



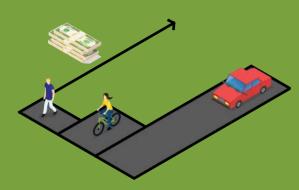
IN 2016, NORTH SAANICH POPULATION WAS II,249, A I.4% INCREASE FROM II,089 IN 2011.



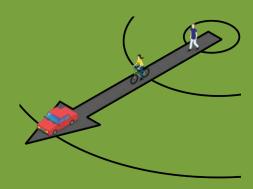
IN 2016, 2.6% OF NORTH SAANICH RESIDENTS WALKED TO WORK AND 2.0% CYCLED TO WORK.



IN 2016, 37.8% OF NORTH SAANICH RESIDENTS HAD A COMMUTE LESS THAN 15 MINUTES. A TRIP THAT COULD POSSIBLY BE MADE BY ACTIVE TRANSPORTATION



IN 2016, 10.8% OF NORTH SAANICH RESIDENTS EARNED LESS THAN \$10,000. PEOPLE ON LOW INCOMES MAY BE MORE RELIANT ON ACTIVE TRANSPORTATION



IN 2016, 22% OF RESIDENTS COMMUTED WITHIN NORTH SAANICH & 24% COMMUTED TO SIDNEY. SHORT TRIPS MAY BE EASIER TO SWITCH TO ACTIVE TRANSPORTATION



BETWEEN 2015 AND 2019, ICBC RECORDED II COLLISIONS INVOLVING CYCLISTS, AND 3 INVOLVING PEDESTRIANS IN NORTH SAANICH



# **Acknowledgements**

The District of North Saanich Active Transportation Plan was prepared in collaboration between the District staff and ISL Engineering and Land Services, with support from the public and stakeholders who provided their comments.

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## **Executive Summary**

The District of North Saanich Active Transportation Plan is a high-level planning document that both aligns with the District's Strategic Plan and Official Community Plan and provides a roadmap to guide Active Transportation improvements over the next 20 years. The Plan builds on the Districts Cycling Network Plan (2008, revised 2014) with the primary goal of providing enhancements to the current roadway and cycling infrastructure to further promote, and make more accessible, active transportation options for all people in the District.

This plan will help support the District's applications for grant funding which is anticipated to continue to fund a large proportion of the improvements proposed in this plan.

The plan vision is to improve community connectivity and safety over the next 20 years while respecting the character of North Saanich. Goals include increasing trips and connectivity, increasing safety on major and local roads, supporting the use of electric bicycles, coordination with stakeholders, alignment with other plans and projects, and consideration of the rural character.

The plan was developed with significant public input, in Phase 1 to identify issues and ideas in the District, and in Phase 2, to ask how much the public support each of the options and how they would prioritize them. This public feedback was used directly in the prioritization of options in the implementation plan.

The plan identified main issues and opportunities that included the completion of missing major network links, the need to balance inclusion & practicality, improve crossing safety, improve access to transit, and improve signage and wayfinding.

The plan recommendations were separated into two categories, major network improvements, and minor improvements. Major network improvements are recommended on Lands End Road, McDonald Park Road, McTavish Road and West Saanich Road. Over time, the major network will be enhanced to enable more people to travel along each of the District's major roadways safely by active transportation.

The minor improvements are smaller in scale and localized improvements, and include new or upgraded crosswalks, traffic calming including neighbourhood gateways, minor multi-use path improvements, reductions in the speed limit where applicable, changes to the share the road signage to encourage drivers to either 'change lanes to pass' or 'pass slow and wide' with graphics showing both a combination of cyclists and equestrians.

The plan will cost approximately \$16 Million in 2021 dollars and is anticipated to continue to be funded through a combination of grants, Federal Gas Tax, and municipal taxes. Improvements to facilities on BC Ministry of Transportation and Infrastructure roadways is anticipated to be largely funded by the Ministry. These include McTavish Road and portions of West Saanich Road.





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## 1. Introduction

## 1.1. Purpose of the Active Transportation Network Plan

Active transportation is any way of travelling using your own power to get from one place to another. Walking and cycling are the most common, but running, scootering, skateboarding, in-line skating, using a wheelchair, paddling, skiing, snowshoeing, horseback riding and using electric bicycles or scooters are all types of active transportation.



Making it easier and safer to travel by active transportation provides several benefits:

- **Improved Health:** Active transportation improvements support community health and well-being, creating a happier community. Healthcare costs can be reduced through improved physical and mental health and reduced risk of collisions.
- Cleaner Environment: Active transportation improvements can reduce transportation related emissions and improve air quality by encouraging people to use cleaner modes of transportation.
- Reduced Congestion: By enabling more people to choose active transportation, this can reduce road network congestion by freeing up road capacity and parking for those that still need or want to drive.
- Stronger Economy: Active transportation is more affordable for more people, and money saved on transportation costs such as car purchase, maintenance, insurance, parking, and gas, can be spent in other ways in the local community.
- **Increased Equity:** A transportation network that accommodates only the automobile is inequitable. By providing new and safer active transportation facilities it provides a safe option for those that can't drive, or choose not to.

This Active Transportation Plan includes a review of existing conditions including public feedback, key challenges, a plan vision and goals, design recommendations for the North Saanich context, recommended options to improve active transportation, and an implementation plan prioritized based on their contribution to the goals and support from the public. This plan will be used as a guide during capital works planning and will help support applications for Provincial and Federal grant funding, greatly reducing the District costs of the planned improvements.



1.2. Community and Neighbourhoods

North Saanich lies at the north end of the Saanich Peninsula, surrounded to the north, east, and west by coastal waters, to the east by the Town of Sidney where District residents utilize many local commercial amenities, and to the south by the District of Central Saanich.

The District measures approximately 10km by 7km, making many local trips generally accessible by active transportation of some form; however, the grades in some locations can be challenging as can the lack of safe facilities for active transportation.

North Saanich features eight distinct neighbourhoods and two First Nations.

## **Deep Cove**

Deep Cove includes amenities such as The Deep Cove Market, numerous beach access points, and the Wain Road Fire Hall. It provides a combination of residential and business land uses. Deep Cove is primarily

accessed from West Saanich Road, which for the north 500m, has no cycling or sidewalk facility. For the south 2km portion of West Saanich Road, there are shoulder bike lanes.



Cloake Hill/ Horth Hill is the location of the BC Ferries Swartz Bay terminal from which you can sail to Vancouver, Saltspring Island, and other Gulf Islands. Horth Hill Regional Park is also a popular destination, and Deep Cove Elementary School lies just on the boundary. Cloake Hill/ Horth Hill is primarily accessed via W Saanich Road, Lands End Road, Wain Road and Highway 17. The Lochside Trail begins close to the Ferry Terminal providing access to the McDonald Park neighbourhood, Sidney, the southern parts of North Saanich, and beyond to the other municipalities on the Saanich Peninsula. Highway 17 has shoulders, but with a posted speed of 90 km/h, these are not comfortable. West Saanich Road has an asphalt curb creating a sidewalk on the east side of the roadway between Wain Road and Cypress Road, helping to improve pedestrian safety to Deep Cove Elementary. North of Cypress Road there is a northbound painted bike lane up to Tatlow Road, and then north of Tatlow Road, there are no pedestrian or cycling facilities. Lands End Road has no pedestrian or cycling facilities. Wain Road features bike lanes between West Saanich Road and Highway 17.





#### **Curteis Point / McDonald Park**

Curteis Point and McDonald Park are home to several marinas, McDonald Campground, Parkland Secondary School and North Saanich Middle School. Access is primarily via Highway 17 or McDonald Park Road which includes painted bike lanes that provide an on-street connection for the Lochside Trail

#### Central Area North

Central Area North is largely home to large acreages and agricultural land, but also includes the District of North Saanich Municipal Hall. On the eastern side, it is also home to Canadian Tire and some small industrial businesses. Central Area North is bounded by West Saanich Road and Wain Road which both feature painted bike lanes, McDonald Park Road which has a multi-use pathway in front of Canadian Tire connecting to a pedestrian overpass across the highway. On the south side, Mills Road provides access and people can use the adjacent Flight Path as an alternative to the roadway.

## **Tseycum First Nation**

Tseycum First Nation is located on the western coast adjacent to Central Area South, it is accessed via West Saanich Road which has bike lanes in both directions through the Tseycum First Nation lands.

#### **Airport**

Airport, as the name suggests is primarily home to Victoria International Airport (YYJ) and many associated industrial businesses. The Victoria Airport Authority finished construction of the Flight Path in 2014 and it provides a continuous multi-use path around the airport lands connecting several neighbourhoods in the District and Sidney. Equestrians are prohibited from using this pathway.

#### **Central Area South**

Central Area South lies between the Airport lands on the north side and McTavish Road (MoTI jurisdiction) on the south. It is home to largely agricultural lands although at the east end there is McTavish Academy of Arts, and most residential areas take access from McTavish Road which has few facilities for pedestrians or cyclists along most of its length. At the east end, an asphalt curb separates pedestrians on the north side increasing safety to the McTavish Academy of Arts and other properties along this section of roadway.

#### **Dean Park**

Dean Park is home to Roost Farm Bakery, Panorama Recreation Centre and Kelset Elementary School. Dean Park is primarily accessed by East Saanich Road on the east side which has painted bike lanes in both directions.

#### **Ardmore**

Ardmore is primarily a residential community although it does include the Ardmore Golf Club which lies on the west side of West Saanich Road. Ardmore is primarily accessed





by West Saanich Road on its east boundary which has painted bike lanes on both sides north of McTavish Road.

#### **South East Quadrant**

The Southeast Quadrant is home to McTavish Transit Exchange and Park and Ride. It is primarily home to residential neighbourhoods and some agricultural land. Highway 17 runs through this neighbourhood dividing it, but there are two overpass connections to Lochside Drive which is also an on-street section of the Lochside Regional Trail featuring painted bike lanes.

## **Pauquachin First Nation**

Pauquachin Nation is located in the southwest quadrant of North Saanich. It is accessed via West Saanich Road, which south of McTavish Road, has no pedestrian or cycling facilities. This section of West Saanich Road is also within the jurisdiction of MoTI.

#### **South West Quadrant**

There is a small section of the District located south of the Pauquachin First Nation lands. It primarily includes John Dean Provincial Park, but there are also a small number of residential properties between the Pauquachin lands and the border with Central Saanich.

