

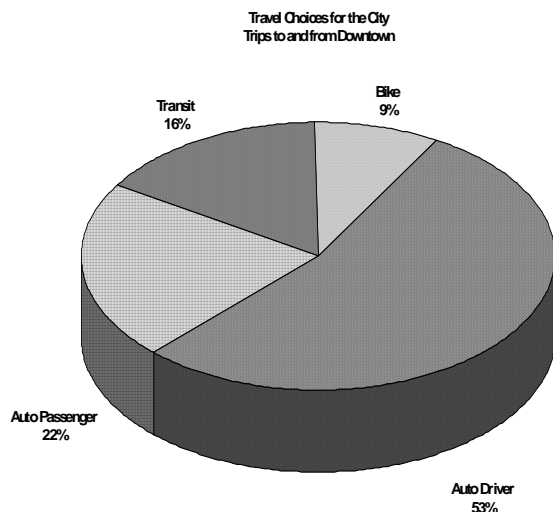
6. TOWARD AN ACCESSIBLE AND PEOPLE FRIENDLY COMMUNITY

KEY DIRECTIONS

The guiding principle is an integrated approach to transportation and land use planning, with transportation being used as a proactive growth management tool and economic catalyst. Overall direction is to reduce emphasis on private vehicles and parking by encouraging alternative transportation. The latter includes cycling, van/car pooling, walking, rapid transit, and the use of water transportation on waterways such as the Gorge. To create a people friendly community, planning and design should encourage pedestrian orientation, with pedestrian mid-block walkways where possible, especially in the Downtown. Other ideas supporting people friendly communities incorporate measures that provide alternatives such as, traffic calming techniques, cycle path networks, and ensuring that road widening does not destroy street character.

A. GENERAL

The economy, growth pressures, environmental “greening” and general concern over quality of life, have generated interest and change in transportation planning. This chapter focuses on policies directed at developing and maintaining a comprehensive and sustainable transportation plan for the City.



Source: Integrated Transportation for the City of Victoria - Strategies, 1995, p.3

Transportation planning is linked inextricably to the land use pattern and services required to support a variety of activity needs and community objectives. Priorities involve policies to reinforce travel options while leaving the alignment of options open and looking at innovative solutions to practical issues. The relationship between density and transit service has to be considered, as well as the Downtown transportation and parking issues relating to shoppers versus commuters. Overall, there should be an integration of transportation planning and land use planning wherever possible.

The *Neighbourhood Transportation Management Program* is directed at making neighbourhood streets safer and more liveable, in consultation with residents. Traffic calming measures such as speed humps, diverters, cul-de-sacs and traffic circles, are designed to make neighbourhood streets more people friendly.

In 1992, the City initiated a process to review transportation strategies and policies. The process involved extensive public and committee involvement. A primary result of the process was the recognition of the importance of alternatives to the single occupancy vehicle.

Alternative transportation modes, such as transit, cycling and walking, are to be encouraged and integrated into an overall transportation system. Strategies to achieve this objective are outlined in a report called *Integrated Transportation Strategies* and the *Bicycle Master Plan*; both adopted by Council in 1995. These serve as background documents to the *Official Community Plan*, providing more comprehensive and detailed information on the City's transportation objectives and policies, with a focus “on travel impacts at the neighbourhood level and on Downtown”. The City intends to develop implementation programs for the *Integrated Transportation Strategies* by 1997.

The *Integrated Transportation Strategies Study* proposes that policies, plans and projects for all transportation modes be focused on the following principles:

- Maximize the use of alternative modes.

- Improve accessibility to Downtown and the legislative precinct.
- Increase the attractiveness of Downtown for shopping, personal business, entertainment and sightseeing.
- Integrate walking, cycling and transit into all legislation, regulations, plans, budgets, programs and operations.”

WHAT RESIDENTS SAID

- *Exchange space lost through heavy traffic space and people alienated from the street; pedestrian areas Downtown; developing the community allows people to live where they work.*
- *Encourage use of pool vehicles and public transport.*
- *Protect Downtown from high traffic.*

Public transit is efficient and reduces pollution. It should be supported and promoted by a range of comprehensive and rational policies.

Ride-sharing, through van/car pooling, is an important alternative travel mode that should be encouraged. The City has adopted a policy designed to encourage van pooling.

With the mild climate of Victoria, there is a tremendous potential for more use of bicycles. As it is a completely non-polluting, healthy and efficient transportation mode, it should be encouraged by making it as safe and convenient as possible.

Walking can often replace many short car trips. However, this is likely to happen only if it can be done in a safe and pleasant way.

