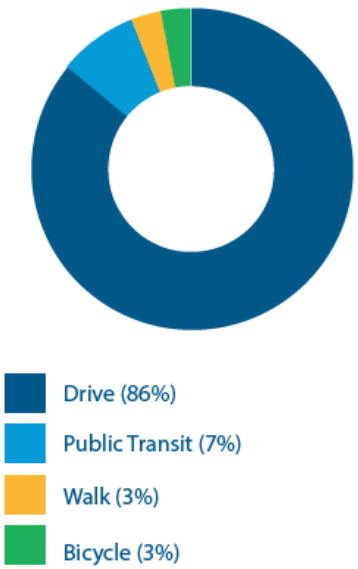
PART B: POLICIES

8. Streets & Mobility

8.1 Overview

Figure 9: Mode Share by Commute Trip (2011, NHS)



The most recent National Household Survey (2011) reported that 86% of commuter trips in Colwood occurred either as a driver or passenger of a personal vehicle, which is high compared to similar municipalities within the region and the region overall. Walking rates are low for commuting trips (3%), however they are somewhat higher for travel within Colwood (12%), though still much lower compared with nearby communities. Colwood's existing transportation network works well in serving private vehicles, which can easily access most destinations within Colwood via provincial highways, arterial roads, and collector roads.

However, Colwood residents have aspirations for greater transportation choice, and the City calls for significant modal shifts toward active modes and transit. As the City's greatest contributor to greenhouse gas emissions, the transportation sector also offers tremendous opportunities for meeting greenhouse gas emission reduction targets.

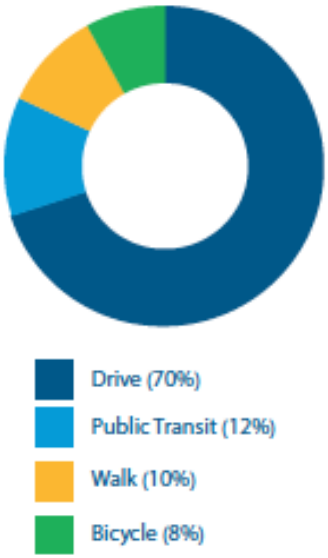
This OCP acknowledges that future demands on the transportation network will be created by development pressures. It also approaches streets as more than transportation corridors, treating them as spaces for social activity and public life.

8.2 Objectives and Policies

IMPLEMENTATION

- ACTION: Review the City's Transportation Master Plan (TMP) to ensure there are adequate transportation options to meet growing demands.
- TIMING: Before 2023

Figure 10: Mode Share Targets, 2038



Objective: 8.2.1
To achieve Colwood's mode share targets, which support greenhouse gas emissions reduction targets and other community goals for accessibility, health, and quality of life.

POLICY 8.2.1.1 MODE SHARE TARGETS

Make decisions about transportation investments, land use, and urban design based on the mode share targets presented in Figure 10. The policies in this section are intended to assist in achieving these targets.

POLICY 8.2.1.2 MODE HIERARCHY

Make decisions about transportation investments, land use, and urban design based on the following modal hierarchy:

1. Walking (including use of wheelchairs and mobility scooters);
2. Transit;
3. Cycling;
4. Goods movement;
5. Autonomous and High Occupancy Vehicles; and
6. Single Occupancy Vehicles.

POLICY 8.2.1.3 INTEGRATED LAND USE AND TRANSPORTATION

Implement policies in Section 7 (Land Use) in a manner that embraces the synergistic and integrated relationship between land use and transportation, recognizing that the most important element of achieving mode share targets is supportive land uses.

Objective: 8.2.2

To improve the safety, comfort, convenience, and enjoyment of walking for residents of all ages and abilities, making it the first choice for short trips, and treating sidewalks as public places for gathering, shopping, resting, playing and other activities in addition to walking.

POLICY 8.2.2.1 SIDEWALK NETWORK

Expand the pedestrian network by enhancing and building sidewalks where there are gaps, prioritizing mixed-use centres, schools, and the Frequent Transit Network identified in Figure 12: Transit Network.

POLICY 8.2.2.2 MULTI-USE TRAILS

Expand and enhance multi-use trails, prioritizing Ocean Boulevard from Sooke Road to Lagoon Road.