#### 1.3. Previous Plans

## 2008 Cycling Network Plan (Revised 2014)

The 2014 Cycling Network Plan recommended improved cycling facilities be added to 10 road and trail segments, some of which have been completed. Recommendations included:

- Bicycle lanes (paved shoulders) on East Saanich Road from Willingdon Road to the south boundary of the District [Completed by DNS].
- Bicycle lanes (paved shoulders) on West Saanich road between Wain Road and Towner Park Road [Completed by DNS].
- Trail along sewer trunk line from near West Saanich Road and Towner Park Road following John Road allowance along the north boundary of the Tseycum Reserve and connecting with John Road.
- Separate path along airport lands on the south side of Mills Road from West Saanich Road to McDonald Park Road [Completed by VAA].
- Bicycle lanes (paved shoulders) on McTavish Road between East Saanich Road and Lochside Drive (Provincial jurisdiction) [Completed by MoTI].
- Bicycle lanes (paved shoulders) on Wain Road from West Saanich Road to Tatlow Road [Completed by DNS].
- Separate path across airport land linking Willingdon Road with Mills Road.
- Bicycle lanes (paved shoulders) on West Saanich Road between Willingdon Road





and Ardmore Drive (and eventually beyond to McTavish Road) [Completed by DNS].

- Bicycle lanes (paved shoulders) on McTavish Road from West Saanich Road to East Saanich Road (Provincial jurisdiction).
- Completion of bicycle lanes on the Lochside Trail segment in North Saanich at Km 30 in front of North Saanich School. [Completed by DNS].

Other identified projects included:

- Amity Drive Highway 17 to Aldous to Wallace Drive.
- West Saanich Road Phase 4 Willingdon Road to Tseycum First Nation Reserve [Completed by DNS].
- West Saanich Road Phase 5 North Boundary of Tseycum First Nation Reserve to South Boundary of Tseycum First Nation Reserve [Completed by MoTI].
- West Saanich Road Phase 6 Birch Road to Lands End Road.

The report also identifies the construction of dedicated bicycle lanes on arterial and collector roads, the establishment and upgrading of segments of trail suitable for multiple uses where such segments function as part of the commuter cycling network. The plan proposes incremental progress towards the installation of cycling lanes on priority roadways that will continue as opportunities arise.

#### 2017 CRD Pedestrian and Bicycle Master Plan

The CRD Pedestrian and Bicycle Master Plan identifies a number of on-street bikeways within North Saanich. The primary inter-community bikeway network identifies a combination of multi-use trails, separated on-street, bicycle lane/shoulder bikeway and shared lane. The following projects have been identified as priority projects:

- Aldous Terrace Bicycle Lane/Shoulder Bikeway.
- Amity Drive Bicycle Lane/Shoulder Bikeway/Shared Lane.
- McTavish Road Bicycle Lane/Shoulder Bikeway.
- West Saanich Road Separated On-Street/Bicycle Lane/Shoulder Bikeway.
- Willingdon Road Bicycle Lane/Shoulder Bikeway.

The plan also identifies a pedestrian priority area on the eastern edge of North Saanich. Pedestrian priority areas have a high density of pedestrian-attracting destinations. Otherwise, the report did not identify a pedestrian network since it was deemed undertaken at the local level. The key principles of the plan are that:

- The walking and cycling environment should be safe.
- Pedestrian and cycling facilities should be consistently designed and installed.
- The networks should connect to places people want to go.
- The environment should be easy to understand and use.
- Improvements should be economical.
- Guidelines should be flexible and applied with professional judgement to ensure context sensitivity.





The report also identifies education and encouragement, enforcement and evaluation and planning objectives. The key components are summarized below:

- Develop a regional Active and Safe Routes to School Effort.
- Create education programs that increase knowledge and confidence around active transportation.
- Develop a Marketing and Promotion Strategy to improve the status of cycling and walking.
- Increase access to bicycles.
- Upgrade existing bylaws, introduce new bylaws.
- Conduct bicycle and pedestrian safety audits.
- Improve driver/cyclist traffic behaviour.
- Develop a benchmarking and measurement system.
- Improve inter-jurisdictional harmonization.

#### 1.4 Other Relevant Documents

#### **Official Community Plan**

The OCP identifies the "need for trails, pedestrian, equestrian, and cycling connections" through parkland dedication. It also identifies that the "road network in North Saanich will be developed in a manner, which encourages the use of public transportation system along major routes and where practical, and which encourages use by pedestrians and cyclists." For commercial and industrial areas, the OCP also identifies pedestrian oriented lighting and landscaped, attractively surfaced connections from the street frontages to the buildings main entry. For marinas, pedestrian routes must be integrated with clearly defined parking areas, public spaces and commercial areas in an attractive manner.

Furthermore, the OCP identifies "to encourage transportation by bicycle as a safe means of reducing vehicular traffic and emissions and promoting a sense of community, the District shall facilitate creation of pedestrian and bicycle-friendly neighbourhoods by acquiring necessary rights-of-way for bikeways, footpaths and trails." In addition to this the OCP sets out "to encourage safe bicycling by providing an adequate bicycle network and by supporting education programs especially for children" and "To encourage transportation by bicycle as a means of reducing vehicular traffic and emissions and promoting a sense of community."

The District's policies encourage public transit as an alternative means of transportation by encouraging upgraded transportation between residential neighbourhoods, major employment centres, public facilities located in Sidney and downtown Victoria, and the development of park and ride sites at appropriate locations.

The OCP also specifies that the Regional Transportation Plan identifies the McTavish Exchange/Airport and Swartz Bay Ferry Terminal as Gateway Mobility Hubs, which are major interchanges between two or more different modes or terminal nodes in the regional multi-modal network, often serving as access points into and out of the region and sometimes involving connections between multiple transportation operators.





#### **Strategic Plan**

The Strategic Plan is an "umbrella policy" that sets the context for all that we do and helps to align specific plans having to do with finance, land use, solid waste, information technology, infrastructure and parks. It also provides the basis for department business plans and annual budget submissions. The Plan focuses on new objectives; however, it is recognized and acknowledged that the vast majority of the District's resources are devoted to its core services, including infrastructure maintenance, Planning & Community Services, parks, trails, Emergency Services protection, emergency preparedness, financial services, administration, and information management.

The District of North Saanich Council and staff will:

- be ethical, open, honest and fair;
- provide excellent customer service:
- collaborate as a strong team and promote constructive relationships at the local and regional level;
- make decisions that reflect the overall will and best interests of our community;
- be consistent in the application of policy, bylaws and regulations;
- be flexible, innovative and progressive in our efforts to improve results while being tolerant of appropriate risks;
- ensure outstanding stewardship of public assets and the environment;
- be supportive of the community's strong volunteer ethic; and
- be respectful of neighbourhood issues.

This Active Transportation Plan falls under the umbrella of the strategic plan and contributes to some of the values and operating philosophy by providing recommendations that reflect the overall will and best interests of the community, ensure stewardship of public assets and the environment, and providing excellent customer service in the form of access to active transportation.

#### **2014 Pavement Management Program**

The pavement management program report completed in 2014 found that the majority of roads are in 'very good' condition. A short section of McDonald Park Road and Ebor Terrace was rated in 'good' condition.

## **Subdivision and Development Control Bylaw**

The subdivision and development control bylaw, adopted in 1991, has limited requirements for pedestrian and cycling facilities. For Service Level 1 streets, i.e., asphalt roadway with gravel shoulders, sidewalks and/or footpaths are not required, except where the Approving Officer deems otherwise. For service Level 2 streets, i.e., those with curb and gutter, sidewalks and/or footpaths shall be installed to provide for pedestrian movement in accordance with the requirements established for any proposed subdivision by the Approving Officer.





## **Provincial Active Transportation Strategy and Design Guidelines**

In mid 2019, the Provincial government introduced two key documents relating to active transportation. The Provincial Active Transportation Strategy 'Move, Commute, Connect' is part of the CleanBC plan to build a stronger brighter future for British Columbia. The strategy will help reinforce the importance of making our communities cleaner, healthier and more sustainable. The Province is focused on working in partnership with communities to improve our province-wide walking, cycling and other active networks, and creating community-specific active transportation networks that are safe, accessible and convenient for pedestrians, cyclists, transit riders and motorists - of all ages and abilities.

Goals of the Provincial Active Transportation Strategy include:

- Double the percentage of trips taken with active transportation by 2030.
- Inspire British Columbians of all ages and abilities to choose active transportation
  with incentives that encourage active transportation use—like the Scrap-It e-bike
  rebate, Learn to Ride programs and Active and Safe Routes to School.
- Build on the success of the BikeBC program, so communities can build integrated and accessible active transportation systems that work for all active transportation users.
- Work together with communities to create policies and plans that enable and support complete active transportation networks across the province.

The Design Guide developed in parallel with the strategy draws on best practice and generally aligns with the Transportation Association of Canada Geometric Design Guide for Canada Roads which was itself recently updated to reflect best practice for active transportation. The guideline provides facility selection advice and design guidance for active transportation infrastructure and specifically provides recommendations on facility type for urban and rural contexts. North Saanich contains both types of roadways.

#### **South Island Transportation Strategy**

In September 2020, the Ministry of Transportation and Infrastructure released the South Island Transportation Strategy, which lays the groundwork for future improvements to the ways people get around on southern Vancouver Island, focusing on improvements to transit and active transportation.

Each of the identified priorities supports the goals of the strategy: to ensure sustainable options for a variety of travel modes, to strengthen connections between travel modes and improve connections between communities, to improve the safety and reliability of the transportation network, and to support and encourage active transportation options.

Priorities from the plan that relate to this active transportation plan include:

#### Goal 1: Ensure sustainable options for a variety of travel modes:

Short-term priority: prioritizing transit stop improvements servicing indigenous communities





#### Goal 2: Strengthen connections between travel modes and improve connections between communities:

- Short-term priority: Advancing the development of key transportation hubs that accommodate all travel modes across the region in partnership with BC Transit.
- Short-term priority: Adding secure bike parking/storage at key locations
- Medium-term priority: Working with Indigenous, local and regional governments to include Active Transportation Infrastructure in rehabilitation projects that improve inter-regional connections

## Goal 3: Improve the safety and reliability of the transportation network:

- Short-term priority: Prioritizing active transportation and pedestrian accessibility during project development within ministry projects.
- Short-term priority: Prioritizing transit facilities and improvements during project development within ministry projects

#### Goal 4: Support and encourage active transportation options:

- Short-term priority: Encouraging the growth of inter-regional trails in the CRD and CVRD including the Lochside Regional Trail.
- Short-term priority: Supporting Active Transportation Infrastructure Grant applications that align with the British Columbia Active Transportation Design Guide.
- Short-term priority: Prioritizing the installation of bike lockers at mobility hubs.
- Medium-term priority: Working with regional and local governments to advance grade separation of inter-regional trails, add specific bike signals and remove conflict points.