TOPIC A – GENERAL

OBJECTIVES

To facilitate all transportation modes and reduce traffic friction without compromising the established character of the City.

- (a) To place emphasis on enhancing transportation modes, alternatives to the automobile, including walking, cycling, buses and rapid transit, in all ongoing and future transportation planning for the Capital Region.
- (b) To promote ride-sharing, through van/car pooling.
- (c) To recognize the importance of regional

integration of all transportation modes and facilities.

- (d) To increase the safety and liveability of local streets by consulting with the neighbourhoods to plan improvements, such as traffic calming options, as part of *Neighbourhood Transportation Management Program*.

POLICIES

THE CITY SHOULD:

- (i) Ensure thoroughfare improvements so vehicular traffic does not have serious adverse effects on neighbourhood amenities.
- (ii) Balance land use decisions with transportation needs (e.g., Legislative Precinct and Downtown).
- (iii) Support the *Neighbourhood Transportation Management Program* to make neighbourhood streets safer, while still allowing access.
- (iv) Monitor and enhance the van pooling policy, and encourage car pooling, as appropriate.

B. STREET IMPROVEMENTS

Street rights-of-way are of considerable significance for functions other than transportation. They provide separation between buildings to permit the penetration of light and air, preserve views and provide a setting for buildings. A more practical and extremely important role is that of affording a corridor for utilities and public services. The Major Street Network (Map7) shows the classification of streets.

TOPIC B – STREET IMPROVEMENTS

OBJECTIVES

- (a) To implement a street network classification with design standards and capacity guidelines.
- (b) To increase the efficiency of existing streets and intersections.

POLICIES**THE CITY SHOULD:**

- (i) Adopt the Major Street Network system as shown on Map 7 and redefine the right-of-way widths, roadways, sidewalk, access provisions, capacity guidelines and other development standards, taking into account local issues.
- (ii) Place priority on traffic system management and use of state of the art technology to improve the efficiency of the street system.
- (iii) Accept that street capacities have limitations beyond which alternate travel modes and trip reduction strategies must be encouraged.
- (iv) Continue to advance the major street system through capital works programs, consistent with the adopted street network classification system.
- (v) Review the *Subdivision Bylaw* to address neighbourhood issues.

STREET NETWORK DEFINITIONS**1. ARTERIALS**

- (1) Function
 - (a) Maximize transportation movement between neighbourhoods and the region.
 - (b) Principal transit corridors.
 - (c) Principal truck routes.
- (2) General Design Criteria
 - (a) 2 to 6 moving lanes.
 - (b) Signalized intersections.
 - (c) Locations selected for capacity and progression.
 - (d) Limited or no on-street parking or loading.
 - (e) Left turn storage areas.
 - (f) Provide bikeway routes in accordance with *Bicycle Master Plan*.
 - (g) Minimize direct access from private property.
 - (h) Volumes of 18,000 vehicles per day.
 - (i) Wide sidewalks with boulevard separation.