POLICY 8.2.2.3 WATERFRONT WALKWAY

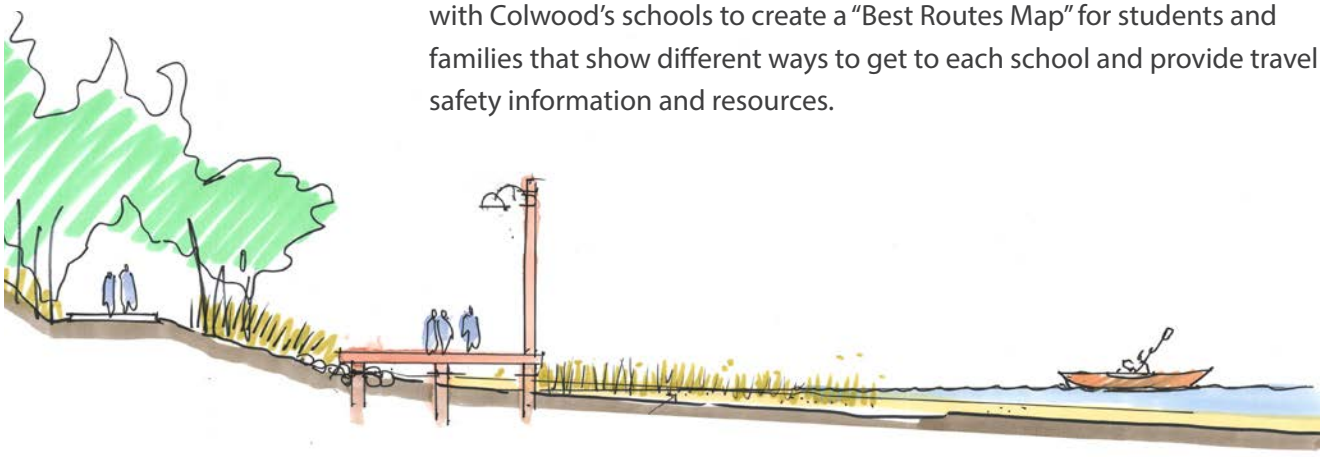
Extend the multi-use trail along the entire stretch of the waterfront, enabling continuous public access to the southern edge of the city, while adhering to Green Shores Guidelines relating to reduced lighting levels and no net loss of critical and sensitive habitats. Provide public access to the waterfront in such a way that does not threaten the ecological integrity of the foreshore and marine ecosystems.

IMPLEMENTATION

- ACTION: Develop a design for a future waterfront walkway.
- TIMING: 2023 or later

POLICY 8.2.2.4 ACTIVE AND SAFE ROUTES TO SCHOOL

Support the CRD's Active and Safe Routes to School program, by working with Colwood's schools to create a "Best Routes Map" for students and families that show different ways to get to each school and provide travel safety information and resources.



A waterfront walkway provides access to the ocean while protecting sensitive habitat, and may include a trail or boardwalk, or a combination thereof.

POLICY 8.2.2.5 CONNECTIVITY

Reduce travel distances by creating a greater mix of uses (refer Section 7) and by creating more direct connections to destinations by:

a. Increasing connectivity and a finer grained pedestrian network in which multiple routes exist between destinations by reducing block sizes through redevelopment, and by adding mid-block crossings where necessary, including through cul-de-sacs and other dead end or loop streets; and
b. Requiring that major developments create a highly connected pedestrian network such as a fused grid model and without dead end or loop streets, while also responding to natural topography.

POLICY 8.2.2.6 SIDEWALK DESIGN

Improve the design of sidewalks as they are replaced, upgraded, or constructed, including by:

a. Encouraging a sufficient sidewalk width for the local area and provision of safe routes to school, including a minimum clear walking width of 2.0 metres in predominantly residential areas and 2.5 metres in Colwood Corners, Seaside Village, Neighbourhood Centres, and other mixed-use and commercial areas;
b. Upgrading residential sidewalks through a phased approach, prioritizing centres in "Intended Growth Areas", utilizing cost-effective crushed stone or gravel sidewalks to fill gaps;
c. Using different coloured or textured materials for pathways;
d. Providing raised sidewalks in parking areas;
e. Minimizing the number of and width of driveways that cross sidewalks;
f. Using landscaping, bike lanes, and/or on-street parking to separate sidewalks from moving vehicular traffic; and
g. Testing and adapting innovative street approaches such as shared streets and pedestrian streets, to appropriate areas in Colwood such as Seaside Village.

POLICY 8.2.2.7 BEAUTIFUL PUBLIC REALM

Develop public spaces in streets that are interesting, engaging, dynamic, comfortable, and inviting, by:

a. Planting street trees and other landscaping, and ensuring significant mature tree canopies along streets are protected and enhanced over time;

IMPLEMENTATION

- ACTION: Update the City's Transportation Master Plan (TMP) to identify phasing approach for sidewalk upgrades.
- TIMING: Before 2023

Landscaping separates sidewalk from moving vehicular traffic.

b. Using high quality surfacing materials, engaging signage and wayfinding elements, and public art; and
c. Identifying suitable areas for plazas and other pedestrian spaces for public life including for socializing, resting, and recreating.