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## 2. Engagement Summary

Two phases of public engagement were undertaken during the development of this plan. The first phase asked the public about their issues with the existing conditions and the importance of active transportation, as well as their ideas to improve active transportation. The second phase took place after option development and asked the public if they support the individual options and how they would prioritize them. The "What we Heard" report is provided in Appendix A.

## 2.1. Phase 1 Engagement Summary

The phase 1 survey took place in July and August 2020 and the public were asked to respond to four broad themes that are intertwined with active transportation including transportation equity, health and transportation, traffic and road safety, and places and infrastructure.

The survey took place at a time when people's lives were disrupted by the COVID-19 pandemic resulting in more people working from home, more people getting out of their house for exercise and physically distanced company, and others facing reduced income or lay-offs.

The first phase of public engagement confirmed that North Saanich is home to an aging population that makes trips by active transportation mostly for recreation, shopping and socializing, rather than commuting.

Many people already get around by active transportation, frequently walking and cycling. Somewhat different from the norm, many people in North Saanich consider themselves confident and enthused cyclists, far more-so than interested but concerned.

Because so many people are already walking and cycling the extent of mode-shift possible may be somewhat limited, but that's not to say improvements aren't necessary. Those that are interested but concerned are effectively excluded currently from some of the major connections in the North Saanich, with neighbourhoods becoming islands cutoff with no safe routes to other neighbourhoods.

In terms of equity, it appears that most people in North Saanich do drive or have access to a car, but also cycle. While some cited the low cost of cycling as one of the reasons they do it, most are making recreational or social and shopping trips, which while not a commute to work, are of course still essential trips.

Most respondents valued active transportation as very important for both their physical and mental health, many acknowledging that they had been getting around by active modes more during the COVID-19 pandemic and would likely continue to do so once restrictions are relaxed, perhaps an indicator that mode-share might be quite different in the next Census or travel survey.

With respect to infrastructure, many people noted that they would feel comfortable using protected bike lanes, but interestingly this was still lower than those that said they were





comfortable using the existing painted bike lanes, and less than those that were comfortable using multi-use paths.

The respondents did provide many useful insights into specific problem locations which can be identified for local improvements in the option development and implementation plan.

## 2.2. Phase 2 Engagement Summary

The phase 2 survey took place in January and February 2021 and the public were asked to indicate their level of support for individual plan options as well as identify which options were a priority.

Significantly more people support the proposed options than oppose them, but the public feedback highlights a number of challenges that the District may consider as they approach the implementation of each facility type:

## **Bicycle Lanes or Bicycle Accessible Shoulders**

- If space is available, widen to allow space for passing in the facility and space for protective barriers even if to be installed at a later date.
- On corners, widening can be more beneficial as vehicles have a tendency to cut the corner or run wide.
- Where feasible provide a gravel shoulder behind the paved shoulder for equestrian use
- Where the pedestrian activity is higher, i.e., near schools, consider separate space for pedestrians.

## **Multi-Use Pathways**

- Encourage pathway etiquette including:
  - Keep to the right messaging
  - Pass slowly messaging
  - Respect other pathway users
  - Priority messaging i.e., equestrians, pedestrians, cyclists
- Encourage cyclists wishing to travel at speed to stay on the roadway, i.e., fast/slow signage.
- Where feasible, provide a gravel shoulder behind the paved pathway for equestrian use.

#### **Minor Improvements**

Like for the core network, significantly more people support the proposals than oppose them, but the public feedback highlights a number of challenges that the District may consider as they approach the implementation of each facility type:

 There are many conflicting opinions on current issues and solutions. As appropriate further studies may be appropriate to confirm the scale of issues identified and





- provide support for the potential solutions. Additional public outreach may be appropriate.
- Care may be required to balance a benefit provided to one user group with the impact any changes have on other user groups.



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# 3. Existing Conditions

## 3.1. Demographics

Community demographics describe the community the plan must serve and provide insight into how the community compares with others. This section provides a summary of key demographics in North Saanich that relate to the community or how they travel.

### **Population**

There were 11,249 residents recorded in North Saanich in the 2016 Canadian Census. The population grew 1.4% since 2011, much less than the provincial average of 5.6%. North Saanich occupies 37.3 square kilometres and has a population density of 302 people per square kilometre, much more than the 5 people per square kilometre for the province, but much less than more densely populated areas. For example, the City of Victoria has 4,406 people per square kilometre.

The average household size is 2.4 people per household matching the provincial average. 33.9% of all couples have children, less than the provincial average of 48.1%. Single detached homes account for 80.9% of the housing stock compared with 44.1% in the province.

The age profile in North Saanich is shown in Table 3.1. It leans towards those approaching or beyond retirement age. The District is considerably underrepresented by under '50s compared with British Columbia as a whole and over-represented by every age group in the over '50s. With respect to active transportation, facilities that are safe for an aging population are important, and it is likely that there are less employees and more retirees compared with the province as a whole.

**Table 3.1: 2016 Census Population Age** 

Age Group	North Saanich	British Columbia
0-19	16.1%	20.5%
20-29	7.1%	12.7%
30-39	6.7%	13.1%
40-49	10.2%	13.2%
50-59	17.5%	15.2%
60-69	22.5%	13.2%
70-79	13.5%	7.4%
80+	6.5%	4.6%



#### Income

Income can be one indicator of people's transportation needs with those on lower incomes being more reliant on active transportation and transit. In North Saanich, those on lower incomes could include the unemployed, underemployed, retired, or in low-income employment. Based on the 2016 Census, the median total income in North Saanich is \$44,913, significantly higher than the provincial average of \$33,012.

Table 3.2 provides total income by band. A living wage in Greater Victoria was defined as \$19.39/hour (livingwagecanada.ca) in 2019. For a 35-hour work week this equates to an annual salary of \$35,290. In North Saanich, approximately 40% declared they earn less than a living wage, compared with approximately 52% for the province which would indicate that there are fewer people of low income in North Saanich. With the aging population, it is possible that many of those declaring a lower income are retired and have lower expenses than the average Canadian. Still, with auto ownership often consuming a large part of available income, reducing peoples need to travel by motor vehicle can support improved livability, regardless of a person's circumstances.

**Table 3.2: 2016 Census Total Income Bands** 

Personal Income	North Saanich	British Columbia
Under \$10,000	10.8%	15.4%
\$10,000 to \$19,999	12.9%	17.5%
\$20,000 to \$29,999	11.3%	13.5%
\$30,000 to \$39,999	10.1%	11.4%
\$40,000 to \$49,999	9.8%	9.8%
\$50,000 to \$59,999	8.6%	7.7%
\$60,000 to \$69,999	7.2%	6.0%
\$70,000 to \$79,999	6.3%	4.6%
\$80,000 to \$89,999	5.1%	3.6%
\$90,000 to \$99,999	3.9%	2.6%
\$100,000 and over	14.1%	15.8%



## 3.2. Existing Transportation Patterns

#### **Commute Mode Share**

Existing mode share is an indicator of the existing infrastructure for active transportation, but is also subject to land use patterns. Compact mixed-use development has greater potential for shorter active trips than more rural areas. In North Saanich, the overall land area is guite small but there is limited employment compared to neighbouring communities. Table 3.3 provides 2016 Census mode share for travel to work. 87.1% of residents use a motor vehicle to commute to work. People biking, walking and using public transportation make up 2.0%, 2.6% and 5.9% of commuters respectively.

Table 3.3: 2016 Census Mode Share for Travel to Work

Mode of Transportation	North Saanich	British Columbia
Car, truck, van – as a driver	81.8%	70.5%
Car, truck, van – as a passenger	5.3%	5.5%
Public transit	5.9%	13.1%
Walked	2.6%	6.8%
Bicycle	2.0%	2.5%
Other method	2.4%	1.7%

#### **Commute Trip Lengths**

Short trips have the greatest potential for conversion to active transportation. Table 3.4 shows that in the 2016 Census, North Saanich residents had a greater percentage of trips under 15 minutes compared with the provincial average. With the high vehicle mode share, it's possible that many of these short trips are currently made by motor vehicle and could feasibly be made on foot or more likely by bicycle if safe connections are provided.

**Table 3.4: 2016 Census Commute Duration** 

Commute Duration	North Saanich	British Columbia
Less than 15 minutes	37.8%	28.8%
15 to 29 minutes	27.4%	32.9%
30 to 44 minutes	22.5%	20.3%
45 to 59 minutes	7.3%	8.8%
60 minutes and over	4.9%	9.1%



## **Commute Trip Origins and Destinations**

There were 3,755 North Saanich residents that commute to a usual place of work in the 2016 Census (Table 2.5). With the right infrastructure in place, it is possible that those commutes that stay within North Saanich (21.6%), or adjacent municipalities of Sidney (23.8%) and Central Saanich (11.9%) could be made by active modes by many people if safe connections were available.

Table 3.5: 2016 Census North Saanich Resident Commute Destinations

Commute Destination	Trips	Percentage Trips
Sidney	895	23.8%
Victoria	815	21.7%
North Saanich	810	21.6%
Saanich	535	14.2%
Central Saanich	445	11.9%
Esquimalt	95	2.5%
View Royal	50	1.3%
Langford	45	1.2%
Oak Bay	35	0.9%
Southern Gulf Islands	30	0.8%

There were 3,995 people employed in North Saanich with a usual place of work in the 2016 Census (Table 3.6). The same 810 people noted above represent 20.3% of employees. In addition, 15.5% of employees come from Sidney and 12.9% from Central Saanich. Many trips from these adjacent municipalities could feasibly be made by active transportation if safe connections were available.

**Table 3.6: 2016 Census North Saanich Employee Commute Origin** 

Commute Origin	Trips	Percentage Trips
Saanich	830	20.8%
North Saanich	810	20.3%
Sidney	620	15.5%
Central Saanich	515	12.9%
Victoria	405	10.1%
Langford	260	6.5%
Colwood	125	3.1%
Esquimalt	100	2.5%
Oak Bay	80	2.0%
Other	250	6.3%



## **Non-Commute Trip Purposes and Mode Share**

The 2017 CRD Household Travel Survey recorded 11,260 vehicles in North Saanich, which equates to 0.96 vehicles per person, or 2.36 vehicles per household. 0.4% of households have no vehicles. 22% have 1 vehicle, 40% two vehicles, and 37% have 3 or more vehicles.