2. SECONDARY ARTERIALS

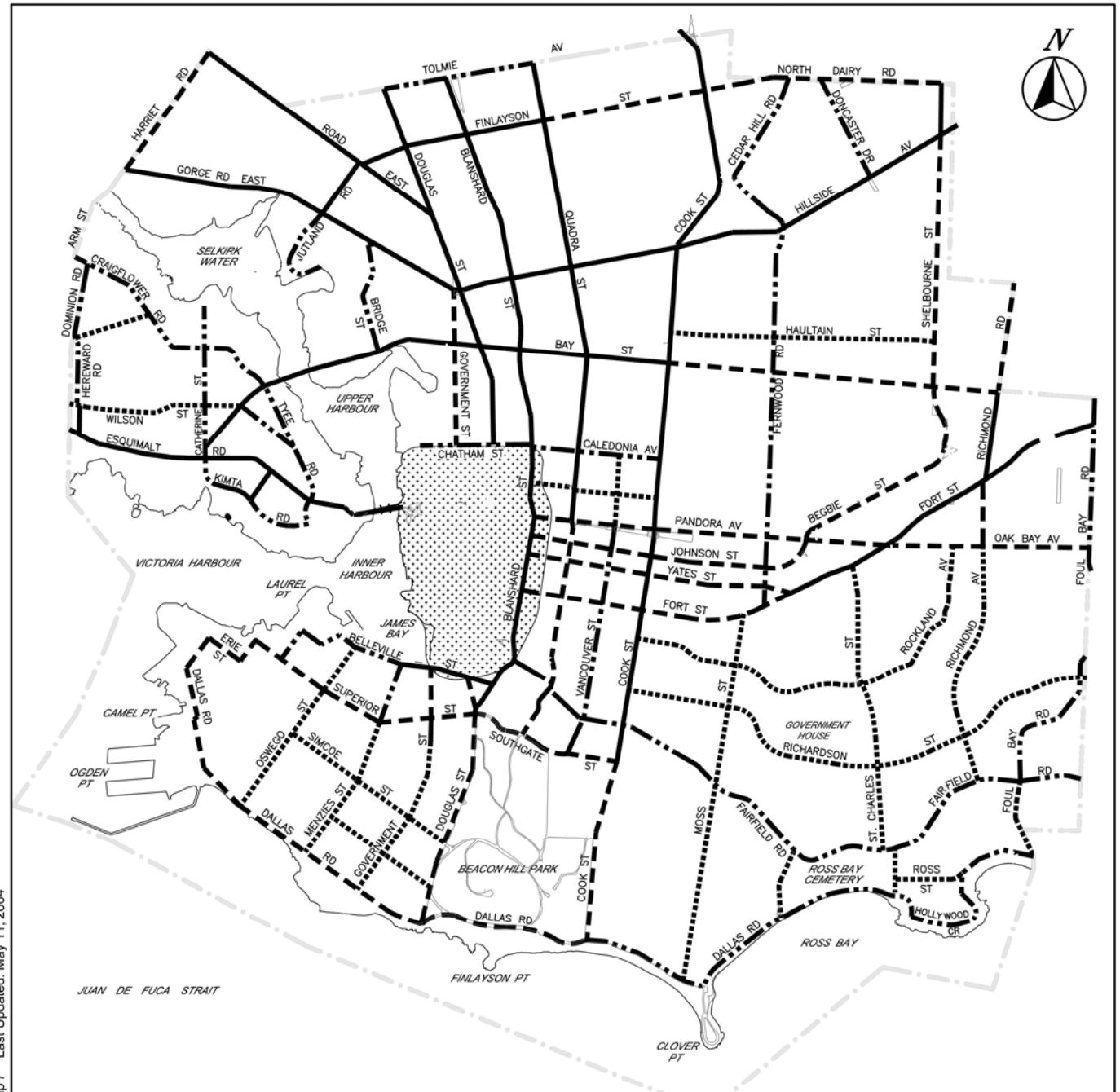
- (1) Function
 - (a) Maximize transportation movement between neighbourhoods.
 - (b) Transit corridor.
 - (c) Truck route.
 - (d) 50 kilometres per hour traffic carrier.
- (2) General Design Criteria
 - (a) 2 to 4 moving lanes.
 - (b) Signalized intersections.
 - (c) Limited on-street parking and loading.
 - (d) Left turn storage lanes.
 - (e) Provide for cycle use on curb lanes, in accordance with the *Bicycle Master Plan*.
 - (f) Limited direct access to private property.
 - (g) Volumes of 5,000 to 20,000 vehicles per day.

3. COLLECTORS

- (1) Function
 - (a) Collect and disperse traffic to local road system.
 - (b) Primary route from local roads to arterials.
 - (c) Capacity less important.
 - (d) Minor transit route.
 - (e) Limited truck route.
- (2) General Design Criteria
 - (a) Parking encouraged.
 - (b) One moving lane in each direction.
 - (c) Direct access to private property.
 - (d) Volumes of 3,000 to 8,000 vehicles per day.

4. SECONDARY COLLECTORS

- (1) Function
 - (a) Collect and disperse traffic within a local road system.
 - (b) Secondary route from local roads to collectors and secondary arterials.
 - (c) Capacity not important.
 - (d) Not a truck route.
- (2) General Design Criteria
 - (a) Parking encouraged.
 - (b) One moving lane in each direction.
 - (c) Direct access to private property.
 - (d) Volumes of 1,000 to 4,000 vehicles per day.



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OFFICIAL COMMUNITY PLAN, MAP 7

Major Street Network

LEGEND

- Downtown
- Arterial Route
- Secondary Arterial Route
- Collector Route
- Secondary Collector Route



5. MINOR STREETS**(1) Function**

- (a) Service to private property.
- (b) Minimal traffic.
- (c) Capacity not important.
- (d) Local traffic.
- (e) Not a truck route.

(2) General Design Criteria.

- (a) Parking encouraged.
- (b) One moving lane in each direction.
- (c) Volumes of less than 1,000 vehicles per day.
- (d) Subject to traffic calming and Neighbourhood Transportation Management Program.