POLICY 8.2.2.8 PEDESTRIAN-SCALED BUILT FORM

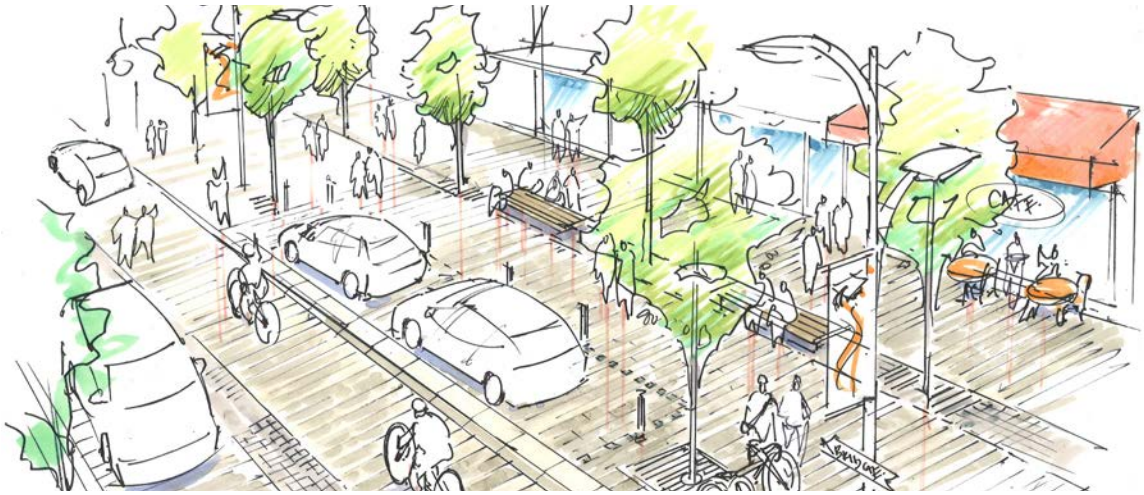
Require human-scale development by:

d. Requiring that ground floor commercial and other active uses in mixed-use areas directly front onto pedestrian priority areas, including sidewalks and plazas, and have minimal building setbacks;
e. Requiring that all surface parking be situated behind buildings, such that parking does not separate pedestrians from building frontages, particularly in mixed-use areas; and
f. Encouraging underground parking.

POLICY 8.2.2.9 REDUCING BARRIERS IN THE BUILT ENVIRONMENT

Promote access for all ages and abilities by:

a. Requiring exterior accessibility infrastructure and features to be shown on site plans submitted for development permit;
b. Developing in-house capacity to conduct accessibility assessments for people with disabilities, with assessments being undertaken of plans submitted at development permit stage to encourage the removal of barriers in public spaces; and



Testing innovative approaches to street design can involve shared streets and pedestrian-priority streets, which include a high quality public realm with: ample landscaping, seating, and amenities; a strong relationship to active uses in neighbouring buildings; and possibly lower speed limits. These approaches should be applied to important mixed-use destinations such as the Seaside Village.

A safe and accessible public realm must meet the needs of all ages and abilities.

c. Undertaking early coordination of onsite landscaping, pedestrian and parking areas with accessibility features (e.g. curb let-downs, ramps and designated wheelchair access routes) to avoid design conflicts.

POLICY 8.2.2.10 SAFE AND ACCESSIBLE PUBLIC REALM

Improve the safety and accessibility of streets by:

a. Implementing traffic calming measures, prioritizing school areas, and local and collector roads, while avoiding shifting pressures from one location to another;
b. Improving pedestrian crossings with standardized designs, upgraded signals, reduced curb return radii, curb extensions, increased pedestrian crossing times, accessible pedestrian push buttons and pedestrian countdown times, and, where appropriate, leading pedestrian intervals, scrambles, and activated signals;
c. Prioritizing pedestrian crossing improvements in school areas, followed by locations with high vehicle and high pedestrian volumes, followed by locations with high vehicle and low pedestrian or high pedestrian and low vehicle locations;
d. Prioritizing pedestrian connections in parking areas, such that each parking stall has direct access to a sidewalk or path that leads directly to building entrances or other pedestrian spaces;
e. Providing opportunities for rest, with public seating situated at regular intervals on sidewalks and other pedestrian connections; and
f. Applying Crime Prevention Through Environmental Design measures in the planning and design of new developments, streets, and other public spaces.

IMPLEMENTATION

- ACTION: Update the TMP to identify priority locations for improved pedestrian crossings over the short, medium, and long term.
- TIMING: Before 2023

Objective: 8.2.3
To improve the safety, comfort, convenience, and enjoyment of cycling for both recreational and destination-oriented trips.

POLICY 8.2.3.1 CONNECTED NETWORK

Enhance the bicycle network consistent with Figure 11: Cycling Network, to improve connectivity, linking key destinations such as commercial areas, schools, parks, and community facilities, and with a goal of having all residents and key destinations within 500 metres of a bicycle route.