There are also 9,330 adult bicycles and 1,550 child bicycles recorded in North Saanich, which equates to 1.96 bicycles per household.

The survey recorded 3.07 trips per day for people over 5 years old and 6.95 trips per day per household.

Table 3.7 illustrates trip purpose In North Saanich, commute trips account for just 11%, with recreation and socializing accounting for 14%, dining 4% and shopping 9%. The return trips home are all grouped together.

Table 3.7: CRD Travel Survey North Saanich Trips by Purpose

24 Hours	From District		To District		Within District	
Work	3,550	11%	5,390	20%	1,330	15%
Post-secondary school	360	1%	30	0%	-	0%
K-12 school	430	2%	910	3%	650	7%
Personal business	1,490	6%	700	3%	210	2%
Recreation / Social	3,840	14%	4,510	17%	1,500	17%
Dining / Restaurant	1,080	4%	160	1%	300	3%
Shopping	2,330	9%	210	1%	150	2%
Pick-up / drop-off passenger	2,220	8%	2,970	11%	1,070	12%
Return Home	11,170	42%	9,110	35%	3,560	40%
Other	200	1%	2,330	9%	190	2%
Total	26,680	100%	26,320	100%	8,960	100%



The travel survey provides a more detailed breakdown of mode share for all trips made in North Saanich (Table 3.8) for the above trip purposes. Like the Census data for commute to work trips to and from North Saanich have low walking (1%) and cycling (2%) rates. However, for trips within North Saanich the rates are encouragingly higher with walking at 7% and cycling at 5%.

Table 3.8: CRD Travel Survey North Saanich Trips by Mode

24 Hours	From I	From District		To District		Within District	
Auto Driver	18,840	71%	18,690	71%	5,440	61%	
Auto Passenger	4,830	18%	4,520	17%	1,870	21%	
Transit	720	3%	970	4%	90	1%	
Bicycle	530	2%	520	2%	420	5%	
Walk	280	1%	270	1%	580	7%	
Other	1,460	5%	1,360	5%	560	6%	
Total	26,680	100%	26,320	100%	8,960	100%	



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## 3.3. Vehicle Volumes and Speeds

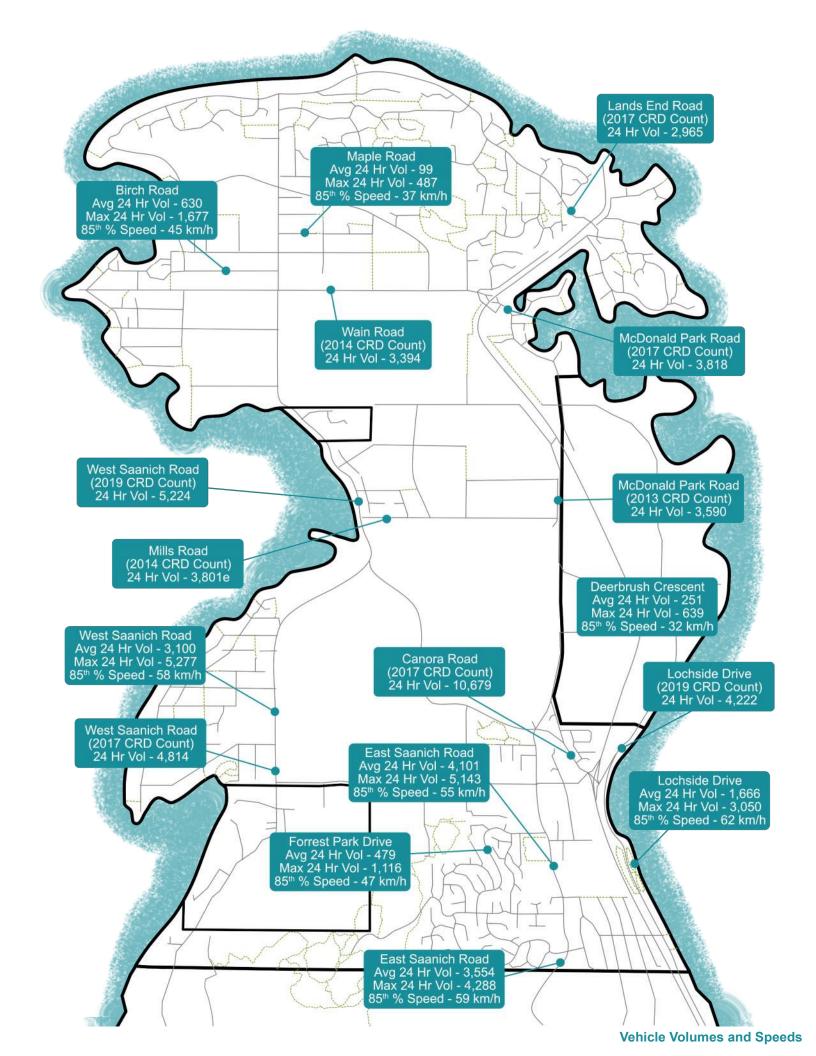
The District of North Saanich has collected vehicle volume and speed data at a number of locations throughout the District where speed reader boards were installed. In addition, the Capital Regional District (CRD) also collects traffic volume data at numerous sites throughout the region including several in North Saanich.

Vehicle volume and speed are the two primary metrics used when selecting appropriate active transportation facilities, with lower volumes and speed being generally more acceptable for shared use with motor vehicles and physical separation recommended where volumes and speeds are higher.

The map to the right displays the average and maximum daily vehicle volumes for the nine vehicle volume count sites collected by the District and 24-hour count data collected by the CRD. The available data indicates that most local roads fall within the Transportation Association of Canada threshold of 2,500 vehicles per day for shared use by motor vehicles and cyclists, albeit traffic speeds are above 30 km/h at all locations suggesting either a better-separated facility or traffic calming to reduce speeds may improve comfort and safety for people walking and cycling.

On the major routes, volumes are typically in the 4,000 to 6,000 range and speeds are higher than 50 km/h indicating that to be suitable for all ages and abilities, separated facilities should be provided on all major routes in the District. However, the BC Active Transportation Design Guide acknowledges that in rural environments, that may be less feasible and lesser facilities may be acceptable albeit not being suitable for all ages and abilities.

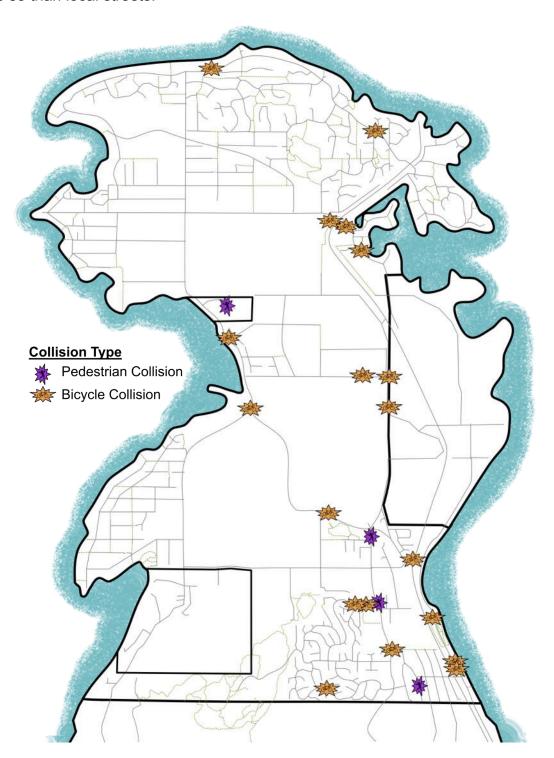






## 3.4. Pedestrian and Bicycle Collisions

ICBC recorded nineteen collisions involving people cycling and four collisions involving people walking between 2009 and 2018 (Figure 2.2). Most collisions occur along the collector and arterial roads highlighting a need for safety improvements on these routes more so than local streets.





#### 3.5. Pedestrians

#### **Design User**

The active transportation plan will consider pedestrians of all abilities and the different needs they may have. The Design user could be any of the following:

- Able bodied: While able-bodied pedestrians can generally negotiate most conditions, they will still prefer to be safely separated from vehicles and ideally cyclists and other micro-mobility devices.
- Physically disabled: While physical disabilities can vary, the plan is generally
  referring to those using a wheelchair or mobility scooter for transportation. Being
  often lower down, visibility can be an issue, separation is often preferred,
  appropriate curb ramps and building access is essential, while steep slopes may be
  problematic for those using their own power.
- Cognitively disabled: such disabilities might impact a person's vision or hearing, or they may have other mental disabilities that affects their cognition. Good signing and wayfinding is important, including braille and tactile warning devices. Crossings can include audible sounds to indicate activation.
- **Elderly and/or infirm:** The elderly or inform will benefit from the above measures also, and may suffer some physical or cognitive decline, avoidance of steep slopes may be preferable or where possible landings at regular intervals with places to rest are often valued. If such landings can incorporate shade, this also helps provide weather protection.
- Children: Children are often less aware and less predictable as they move along the
  road, often not appreciating the danger posed by other modes. Where children are
  likely to be present, i.e., schools, or parks, more emphasis should be placed on
  separate pedestrian facilities or traffic calming to reduce the likelihood and severity
  of a collision.



## **Facility Types**

Six different facility types exist for pedestrians in the District, but they often do not connect to a cohesive network. The five facility types include concrete sidewalk, roadway with asphalt curb, multi-use pathway, roadway shared with vehicles, shoulder bike lanes that are sometimes used by pedestrians, and trails.

- Sidewalks: Sidewalks are comfortable for most people but are very limited. Subject
  to their design, they can present accessibility challenges if curb ramps are designed
  or placed incorrectly and if there are obstructions that restrict the width. They are
  typically concrete but in places also created using asphalt curb placed to provide
  separation between vehicles.
- Multi-use paths: Multi-use paths include the Flight Path around the airport and the Lochside Regional Trail and access routes. These facilities are generally comfortable for pedestrians, but with other users on bicycles, skateboards, rollerblades, etc., speed differentials can cause conflicts and discomfort for pedestrians. They are best used where volumes are lower or space prevents separate facilities.
- **Shared roadway:** Many roads in the District require people to share the roadway with motor vehicles. This can be somewhat comfortable on local roads with low traffic volumes and speeds, but less so on busier roads.
- **Shoulder Bike Lanes:** Shoulder bike lanes are intended primarily for cyclists, however, on some roads in the District, they are often utilized by pedestrians.
- Trails: Trails often connect cul-de-sac streets, helping to reduce vehicle volumes on these streets and providing key connections between neighbouring streets. The only issues with the trail system are the lack of "eyes on the trail" leading to concerns over personal safety, potential wildlife encounters, and the terrain and trail surface that might not be passable by all. A lack of lighting also means these trails may be used less in the evening or winter months. However, local residents may prefer such trails to remain natural and prefer not to see them upgraded to a more urban standard.





