjacent neighbourhoods, major public destinations, Greenways and the regional pathway system, and the Capital Regional District's regional cycling network.

5.43. Improve the safety of bicycle street crossings with street crossing lights, dedicated bicycle lanes and signage where applicable.

5.44. Use public and private development opportunities to improve cycling safety and access.

CYCLING SUPPORT

5.45. Encourage cycling through well-designed cycling-related amenities within new commercial and multi-residential developments.

5.46. Encourage Short-term and Long-term bicycle parking facilities in strategic public locations, such as parks, plazas, and parkades that serve as end of trip destinations or are used for special events.

5.47. Review and update the City of Victoria *Zoning Regulation Bylaw* to ensure that bicycle parking requirements and standards for multi-residential development, office buildings and other commercial uses serve to encourage and accommodate cycling as an alternate mode of transportation.

5.48. Integrate an appropriate blend of both Short-term and Long-term bicycle parking within new office buildings, institutions and multi-residential developments to provide safe and convenient short-term and long-term bicycle parking.

5.49. Encourage additional bicycle parking and other cycling amenities, such as showers, change rooms and lockers, when reviewing and evaluating development applications for new office, commercial, multi-residential and industrial development, as a Transportation Demand Management mechanism to reduce the number of vehicle parking stalls required.

5.50. Ensure bicycle parking facilities are provided in accordance with the City's zoning bylaws and *Bicycle Parking Strategy*

CYCLIST SAFETY AND COMFORT

5.51. Wherever possible, provide dedicated bike lanes that are identifiable through reflective street surface lane markings, coloured pavement or raised pavement markers.

5.52. Provide smooth road surfaces that are free of debris, potholes and other obstacles.

5.53. Provide improved street lighting throughout the mobility network that ensures adequate levels of night time illumination.

5.54. Continue to maintain the cycling network throughout the year with special attention to inspecting and repairing roadway and pathway surfaces, bikeway signs and amenities.

BICYCLE FRIENDLY DESIGN STANDARDS

5.55. Coordinate public and private streetscape improvements to improve cycling safety and access.

5.56. Update bicycle parking requirements and guidelines to address design criteria for Short-term and Long-term bicycle parking, including shower and locker facilities, location of bicycle parking, surveillance and safety measures and convenience within the public and private realm.

TRANSIT – POLICIES AND ACTIONS

TRANSIT CORRIDORS

5.57. Continue to require the location of transit-supportive land use and development along Douglas Street to support the establishment of BC Transit's Rapid Transit Network within the Downtown Core Area as illustrated the transit network map in the *Official Community Plan*.

5.58. Consider land uses and activities along the frequent transit corridors as illustrated in the transit network map in the *Official Community Plan* encourage high levels of pedestrian activity and transit use, both inside and outside of the am/pm peak periods. Examples of transit-supportive uses include:

- Offices
- Medium- to high-density multi-residential development
- Public and private schools and educational facilities
- Retail
- Restaurants
- Personal services
- Medical clinics
- Entertainment, recreational and cultural facilities
- Libraries

5.59. Increase density around major transit stops in association with high-quality transit shelters, stations, and associated amenities along primary transit corridors to accommodate higher density, transit-supportive development.

PEDESTRIAN CONNECTIONS TO TRANSIT

5.60. Ensure pedestrian connections to transit corridors and transit stops are direct, safe, convenient, barrier-free, easily identifiable and navigable.

5.61. Ensure pedestrian networks provide safe, convenient, and accessible connections to transit corridors and transit stops.

5.62. Consider public realm design improvements that improve pedestrian flow around major transit stops and along primary transit corridors.

DEVELOPMENT NEAR TRANSIT STOPS

5.63. Cluster buildings near major transit stops together to allow for convenient pedestrian access between buildings and to define the public realm.

5.64. Ensure buildings near major transit stops are designed to enhance the pedestrian environment by having doorways and windows oriented to the street.

ALL-WEATHER BUILDING DESIGN

5.65. Consider transit stops integrated with the building where sidewalk widths are limited that provide protection from the weather and climate, such as seating integrated under building awnings while also ensuring the stops are well-designed, and easily identifiable.

PARKING REQUIREMENTS NEAR TRANSIT

5.66. Consider reducing the number of required vehicle parking stalls for transit-supportive uses located adjacent to major transit stops and along the Douglas Street Rapid Transit network.

5.67. Locate vehicular parking at the rear of buildings or below grade where a development is positioned along a pedestrian network route that leads to a major transit stop or along a primary transit corridor.

TRANSIT CIRCULATION

5.68. Support the establishment of demand-based transit service models that supplement the frequent and rapid transit network to provide improved transit access between key locations within the Downtown Core Area.

PARKING REGULATIONS

5.69. Review and update parking requirements in the *Zoning Regulation Bylaw* to reflect and implement the TDM objectives described in this Plan.

5.70. Consider amending the *Zoning Regulation Bylaw* to incorporate maximum parking standards to restrict the number of on-site motor vehicle parking stalls that may be provided as part of new development in the Historic Commercial District and the Central Business District.

5.71. Consider opportunities for reducing the number of required motor vehicle parking stalls in high density, employment-intensive commercial uses, such as offices, in exchange for:

- 5.71.1. Dedicated on-site car share or carpooling parking stalls.
- 5.71.2. Additional and enhanced bicycle parking (e.g. electric and cargo bikes, maintenance facilities), shower and locker facilities for employees.
- 5.71.3. Annual transit passes for employees.
- 5.71.4. Locating transit-supportive uses within 400 metres of a major transit stops.
- 5.71.5. Public EV charging stations.
- 5.71.6. Other TDM programs/strategies that reduce on-site parking stalls and encourage alternate modes of transportation.

ALTERNATE MODES OF TRANSPORTATION

5.72. Prioritize and manage curbside space including on-street parking and loading according to the priorities outlined in *GoVictoria*.

5.73. Prohibit the development of new surface parking lots and single-purpose, above-grade parking structures.

5.74. Consider opportunities for integrating public short-term parking as a component of underground parking for high-density office buildings within the Central Business District.

PARKING REVENUE

5.75. Use public parking revenue to fund public TDM initiatives, such as the development of network enhancements, EV charging stations, and bicycle parking.

5.76. Explore the establishment of a cash-in-lieu of parking system within portions of the Downtown Core Area that could be used to support alternate modes of transportation.