IMPLEMENTATION

- ACTION: Priortize improvements for the following routes in the short term: Sooke Road and Island Highway; Ocean Boulevard; and Wishart Road.
- TIMING: Before 2023.

Multi-use pathway (Galloping Goose)

Protected (physically separate) bike lane

Buffered bike lane

Neighbourhood bikeway (local streets)

POLICY 8.2.3.2 ALL AGES AND ABILITIES

Provide cycling infrastructure that is comfortable for all ages and abilities by:

a. Allocating different types of bicycle facilities and degrees of separation from motor traffic – including multi-use pathways, buffered bicycle lanes, and neighbourhood greenways – based on Map 11: Cycling Network and criteria for street types and traffic volumes;
b. Providing bicycle route signage for both cyclists and drivers, to indicate where higher concentrations of cyclists are welcomed and expected; and
c. Applying design measures at intersections to minimize potential conflicts with motor vehicles and to generally enhance safety.

POLICY 8.2.3.3 REGIONAL CONNECTIONS

Work with the Capital Regional District and neighbouring municipalities to integrate Colwood's bicycle network within the broader regional network, including the Galloping Goose Regional Trail, E&N Rail Trail, and bicycle facilities in surrounding communities.

POLICY 8.2.3.4 MULTI-USE PATHWAYS

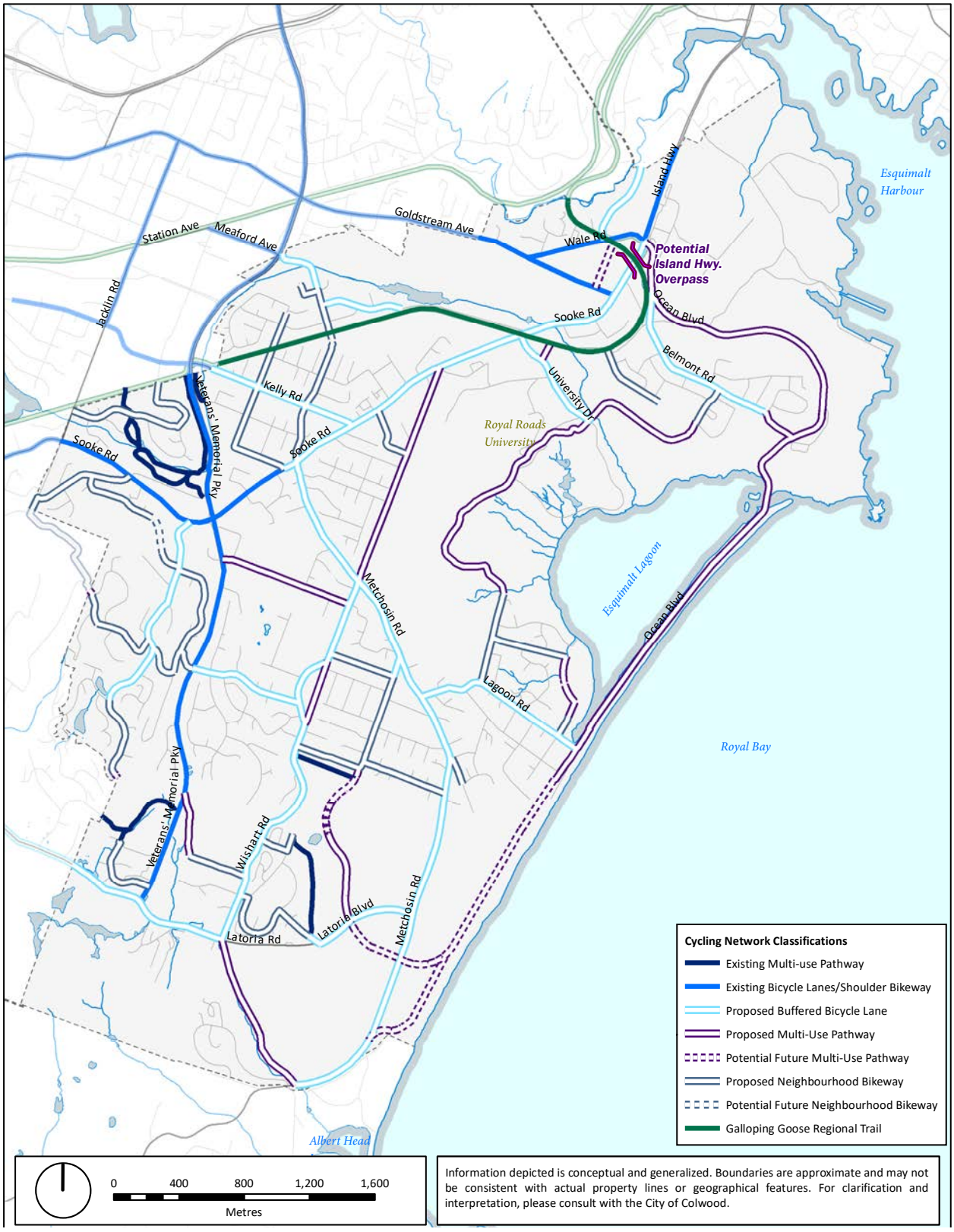
Enhance existing cycling and multi-use connections by:

a. Improving the safety and ease of the Galloping Goose detour through Colwood Corners and at Sooke Road and University Ave/ Aldeane Avenue;
b. Working with partners at the Royal Roads site to provide an attractive and direct north-south connection on Wishart Road from the southern neighbourhoods of Colwood to the Galloping Goose and Colwood Corners, and throughout the trail network within the site; and
c. Establishing a multi-use pathway on Ocean Boulevard along Esquimalt Lagoon.

POLICY 8.2.3.5 SHORT TERM BICYCLE PARKING

Provide safe and secure short term bicycle parking (i.e. less than two hours) in commercial, community, and recreation areas.

Figure 11: Cycling Network



POLICY 8.2.3.6 LONG TERM BICYCLE PARKING

Provide safe and secure long term bicycle parking (i.e. more than two hours) in multi-unit residential, workplace, and transit areas, including sheltered/enclosed racks and lockers.

IMPLEMENTATION

- ACTION: Update the Zoning Bylaw to include required ratios for spaces and residential units.
- TIMING: Before 2023.

Objective: 8.2.4
To support more attractive transit services – including speed, frequency, and directness of transit – and an enhanced rider experience overall.

POLICY 8.2.4.1 RAPID AND FREQUENT TRANSIT

Focus growth and coordinate land use (refer to Section 6) to support the establishment of a Rapid Transit Network and Frequent Transit Network as shown in Figure 12: Transit Network. Support the application of express transit lanes on the Trans-Canada Highway and supporting municipal arterial roads.

POLICY 8.2.4.2 ENHANCED LOCAL TRANSIT

Work with BC Transit to extend the reach of the Rapid and Frequent Transit Networks to form connections between neighbourhoods, local destinations, and the rest of the transit system, as shown in Map 12: Transit Network.

POLICY 8.2.4.3 TRANSIT FACILITIES

Work with BC Transit to improve transit stops by maintaining high quality infrastructure including sidewalks leading to bus stops, crosswalks near bus stops, accessible curb letdowns, lighting, customer information, and – at well-used stops – covered seating. Prioritize bus stops: along Frequent Transit Routes, particularly in the outbound directions; and near key employment areas such as Seaside Village and other centres.