Concrete Sidewalk



Asphalt Curb Sidewalk



Multi-Use Path



Shared Roadway



Shoulder Bike Lane



Tra



### **Crossing Types**

Traffic volumes are relatively low in the District, allowing pedestrians to cross the road relatively easily in many places. However, crosswalks provide priority and increase safety, particularly for those less abled bodied. There are five types of roadway crossing in the District:

- Mid-block crosswalk: These crosswalks feature zebra markings and are often accompanied by conventional or Rapid Rectangular Flashing Beacons (RRFB) to increase visibility of pedestrians and driver compliance.
- Stop Controlled Intersection Crosswalk: At stop-controlled intersections, these
  crosswalks will often be marked with parallel white lines. Pedestrians have priority
  over vehicles.
- **Signalized Crossing:** There are few signalized intersections in the District and those that do exist lie within the jurisdiction of the BC Ministry of Transportation and Infrastructure (BC MOTI).
- Pedestrian Overpass: Pedestrian overpasses are all within the jurisdiction of the BC MOTI but provide valuable access across the highway. In most cases, these are shared with cyclists, but cyclists are asked to dismount, with the exception of McTavish which was designed to allow cyclists to ride across.
- Unmarked crossing: All intersections permit pedestrians to cross the road, regardless of the presence of any crosswalk markings, and pedestrians always have priority over motor vehicles.





Zebra Crosswalk with RRFB



**Stop Controlled Intersection** 



Signal Controlled Intersection



Pedestrian Overpass

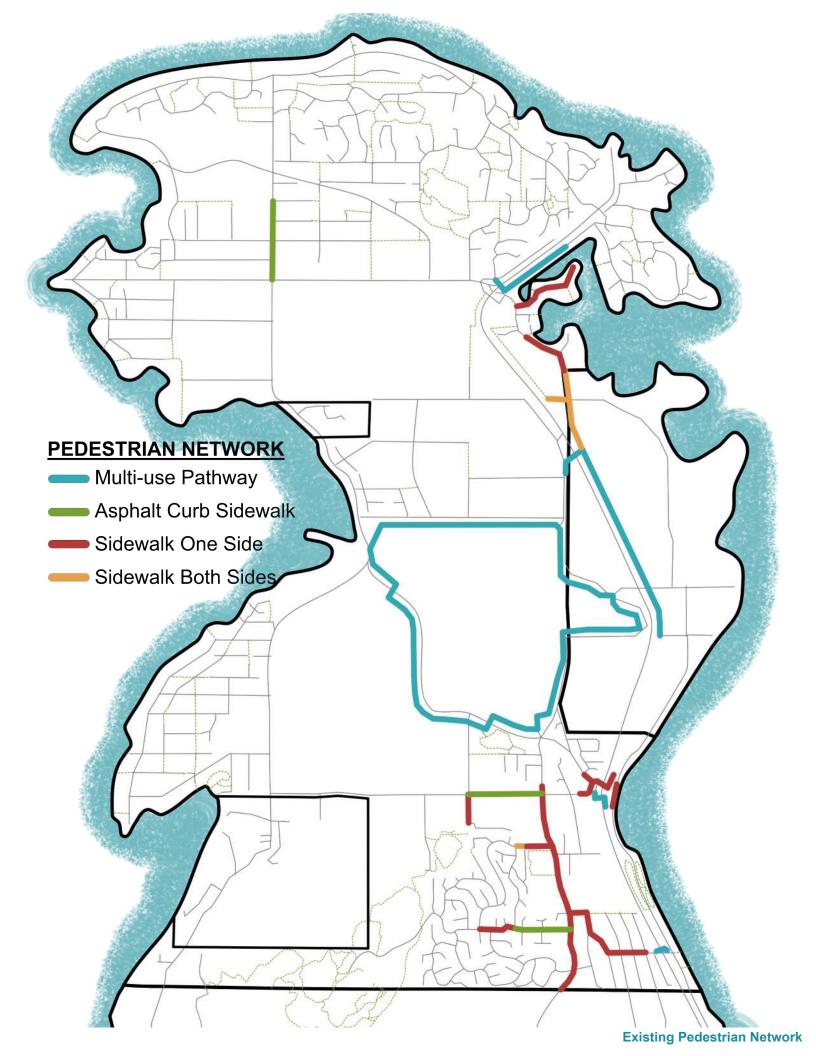


**Unmarked Crossing** 



### **Pedestrian Network**

The existing pedestrian network is located mostly to the eastern side of North Saanich. The majority of roads do not have pedestrian facilities, which may be acceptable on local roads with low vehicle volumes and speeds, but less so on major roadways. The map to the right illustrates the extent of the pedestrian network.





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## 3.6. Cyclists

### **Design User**

The design user on a bicycle is typically categorized into four primary groups based on their level of comfort mixing with traffic. These are:

- Strong and Fearless: Strong and fearless cyclists will cycle anywhere on any facility type, the entire network is available to them and thus connectivity is good. They will often prefer to share with vehicles rather than pedestrians, preferring speed over safety.
- Confident and Enthused: The confident and enthused cyclist will also be prepared
  to use any facility type, but would prefer not to share the road with vehicles,
  potentially seeking alternative safer routes if available. Major roads with painted
  bicycle lanes are ok, but where vehicle speeds increase, the level of comfort greatly
  reduces.
- Interested but Concerned: The interested but concerned cyclist represents the latent demand for cycling if sufficiently safe routes and facilities can be provided. They want to cycle, but the risk to their safety is preventing them on all but the safest routes. They may be ok using local streets and separated facilities such as multi-use pathways. Speed may be less of a priority for these cyclists.
- No Way, No How: These people are not cyclists and never will be. They often
  represent a relatively small percentage of the population. They will not cycle and that
  is ok.

The first phase of public engagement asked people to self identify with the above categories. 151 people responded as one of the three types of cyclist, with 11.6% identify as strong and fearless, 69.8% identifying as confident and enthused, and 18.6% interested but concerned.





### **Design Vehicle**

Bicycle infrastructure must consider a number of different bicycle types and in today's evolving micro-mobility world, bicycle infrastructure is often becoming mobility infrastructure. When thinking about the design user we must consider many different vehicle options. Design vehicles may include:

- **Bicycles:** Bicycles come in many shapes and forms and all can be self-propelled "conventional" bicycles, may be electrically assisted, or may have throttle control. Some bicycle types include:
  - Conventional bicycles: Used for over a century, the conventional bicycle comes in many shapes and forms. As it is self-propelled, the rider's physical ability will dictate speed on flat or uphill grades and comfort with speed on downhill grades. As people have varying levels of fitness, space to pass on any facility should be provided.
  - Electric bicycles: Also available in many shapes or forms, the electric bicycle enables the user to maintain their speed with less effort, more so on flat or uphill grades and/or into a headwind. As most electrically assisted bicycles have a limited top assisted speed, they are little different from a conventional bicycle downhill if speeds typically exceed the assist limit. Because people on electric bicycles share space with those on conventional bicycles, the speed differential between users is increased, and space to pass becomes even more important.
  - Cargo bicycles and trailers: Cargo bicycles can come in a few varieties, they may have a load area in the front or the back, the cargo component may be integrated into the bicycle between the wheels or may be a trailer pulled behind. These can be used for transporting cargo, but are also often used for transporting children too young to cycle themselves.
  - Other Type of Bicycle: Other types of bicycles that should be considered include recumbent bicycles that allow the user to sit back like they're sitting in a chair. For this reason, they will be lower than someone using an upright bicycle, and this should be considered when reviewing sightlines for example. Tandem bicycles are longer than conventional bicycles, while tricycles (Image 4 and 6) are slightly wider than regular bicycles, but often not much wider than the total space of rider and bicycle.
- Other Wheeled Modes: Other modes that should be considered include stand-up scooters, skateboards, rollerblades and one-wheel devices. These additional users emphasize the potential for different speed differentials possible on a facility. They don't require additional space over and above that required for bicycles, however, many feature smaller wheels and are more sensitive to poor surface conditions, or larger control joints in the surface.





**Conventional Bicycle** 



**Electric Bicycle with Trailer** 





**Electric Tricycle** 





Tricycle



### **Facility Types**

There are four facility types currently that cyclists may use in the District including bike lanes, multi-use pathways, shared roadways, and trails:

- Painted Bicycle Lanes: Bicycle lanes are currently provided on West Saanich Road, East Saanich Road, McDonald Park Road, and Wain Road. Bicycle lanes provide a dedicated space on the roadway intended for the exclusive use of cyclists; however, it was noted that they may be used by pedestrians in some instances. Painted bicycle lanes are typically not considered suitable for all ages and abilities but in a rural context with relatively low traffic volumes, they do provide an improvement in comfort. They are liked by the strong and fearless cyclist, who can generally travel as fast as they like on such facilities. The confident and enthused cyclist is generally ok with such facilities where volumes and speeds are lower and will tolerate them when volumes and speeds are higher. Most interested but concerned cyclists would prefer facilities with more physical protection.
- Multi-Use Pathways: Multi-use pathways are provided on the Flight Path (owned and maintained by Victoria Airport Authority) and the Lochside Regional Trail (owned by BC MOTI but maintained by the Capital Regional District). Multi-use pathways provide a safe space for cyclists of all abilities, albeit the strong and fearless cyclist may prefer these less as care is required around pedestrians and other users, and speed, when the pathway is busy will be lower than a dedicated cycling facility. These types of facilities do however enable the interested but concerned cyclist to cycle without fear for their safety.
- **Shared Spaces:** Most roadways in the District could be considered shared spaces. They can generally be divided into two types:
  - Roadways with a painted centre line: Examples include Lands End Road or McTavish Road. These roads are typically more stressful for cyclists, and really only suitable for the strong and fearless cyclists, vehicle volumes and speeds are higher, and some drivers can be reluctant to cross too far over the centre line when passing, resulting in an uncomfortable close pass.
  - Local roads with no centre line: There are many of these roads in the District, but often they don't provide connectivity across the District or require trails to connect. They are often lower volume and lower speed roads and are comfortable for most cyclists. With no centre line, cars typically provide more space when passing and do so more slowly.
- Trails: Trails provide useful connections for trips across the District, but similar to
  pedestrians, cyclists may use them less due to the lack of "eyes on the trail" leading
  to concerns over personal safety, potential wildlife encounters, and the terrain and
  trail surface that might not be passable by all. A lack of lighting also means these
  trails may be used less in the evening or winter months. However, local residents
  may prefer such trails to remain natural and prefer not to see them upgraded to a
  more urban standard.