OTHER STANDARDS

- 6. All street categories should make provision for boulevard trees and landscaping.
- 7. Arterials and collectors which prohibit parking should be designed with sidewalks 2m inboard of the curb line, with the 2m setback landscaped.
- 8. Notwithstanding specific standards, truck traffic is acceptable on all streets in industrial areas.
- 9. Notwithstanding specific standards, cycling is acceptable on all City streets.

C. TRANSIT ALTERNATIVE

Integration of land use and transit planning facilitates the development of higher density growth along transit corridors, improving the viability of transit routes and encouraging use. Public transportation, whether buses or a form of rapid transit, is inherently more efficient and less polluting than the private automobile. It should, therefore, be supported and promoted by a range of comprehensive and rational policies. A rapid transit corridor is defined as a corridor restricted to mass transit which may operate on rail.

TOPIC C – TRANSIT ALTERNATIVE**OBJECTIVES**

- (a) To provide an effective and efficient public transit system linking residential, commercial and major work areas, with a major emphasis upon service to Downtown for work and shopping.
- (b) To advance transit as a competitive alternative to the private automobile.
- (c) To examine innovative transportation systems and technology.
- (d) To consider options and action plans for the implementation of rapid transit.
- (e) To continue to develop the future transportation system so that options for rapid transit may be retained.
- (f) To encourage the retention of established rail rights-of-way, where possible, in a way that will not compromise future transportation options.
- (g) To recognize, as preferred routes for rapid transit, either or both of the corridors along Douglas and Government Streets.
- (h) To work with B. C. Transit to secure a rapid transit corridor and to ensure the compatibility of any future improvements and development with rapid transit.

POLICIES**BC TRANSIT & CITY SHOULD:**

- (i) Develop a Downtown transit system with necessary capital improvements; implement traffic management favouring efficiency, convenience and comfort to the transit user, including requirements for disabled persons.
- (ii) Encourage easy pedestrian access to transit routes when approving new developments.
- (iii) Place a high priority on transit when considering land use policies.

PROVINCIAL GOVERNMENT SHOULD:

- (iv) Continue to support Transportation Demand Management (TDM).
- (v) Phase out subsidized or free parking lots in Legislative Precinct.
- (vi) Provide transit facilities as outlined in the *Victoria Accord*.

THE CITY, PROVINCIAL GOVERNMENT AND PRIVATE SECTOR SHOULD:

- (vii) Cooperate in providing innovative people movers, which are attractive, distinctive, tourist-oriented and convenient.

THE CITY, BC TRANSIT AND THE SCHOOL DISTRICT SHOULD:

- (viii) Consider student transportation requirements for transferring students between school programs, in planning transit requirements.

D. CYCLING AND PEDESTRIAN ALTERNATIVES

Environmentally, with its terrain and benign climate, Victoria has tremendous potential for cycling. As it is a completely non-polluting, healthy and efficient transportation mode, it should be encouraged by making it as safe and convenient as possible. The *Bicycle Master Plan* identifies the following goals:

- To make cycling in Victoria a safe, convenient, and economical transportation mode by identifying and eliminating obstacles to bicycle use.
- To increase cycling's share of the total City trips to 12% by the year 2010.

Walking can often replace many short car trips. However, this is likely to happen only if it can be done in a safe and pleasant way. Wheelchair accessibility and safety must also be considered in relation to pedestrian paths and when blocking pedestrian paths from cyclists.

TOPIC D – CYCLING AND PEDESTRIAN ALTERNATIVES

OBJECTIVES

- (a) To fully implement the *Bicycle Master Plan* by the year 2010.
- (b) To integrate the policies of the *Bicycle Master Plan* in all neighbourhood plans, traffic management programs and other programs that target the use of alternative modes.
- (c) To enhance pedestrian access and movement, including for disabled persons (e.g., sidewalks, benches, art,

safe street crossings, planters) and integrate pedestrian movement with public transit in all developments, particularly in road design.

- (d) To reduce the conflict between cyclists and pedestrians.

POLICIES

THE CITY SHOULD:

- (i) Establish bicycle paths, lanes and routes in support of the *Bicycle Master Plan* and establish integrated pedestrian routes within street network plan.
- (ii) Place priority on joint use of road right-of-way space, supplemented by designated bicycle routes, including widened curb lanes and, where possible, separated systems for both recreational and commuter use.
- (iii) A bicycle/pedestrian link between Burnside and Victoria West is to be established over the Selkirk Water.
- (iv) Plan for the separation of pedestrian and bicycle uses wherever feasible.