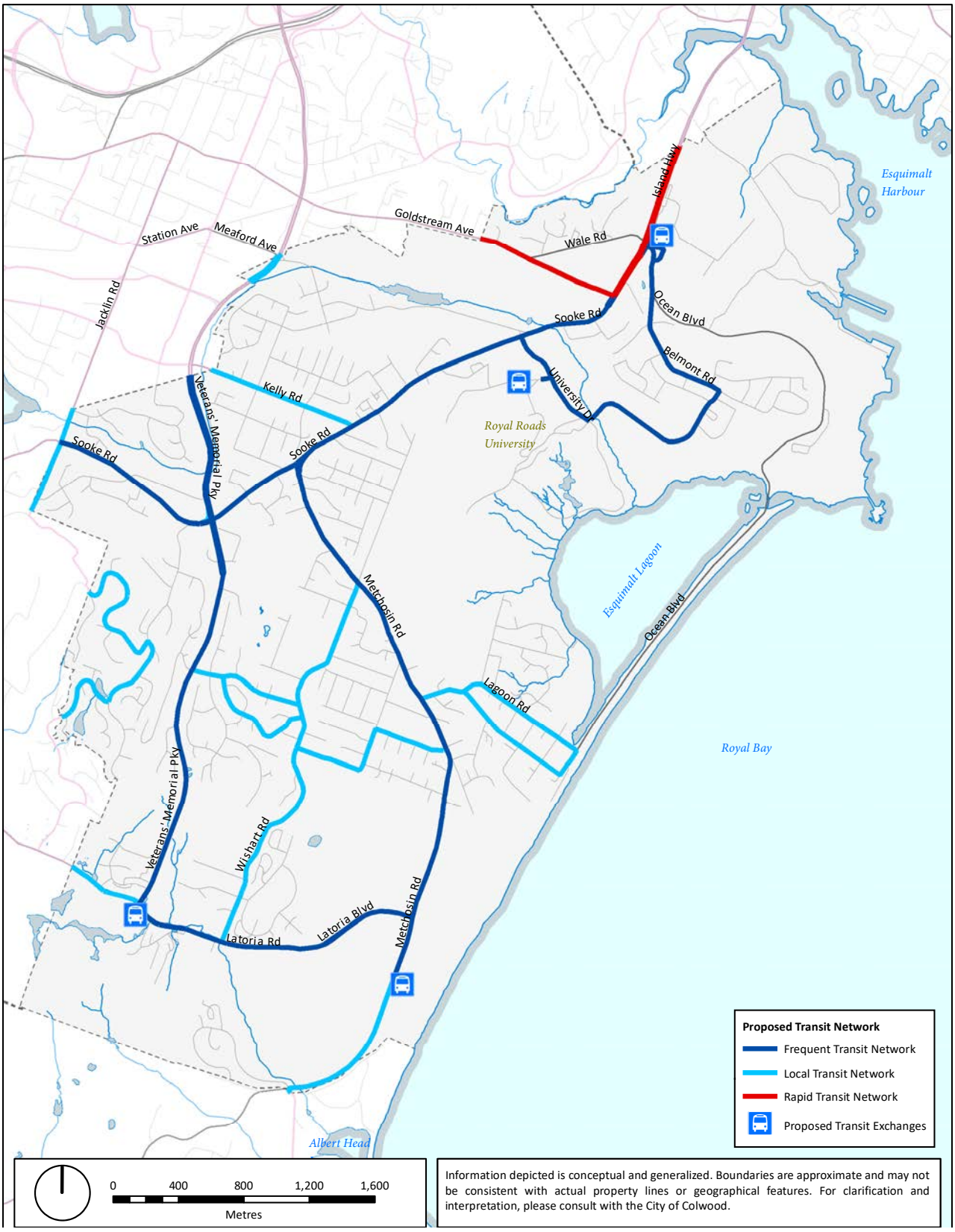
IMPLEMENTATION

- ACTION: Update the TMP to identify which transit priority treatments are appropriate in each identified improvement location.
- TIMING: Before 2023

POLICY 8.2.4.4 TRANSIT EXCHANGES

Work with BC Transit to explore the possibility of relocating the Colwood Exchange to Colwood Corners, which could allow for a Park and Ride facility, proximity of commercial amenities used by transit riders, and be a multi-modal regional transportation hub. Explore the possibility of additional medium-sized and smaller transit exchanges.

Figure 12: Transit Network



POLICY 8.2.4.5 MULTI-MODAL INTEGRATION

Work with BC Transit to support ongoing integration of cycling and transit needs, including provision of secure short-term and long-term bicycle parking at all existing and planned transit exchanges, in addition to maintaining the status quo of providing bicycle racks on all buses.

Objective: 8.2.5
To enable the efficient delivery of goods to local businesses and institutions in Colwood.

IMPLEMENTATION

- ACTION: Develop a Truck Routes Bylaw to regulate truck traffic and help formalize both local and regional goods movement in Colwood.
- TIMING: Before 2023

POLICY 8.2.5.1 LOCAL ACCESS

Identify strategies for goods movement and delivery in all new commercial development.

POLICY 8.2.5.2 REGIONAL GOODS MOVEMENT

Through local transportation planning and investments, support the Capital Regional District's primary route corridors along Island Highway, Sooke Road, and Veterans Memorial Parkway.

Objective: 8.2.6
To enable the safe movement of vehicles, effectively manage parking, encourage greener solutions for personal vehicle use, and anticipate changing trends in vehicular use.

IMPLEMENTATION

- ACTION: Update the TMP to identify the key principles/ characteristics of each classification.
- TIMING: Before 2023