Multi-Use Path





**Local Road with a Painted Centre Line** 



Trail



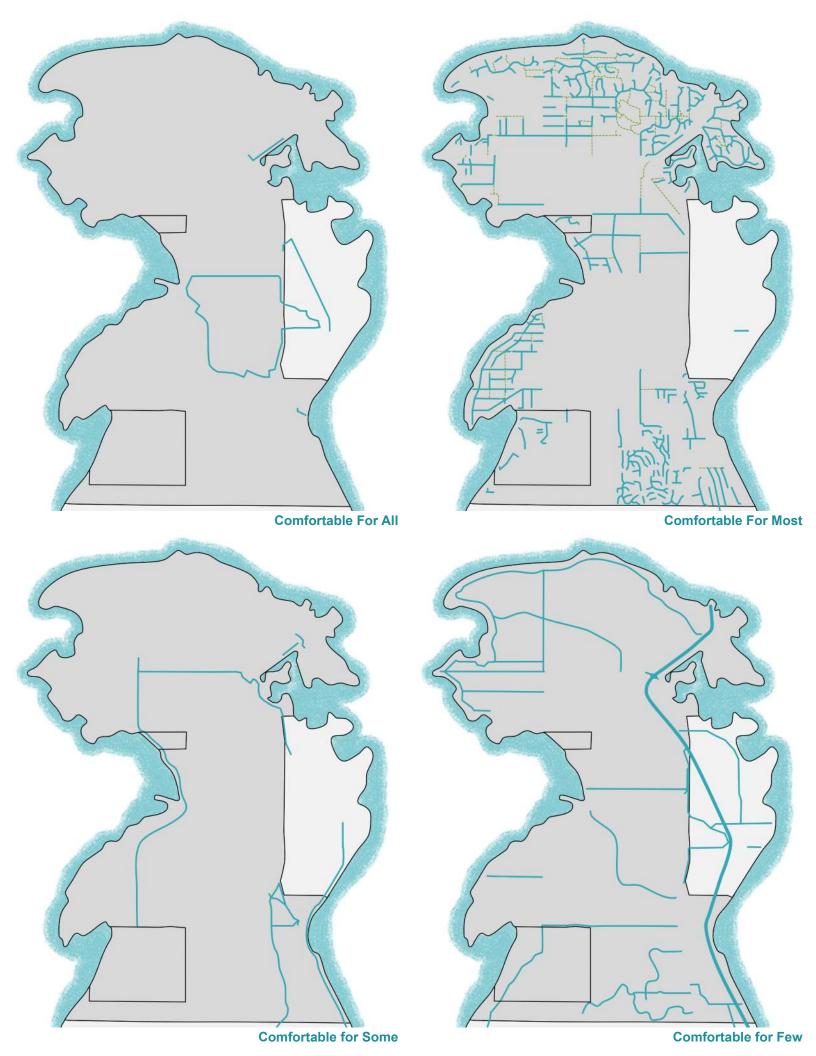
### **Cycling Network by Level of Comfort**

The cycling network available to different types of cyclists varies with each cyclist's level of comfort. Strong and fearless cyclists have access to the entire road network, but less confident cyclists have much fewer routes on which they feel sufficiently safe to use.

To better understand gaps in the network for different cyclist types, the cycling network was broken down into four classifications based on the level of comfort each facility type provides. These are described below and illustrated on the following page:

- Comfortable for all: The comfortable for all routes were identified based on having cycling facilities fully separated from traffic. In the District, this comprises only the multi-use path network of the Flight Path and Lochside Regional Trail.
- Comfortable for most: The comfortable for most routes were classified based on roads that had low vehicle volumes and low speeds, identified as those with no centre line and therefore primarily local roads. Trails were also included in this category providing a safe facility with no traffic but a surface condition that may limit some.
- **Comfortable for some:** The comfortable for some routes were classified based on roads with painted bike lanes such as West Saanich Road and Wain Road.
- Comfortable for few: The comfortable for few routes were classified based on roads with centre lines and no bike facilities such as Lands End Road or McTavish Road or very high speeds and volumes such as the Patricia Bay Highway.







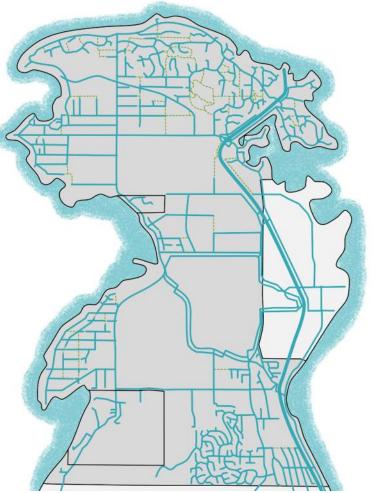
### **Cycling Network by Cyclist Type**

The above networks were merged as appropriate to demonstrate the network available to the three types of cyclists. These are described below and illustrated on the following page:

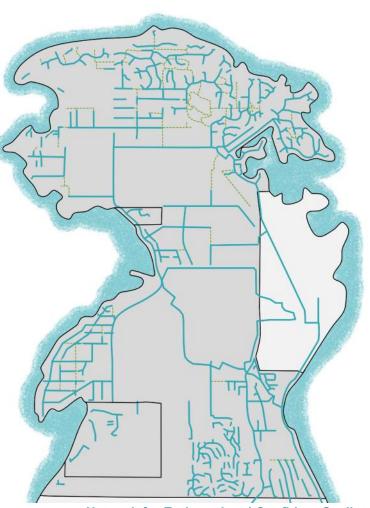
- Network available to the strong and fearless: The strong and fearless cyclists are comfortable without dedicated bicycle facilities. They have the entire road and pathway network available to them. In North Saanich, 11.6% of people cycling or interested in cycling consider themselves strong and fearless cyclists.
- Network available to the confident and enthused: The confident and enthused cyclist will tolerate painted bike lanes, but likely prefers to avoid major roads with no facilities or high-speed, high-volume roads such as the Patricia Bay Highway. They can get around most parts of the network but may have to take a circuitous and less convenient route to avoid those roads with no bike facilities. In North Saanich, 69.8% of people cycling or interested in cycling consider themselves an confident and enthused cyclist. These cyclists have access to multi-use pathways, local roads, and major roads with a bike lane. These facility types are also available to the strong and confident cyclists, thus this network is available to 81.4% of the cycling population.
- Network available to the interested but concerned: The interested but concerned cyclist will ideally not use the busier and higher speed roadways whether there are painted bike lanes or not. They prefer separated facilities or local roads. For these cyclists, the network is quite limiting, many would be confined to their own neighbourhoods and even then, might be required to use trail connections. In North Saanich, 18.6% of those cycling or interested in cycling considered themselves interested but concerned. This network shows the limitation if people are not confident enough to use the painted bike lanes. Limiting the interested and concerned cyclist to local roads and multi-use pathways. This network is available to 100% of the cycling population.

These maps when compared with how people classified themselves in the first phase of public engagement help us understand how many people each variation of the network provides for. While it may not be possible to make the network accessible to all in the plan period, 81.4% consider themselves enthused and confident or strong and fearless and are comfortable using the existing painted bike lanes. The network available to the confident and enthused has significant gaps at the north and south end of West Saanich Road, Lands End Road and McTavish Road.

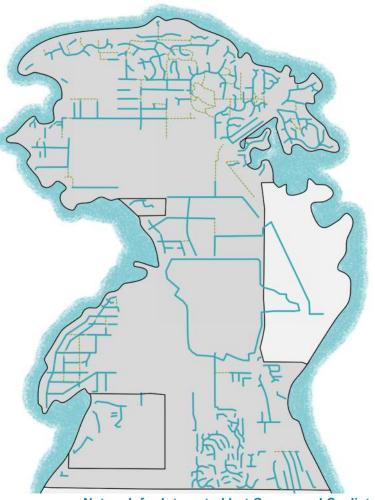




**Network for Strong and Fearless Cyclists** 



**Network for Enthused and Confident Cyclists** 



**Network for Interested but Concerned Cyclists** 



### 3.7 Equestrians

North Saanich has a large equestrian community primarily located in the northern half of the District. Equestrians are permitted to use the roadways and multi-use pathways with the exception of the Flight Path, however, the hard surface is less preferred, as is mixing with other trail users.

Equestrians have different needs than other trail users including:

- Unpaved surfaces provide more comfort and are less of a slip hazard.
- Good sight lines reduce the likelihood of horses being startled.
- Higher vertical clearance from overhanging trees or bridges enables riders to comfortably pass underneath.
- More prominent trail etiquette signage for other trail users to slow down as they pass.



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### 3.8. Access to Transit

While transit is not a mode of active transportation, people must travel by active modes to access transit service, thus both the facilities on-route are important as are the waiting conditions.

In North Saanich where buses are relatively infrequent, the waiting facilities become more important as people arrive earlier to avoid missing the bus. 20.4% of those responding to the public engagement survey stated they used transit in some capacity. Routes carrying transit service include The Patricia Bay Highway, McDonald Park Road, Lands End Road, West Saanich Road, Mills Road, Willingdon Road, East Saanich Road and Lochside Road as shown below.



Common transit waiting facilities are described below:

- Stop with Pole and Flag: At its simplest, a stop might be marked with a simple pole and flag. Ideally there would be a paved waiting area for passengers.
- Stop with Pole and Flag and Improvised Chairs: A common occurrence found across North Saanich is the addition of garden chairs at stops to provide passengers with a place to rest while they wait on the bus. These suggest a level of demand as residents have taken facility provision into their own hands and indicate a need for formal facilities.
- Stop with Shelter: In a few locations shelters are provided, in one case incorporating a book lending library.

Buses serving North Saanich have bike racks on the front with capacity for two bicycles.