E. EXTERNAL TRANSPORTATION SERVICES

As Victoria is a regional transportation node, many public and private agencies are responsible for services to other communities, regions and the U.S.A.

TOPIC E – EXTERNAL TRANSPORTATION SERVICES

OBJECTIVES

- (a) To co-ordinate transportation planning with regional municipalities.
- (b) To sustain and improve Victoria/Vancouver/Port Angeles/Seattle harbour ferry service.
- (c) To improve frequency, cost and convenience of downtown-to-downtown Victoria/Vancouver/Seattle air service.
- (d) To sustain and expand the existing limited rail system with emphasis on commuter and tourist services.
- (e) To encourage a passenger-ferry service in the harbour area, if feasible.

POLICIES**THE CITY, ADJACENT MUNICIPALITIES AND REGION SHOULD:**

- (i) Cooperate in preparing an integrated *Regional Transportation System And Thoroughfare Plan*.

FEDERAL TRANSPORT CANADA, PROVINCIAL CAPITAL COMMISSION AND THE CITY SHOULD:

- (ii) Cooperate to establish an integrated terminal facility at the Inner Harbour to accommodate present and future ferries.

BC FERRY CORP., BC TRANSIT AND THE CITY SHOULD:

- (iii) Encourage improvements to passenger service between Victoria and Vancouver, with particular emphasis on foot-passenger service, including improved transit service to ferries.

TRANSPORT CANADA, IN COOPERATION WITH THE CITY, SHOULD:

- (iv) Determine the capacity of the Inner Harbour as a float plane docking area.
- (v) Sustain and improve airport bus service from Victoria Airport to Downtown.
- (vi) Encourage the retention of established rail rights-of-way in a manner that will not compromise future transportation options, e.g., rapid transit.

VIA RAIL SHOULD:

- (vii) Actively promote increased use of rail transportation.

BC TRANSIT, IN COOPERATION WITH THE CITY, SHOULD:

- (viii) Investigate the development of an off-street terminal for urban and inter-city services.
- (ix) Prepare further analysis based on developments over the next 10 to 20 years.

F. DOWNTOWN

The importance of an economically viable Downtown and the role it plays in business, employment, tourism and shopping, has a critical impact on transportation policies for the Downtown. As part of this, there is a need to encourage distribution centres

which encourage smaller trucking vehicles entering neighbourhoods and Downtown. The *Integrated Transportation Strategies Study* identifies the following objectives relevant to Downtown:

- Improve accessibility to Downtown and the Legislative Precinct for alternative modes.
- Improve mobility for people Downtown for shopping, on personal business or sightseeing.
- Improve the attractiveness of Downtown for shopping, personal business and sightseeing.
- Improve terminal facilities with emphasis on Downtown.

TOPIC F (1) – DOWNTOWN TRANSPORTATION OBJECTIVE

- (a) To provide access to and within Downtown; while discouraging through traffic.

POLICIES**THE CITY SHOULD:**

- (i) Continue traffic management practices to maximize use of existing streets.
- (ii) Direct through traffic to the perimeter of Downtown.
- (iii) Avoid further intrusion of one-way traffic upon the retail core, with the exception of the Government Street Mall extension.
- (iv) Consider extension of Government Street Mall.
- (v) Enhance pedestrian-oriented traffic patterns within retail core, including the use of cut-throughs.

THE CITY, BC TRANSIT AND VIA RAIL SHOULD:

- (vi) Improve bus and rail services and scheduling.
- (vii) Improve and coordinate access to and between inter-city bus, ferry and air services.
- (viii) Promote the investigation of an off-street terminal for urban and inter-city bus services.

- (vi) Encourage an economic environment that supports the development of civic or joint venture parkades on the perimeter of Downtown.
- (vii) Enhance the environment within civic parkades to make them inviting to patrons, including proper lighting, maintenance, cleanliness and security, in keeping with *Crime Prevention Through Environmental Design Program* (CPTED - see *Toward A Liveable Community*).

TOPIC F (2) – DOWNTOWN PARKING

OBJECTIVE

- (a) To improve parking availability and accessibility within Downtown for shoppers, tourists and residents.

POLICIES

THE CITY SHOULD:

- (i) Support parking programs to encourage shoppers to the Downtown.
- (ii) Maintain policies to favour Downtown shoppers using parkade levels closest to the street.
- (iii) Coordinate parking policies with the Downtown business community.
- (iv) Maximize the availability of street parking within the retail core area without comprising accessibility and circulation.
- (v) Improve directional signage to major parking facilities using state of the art technology.