POLICY 8.2.6.1 STREET NETWORK

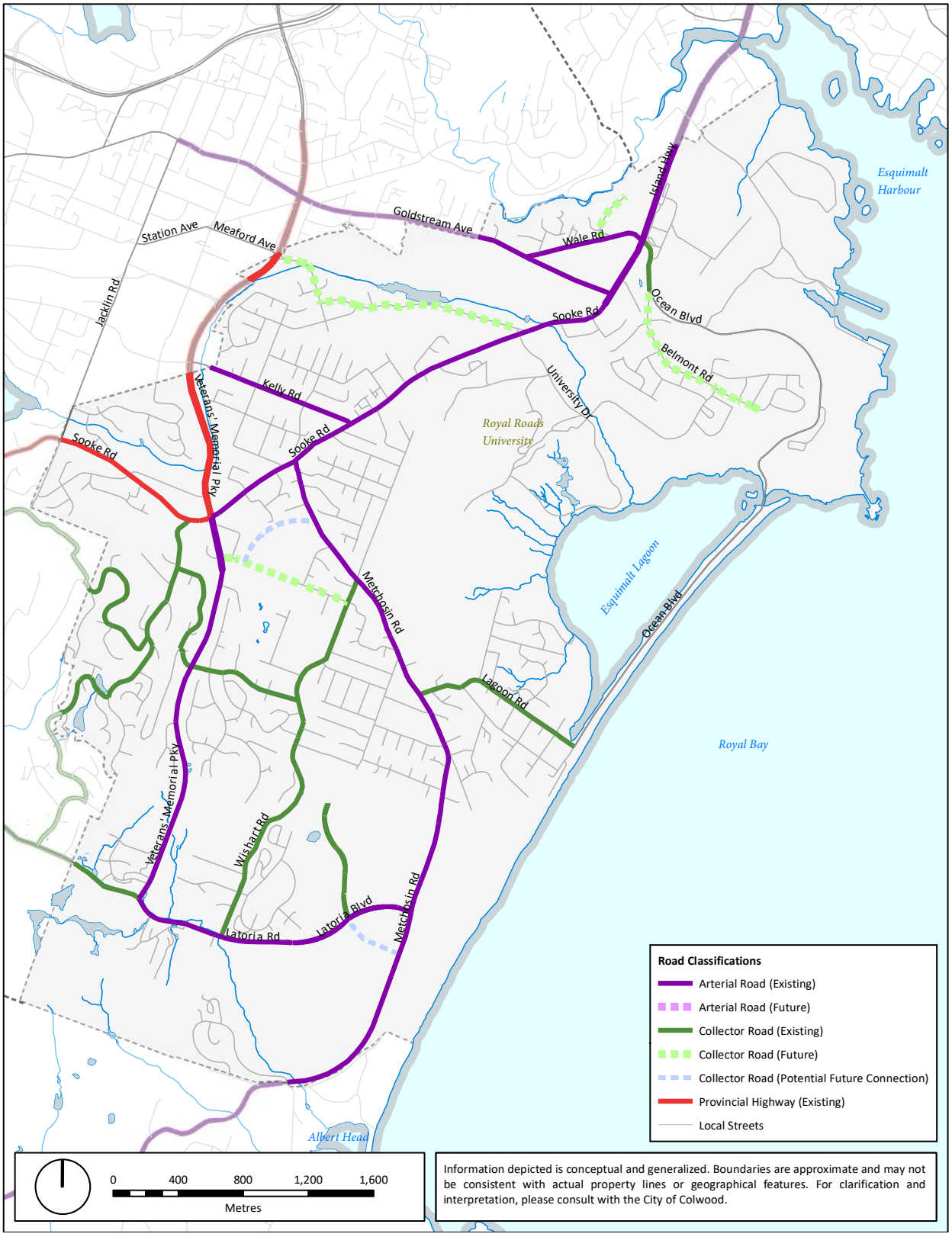
Update street classifications and complete the network as shown in Figure 13: Street Network.

POLICY 8.2.6.2 TRANSPORTATION DEMAND MANAGEMENT (TDM)

Improve the relative attractiveness of transit and active modes over single occupancy vehicle use by:

a. Working with developers to identify appropriate TDM measures for their development, potentially in exchange for reduced parking requirements; and
b. Working with schools to encourage students and parents to walk or cycle to school.

Figure 13: Street Network



IMPLEMENTATION

- ACTION: Update the Zoning Bylaw to help address this parking supply objective.
- TIMING: Before 2023.