Double Decker Bus with Bicycle Racks



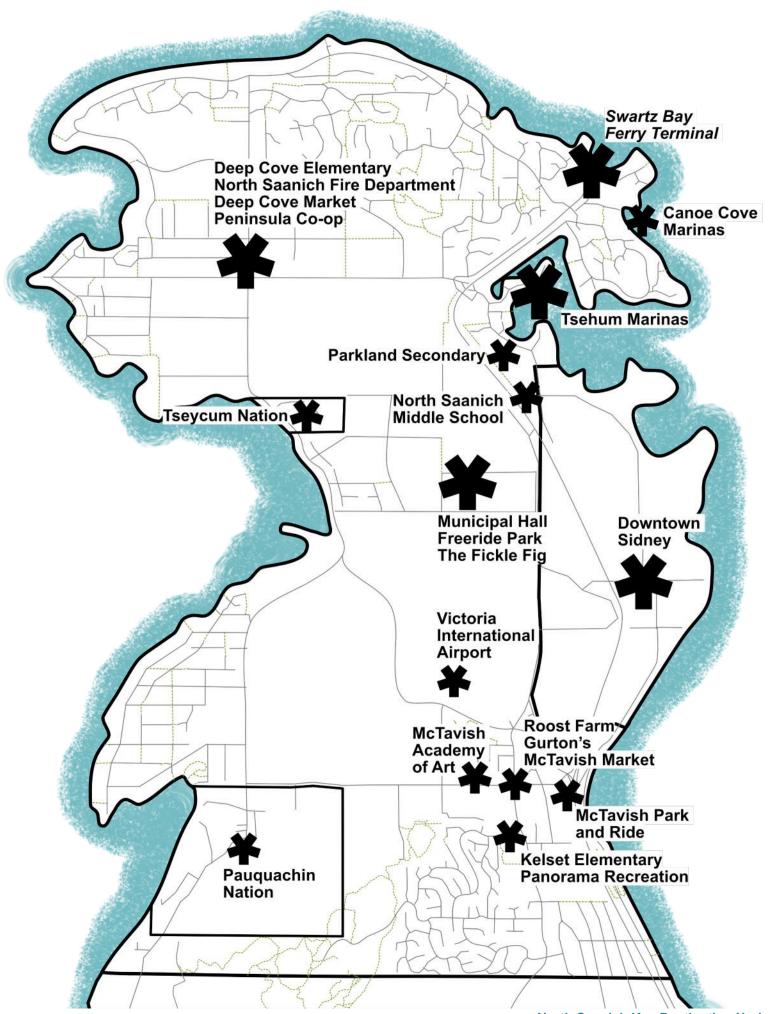


Rural Stop with Improvised Seating



### 3.9. Destinations

The following map shows locations that might be considered destinations in and around North Saanich. Providing higher quality safe connections to these areas will support active trips for transportation.





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# 4. Identified Opportunities

### 4.1. Completing Missing Connections

With just a few major north-south and east-west routes in North Saanich, these routes must form the core of the active transportation network and at present, some key pieces of that network are missing any form of active transportation facility.



A core network would likely include West Saanich Road, McDonald Park Road and East Saanich Road in the north-south direction, then in the east-west direction, major routes would be focussed on those aligning with a highway crossing including Lands End Road, Wain Road, Willingdon Road/Canora Road, and Amity Drive. Connectivity to the Flight Path and Lochside Trails should be provided where appropriate.



# 4.2. Balancing Inclusion and Practicality

A plan should strive to be as inclusive as possible, be practical to implement in a reasonable time frame, and the recommendations constructible. In North Saanich, the relatively low population reduces the tax base and available funding. The distance of new facilities required and topography encountered, create construction challenges that are expensive to overcome. The best solution is the one that can be implemented and accommodate the greatest proportion of the population.

On many of the core routes that are missing any type of facility, the preferred facility would be one separate from the traffic that feels comfortable for everyone. However, the practicality and cost of building such a facility may be unachievable within the time frames of the plan. For example, a lesser network that accommodates 80% of the population in 10 years, may be better than a network that accommodates everyone but takes 50 years to implement.

It is not the intent of this plan to address established active transportation facilities, but to focus on connections with no facilities. For those rural connections where facilities are needed, the facility type will be determined based on its feasibility to be implemented when considering financial and site-specific constraints.





# 4.3. Improving Crossing Safety

Many locations were identified by the public as being common crossing locations without adequate crossing facilities.



Examples include the Fickle Fig (pictured above) which is not easily accessible from the Flight Path. Many comments were made with respect to the accessibility of both businesses and local streets to and from the Flight Path.

Other issues were noted relating to sightlines and limited compliance with drivers often failing to yield to pedestrians at existing crosswalks.



## 4.4. Improving Access to Transit

Many transit stops feature no formal facilities other than a pole and flag located in the grass verge. Such waiting facilities are unlikely to increase transit ridership, and create an uncomfortable experience with poor accessibility for the pedestrian at the start or end of their trip.



People will be less likely to use transit if they have to wait in the grass. Transit stops should at a minimum have a concrete pad, ideally formal seating, and ideally a shelter to make the wait for transit more comfortable. On the major roads, the stops should be accessible via the planned core pedestrian and bicycle network.



### 4.5. Signage and Wayfinding

There is limited wayfinding in North Saanich, perhaps understandably as there are limited facilities for active transportation. As this plan is built out and connectivity improves, wayfinding signage should be included to provide distances to various amenities that can be accessed via the network. This improves the status of the network and provides reassurance to people they are on the right path.

In some locations, the 'Share the Road' sign is utilized. This sign is currently under review by the Transportation Association of Canada as it creates several problems that are not intended: Some consider 'Share the Road' to mean share the lane, often squeezing by cyclists without changing lane or crossing the centre line. The image shows a car passing in very close proximity to a cyclist, such a close pass is extremely uncomfortable for a cyclist. The message to share the road suggests equal care is required by both users, however, the emphasis should be placed on the faster user in the larger vehicle. As a short-term improvement until separate infrastructure is provided, the 'Change Lane to Pass' sign provides a better message for drivers. Similar signage is used elsewhere for drivers to 'Pass Slow and Wide' around equestrians. It's a small detail with a very different message that helps support the safer passing of vulnerable road users.





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# 5. Direction

### 5.1. Vision

The North Saanich Active Transportation Plan will provide a practical strategy that improves community connectivity and safety over the next 20 years and respects the character of the District.

### 5.2. Goals and Objectives

GOAL 1: North Saanich will encourage increased active trips to support emission reductions, improve community health, increase access to transit and local businesses.

- I. North Saanich will incrementally build new active transportation infrastructure each year.
- II. North Saanich will build 1 new paved bus stop pad per year.
- III. North Saanich will add or upgrade crosswalks as and when determined necessary at key nodes.
- IV. North Saanich will review signage and wayfinding to increase awareness of local businesses accessible via active transportation.

# GOAL 2: North Saanich will improve safety on local streets to make it more comfortable to walk and cycle.

- I. North Saanich will consider traffic calming treatments for local roads to improve safety for those walking and cycling.
- II. North Saanich will test the effectiveness of traffic calming and gateway treatments in a neighbourhood to be determined.

# GOAL 3: North Saanich will improve safety on major roadways to make it more comfortable to walk and cycle.

- I. In the short term, North Saanich will:
  - a. Review with the Council the appetite to reduce the 60 km/h speed limit to 50 km/h on major roadways to reduce the likelihood and severity of any collisions and increase comfort for those traveling by active modes when vehicles pass.
  - b. Review alternatives to 'Share the Road' signage such as 'Change Lanes to Pass' and 'Pass Slow and Wide' signage. This sends a different message to drivers and provides a more positive instruction that will give the cyclist or equestrian more space when passing, increasing comfort and reducing the likelihood of conflict.



- c. Consider alternative pavement marking treatments to narrow the vehicle travel lane and increase the separation between the vehicle lane and bike lane. The narrower vehicle lane will help support the reduced speed limit, while the increased width of the painted line or buffer will increase the separation between the bike lane and vehicle lane, and increase the prominence of the lane marking itself.
- II. Over the plan duration, North Saanich will:
  - a. Incrementally build out their network of active transportation infrastructure to a standard that reflects the rural character and financial and topographical constraints of the corridor. Recommendations for each core route are described in Chapter 6.
  - b. Incrementally add new crosswalks or upgrade existing crosswalks where determined necessary along desire lines to key destinations. Recommendations for crosswalk improvements are recommended in Chapter 7.
- GOAL 4: North Saanich will support the increasing use of electric bicycles which have the potential to increase active transportation in North Saanich due to the topography of the land, the ageing demographic, and relatively high income.
  - I. For some, the steep hills in parts of North Saanich are a barrier to active transportation that can be overcome by the use of electric bicycles. While some routes may have been prioritized less due to their topography, as more people use electric bicycles, they will become increasingly popular. Where those routes are lacking in facilities comfortable for most people, North Saanich will endeavour to upgrade these routes to provide a safer space to cycle.
  - II. As increasing the use of electric bicycles can create greater speed differentials with regular bicycles and pedestrians, there may be greater need to provide space to pass and reduce conflicts with pedestrians. Where practical, facilities shall be designed of sufficient width or type to provide space to pass. This may include wide facilities or facilities where the adjacent lane can be used to pass.
- GOAL 5: North Saanich will coordinate with key stakeholders including Tseycum First Nation and Pauquachin First Nation to maintain infrastructure and achieve mutually beneficial improvements.
  - I. West Saanich Road provides a critical regional connection between Brentwood Bay, the northern peninsula and two BC Ferries terminals, and also forms part of a circular route via Salt Spring Island. North Saanich will coordinate with the BC Ministry of Transportation and Infrastructure with respect to the section of West Saanich Road south of McTavish Road and fronting Tseycum Nation.
  - II. McTavish Road provides a critical east-west connection across the southern part of the District connecting Ardmore and Pauquachin Nation with McTavish Park and Ride, the Lochside Regional Trail regional route and the Town of Sidney. When McTavish Road is due for repaving, North Saanich will work with the Ministry to include active transportation facilities along the corridor in line with the recommendations in this plan.





- III. The pedestrian and bicycle bridges across the Patricia Bay Highway are critical connections for North Saanich and Sidney. North Saanich will coordinate with BC MOTI and the Town of Sidney to determine their ongoing maintenance and replacement plans, and when necessary ensure that replacements are suitable for both pedestrians and cyclists.
- IV. Bus stops provide essential service for many in the community. Reasons for using the bus can vary, but some in the community are dependant upon the service. Currently many stops include just a pole and flag located in the dirt or overgrown grass verge. This is not comfortable particularly in poor weather and may result in people waiting in the roadway. To improve comfort and safety, North Saanich will work with BC Transit to upgrade stops over time to include a paved bus stop pad where people can safely wait for, board and alight the bus.
- V. The Lochside Regional Trail brings many cyclists through North Saanich. North Saanich will review with the Capital Regional District any plans for upgrades to the Lochside Regional Trail within the area. Furthermore, the trail currently offers little incentive to depart from the trail to explore North Saanich. North Saanich will review with the Capital Regional District (and other municipalities) signage and wayfinding options along the Lochside Regional Trail to increase awareness of local destinations that might be of interest to people travelling by active modes.