POLICY 8.2.6.3 PARKING SUPPLY

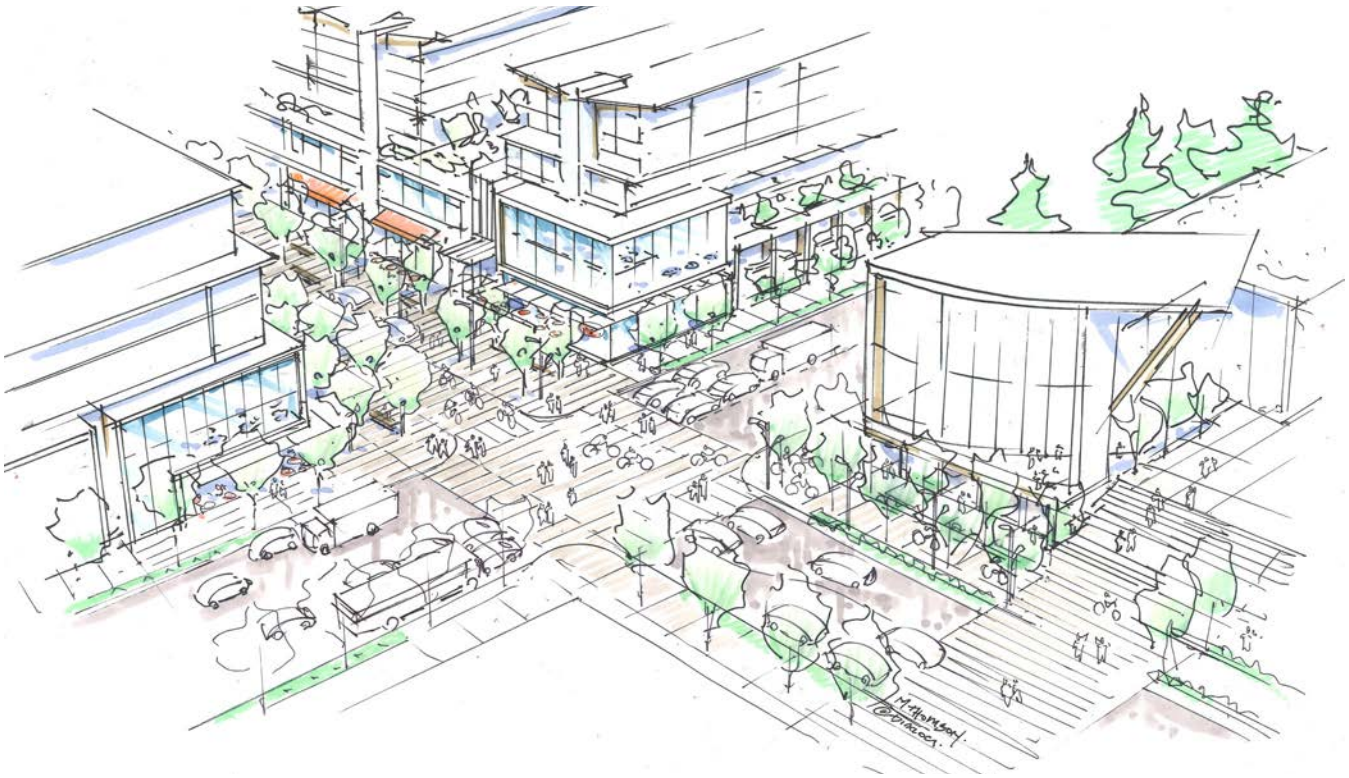
Enable on-street parking wherever appropriate, and review parking standards for new developments to ensure oversupply does not occur, and employ parking maximums to reduce surface parking lots and supply over time as part of facilitating mode shift.

POLICY 8.2.6.4 ROAD IMPROVEMENTS

Follow complete streets principles for all road improvements, which includes a design approach that requires that the street network be planned, designed, operated, and maintained to enable safe, convenient, and comfortable travel and access for all users of all ages, abilities, and modes of transportation.

POLICY 8.2.6.5 INTERSECTION IMPROVEMENTS

Enhance the safety of drivers, pedestrians, and cyclists by reducing the potential for conflict and improving upon the efficiency of each of their respective movements at intersections.



In addition to providing high quality access for all modes of transportation, a "complete streets" approach considers the surrounding context of land use and urban design, integrating destinations with multi-modal access, beautifying the public realm, and providing green infrastructure such as innovative rain water management.

POLICY 8.2.6.6 LOW OR ZERO EMISSION VEHICLES

Support the use of electric vehicles by:

a. Building on past success, finding opportunities to install additional public charging stations at locations that are visible and easily accessible with a mix of land uses that do not currently have a charging station, such as mixed-use buildings, public parks, and community centres; and
b. Reviewing parking standards to identify how electric vehicle charging stations can be included in new residential and commercial developments, as part of the Zoning Bylaw update.

POLICY 8.2.6.7 AUTONOMOUS VEHICLES

As driverless vehicles become a reality, prepare Colwood for the possibly transformative impact that these vehicles could have on the transportation system by updating the Transportation Master Plan with the following directions:

a. Working with BC Transit to consider how shared autonomous trips could help connect transit users on the Rapid or Frequent Transit Network to destinations outside of Rapid or Frequent Transit Network;
b. Considering how redevelopment and public realm investment in Colwood Corners, Seaside Village, and Neighbourhood Centres could accommodate safe and attractive hubs intended as transfer places for transit users connecting with autonomous vehicles;
c. Exploring the viability of allowing shared, slow-moving autonomous vehicles to travel on new active transportation corridors through fragmented areas of the street network including cul-de-sacs and looped and other dead end streets;
d. Considering how existing off-street parking may be re-purposed once no longer needed, and reviewing off-street parking requirements so that they can adapt to changing demand; and
e. Exploring how to adapt streets to the widespread use of autonomous vehicles as needed, including fewer and narrower travel lanes, fewer on-street parking spaces, more pick-up and drop-off spaces, and greater integration of transportation and information technology.

IMPLEMENTATION

- ACTION: Update the TMP and Zoning Bylaw so that they accommodate changing trends relating to autonomous vehicles, as well as other policy directions in this section of the OCP.
- TIMING: Before 2023.