# GOAL 6: North Saanich will align the active transportation plan and its recommendations with other plans and projects.

- I. The District is currently updating its Official Community Plan, while both documents are in development, the end results should be two plans that complement each other.
- II. Within the District, care should be taken to consider active transportation in all new infrastructure projects, including road rehabilitation, utilities upgrades, and park projects.
- III. Central Saanich is also currently developing its Active Transportation Plan and care should be taken to align with their plan and inter-municipal connections. Particularly West Saanich Road, East Saanich Road and Lochside Road.
- IV. Sidney is the economic hub for the northern part of the peninsula and provides many services for residents of North Saanich. As such, active trips between the two municipalities are critical and should be coordinated.

# GOAL 7: The rural character of North Saanich is important to its residents and shall be considered when considering infrastructure needs.

- I. The plan will maintain existing gravel pathways and consider options for new gravel pathways to connect neighbourhoods.
- II. When considering infrastructure design for active transportation, consideration will be given to the rural character.





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# 6. Design Recommendations

North Saanich will implement solutions that align with best practices and are appropriate to the North Saanich context. Design recommendations are suggested for the core network and local roads. Engineers responsible for developing such designs should consult the Transportation Association of Canada Geometric Design Guide for Canadian Roads or the BC Active Transportation Design Guide where circumstances dictate designs other than those highlighted below. At all times the professional engineer should use their professional judgement and experience to confirm the design is appropriate for the situation.

### 6.1. Core Network

Where a proposed improvement is a continuation of a partially constructed corridor, new sections will be designed to provide continuity of experience, and if funds and width allow, enhancements will be considered to improve the comfort of those travelling by active transportation.

### Painted Bicycle Lanes and Bicycle Accessible Shoulders

Painted bicycle lanes and bicycle accessible shoulders are similar, with the exception that pedestrians are permitted to use bicycle accessible shoulders. Design recommendations are similar for both.



### Typical Bike Lane

Existing facilities of this type typically feature a 3.5m vehicle lane and 1.5m shoulder with 0.1m paint line. This design may be enhanced in a few ways to improve separation, and where possible enhanced facilities should always be favoured over the typical bike lane.



### Bike Lane with Wide Paint Line

Thicker paint lines can reinforce the separation between space for vehicles and space for bicycles. The BC Active Transportation Design Guide recommends line widths of up to 0.2m. If selected for implementation it is recommended that the width of the paint line is increased towards the vehicle lane, helping narrow the lane and encouraging lower vehicle speeds.





### Buffered Bike Lane (with Optional Protective Elements)

An alternative treatment to increase separation is through the use of a buffer between the bike lane and vehicle lane. The buffer can be just a pained buffer or it can be further enhanced with flex posts or curbs where feasible. Where a physical barrier is used, a wider facility with space to pass is recommended.

Other enhancements could include rumble strips and reflective markers and studs. As these facilities provide no physical protection the BC Active Transportation Design Guide recommends that the posted speed on routes with such facilities is 50 km/h or less.

In addition to those enhancements outlined above, the asphalt protected sidewalk as described on the following page may also be suitable for cycling for less confident cyclists and essentially replicated the key features of a protected bicycle lane. In instances where such a facility is proposed for shared use by pedestrians and cyclists, space to pass is important. The 1.8m width proposed will allow two bicycles to pass when each is riding close to the edge of the facility, thus edge conditions are important, and even in optimal conditions, will require communication between cyclists and extra care while doing so.

### **Multi-Use Pathways**

Where no existing facility exists, the District will determine the feasibility of a multi-use pathway that provides safer accommodation for both pedestrians and cyclists including those that are less confident. Strong and fearless cyclists will still be able to use the roadway if they intend to ride at higher speeds. The feasibility of an optimal facility will be determined, and if not feasible entirely or in part, opportunities to reduce the cross section to minimum widths and/or swap sides of the roadway will be examined.



### Ideal Multi-Use Pathway

Volumes of pedestrians and cyclists are expected to be relatively low in the District and as such overly wide facilities are to be avoided given the additional cost. Ideally a 3 m multi-use pathway will be provided with a buffer of some form from the edge of the roadway.







### Constrained Multi-Use Pathway

If an ideal facility is not feasible, the width may be reduced to an absolute minimum of 2.4m which is still sufficient for two cyclists to pass comfortably. Narrower widths may only be considered for individual obstructions. If necessary, the facility may swap sides to avoid unfavourable terrain providing the number of road crossings is kept to a minimum, it is recommended crossings be located no closer than 1.5 km. Where retaining walls are proposed, it is preferable not to construct facilities to minimum widths.

#### **Sidewalks**

Sidewalks may be provided adjacent to the roadway or separated from it with a boulevard. It may be constructed in concrete, in asphalt, or simply with asphalt curb. Providing sidewalks throughout the District is not practical within the life of this plan; however, some locations may benefit from sidewalk improvements, for example, in the vicinity of schools to provide safe walking routes to school.



### Sidewalk (with Optional Boulevard)

Sidewalks should be at least 1.8m in width, recommended to allow two wheelchairs to pass. Lower widths may only be considered for individual obstructions and at no time should the width be less than 1.2m.



### Asphalt Curb Sidewalk

This is a typical facility in North Saanich and will continue to be so. It is cost effective and facilitates drainage to adjacent ditches through breaks in the curb.

Consideration may be given through a bylaw to permit slow cycling on sidewalks, providing children or less confident cyclists with space to ride where available on a space separate from the roadway, but with a requirement to slow down and yield to pedestrians where users pass.





Crosswalks should be added where appropriate with accessible curb ramps and as considered appropriate, supplementary signage, street lighting and warning beacons.

#### 6.2. Local Roads

Most local streets are suitable for walking and cycling for most people despite having no dedicated facilities due to the low volume and often low vehicle speeds. There is potential to enhance these local streets to better reflect the multiple modes they accommodate and improve safety for everyone. The following treatments were selected as being most appropriate in the North Saanich context, that is local streets where volumes are already low with no need to add vehicle restrictions. Where deemed necessary other traffic calming solutions as identified in the Transportation Association of Canada Canadian Guide to Traffic Calming may be considered.



### **Advisory Shoulders**

An advisory shoulder is created by painted white dashed lines on the edge of the roadway to mark space intended primarily for pedestrians and cyclists. Vehicles use the single centre lane in both directions, but may enter the shoulder space to pass if necessary.

Advisory shoulders are a new facility type in North America, but becoming an increasingly common way to highlight priority for pedestrians and cyclists and identify space for them without additional construction. On Vancouver Island, the City of Victoria has trialled them on Humboldt Street, and in North Saanich, a trial project may be the best way to test the appetite for such a design.



#### **Gateway Treatments**

These treatments are intended to increase driver awareness that they are leaving the major road network and entering a residential area. The intent is to encourage drivers to slow down and take greater care. Measures can include pavement markings, signage and vertical and horizontal deflection, and measures may include one or a combination of these measures.

Gateway treatments should be determined through a further design study. The District should identify components that it would like to include in the gateway and this may differ by neighbourhood. They provide an opportunity to brand or personalize the entry points to a neighbourhood, as such there may be components of the design that could draw on local interests.





Various means to deflect the path of a vehicle can help in reducing speed and volume on local roads and in some cases add elements of landscaping. The most appropriate type of deflection will be determined on a case by case basis. Typical examples are provided below.



#### **Vertical Deflection**

Vertical deflection helps reduce the speed of motor vehicles by increasing the discomfort for the driver at higher speeds. By reducing vehicle speeds, it can make the roadway more comfortable for those walking and cycling. Vertical deflection can also reduce the likelihood of traffic short-cutting through local roads.



#### Horizontal Deflection

Horizontal deflection aims to reduce motor vehicle speeds by requiring the driver to negotiate a obstacle such as chicane or roadway narrowing. It may also require drivers to yield to an opposing vehicle, if the deflection narrows the roadway to one lane. The greater the deflection the greater the reduction vehicle speed. Like the vertical deflection this may also reduce short-cutting traffic.



## Traffic Circles

Traffic circles help slow traffic down as they travel through an intersection but remove the need for vehicles to come to a complete stop.



# 6.3. Equestrian Specific Needs

Where feasible, routes used by equestrians should include an unpaved surface separated from the roadway or active transportation facility. If unfeasible to separate the unpaved facility, it may be located immediately adjacent to the paved facility. A future review of routes travelled by equestrian users will be undertaken by the District separately from this plan.



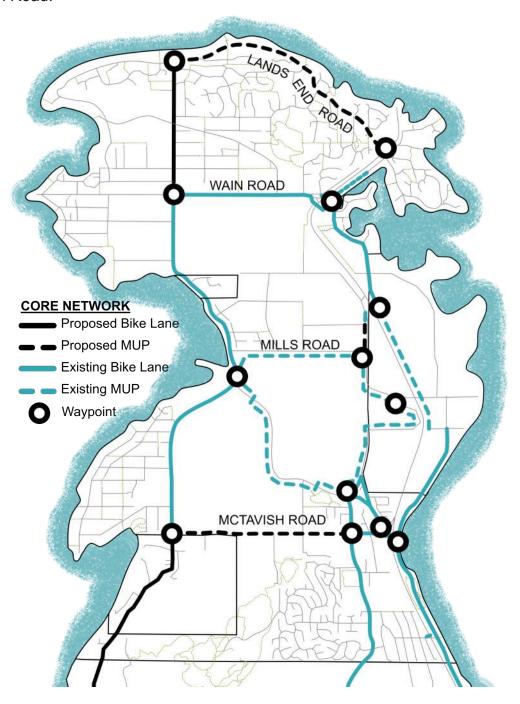
#### **Equestrian Treatments**

To accommodate their natural stride, horses require a tread that's at least 0.5 wide while the animal and rider require about 1.2 meters. If adjacent to a low volume roadway, paved shoulder, bike lane, or multi-use pathway, passing can be achieved using the paved surface. If adjacent to a major roadway, additional width may be necessary to allow safe passing. Like most active transportation facilities, equestrian facilities will be designed on a site-specific basis and account for site constraints.



# 7. Core Network Improvements

The core network provides key connections and improved facilities to allow people to move more safely through the District. The core network is shown below and includes multi-use path improvements on Lands End Road, McDonald Park Road, and McTavish Road. It also includes bike lane or bicycle accessible shoulder upgrades on West Saanich Road.





#### 7.1. Lands End Road

Lands End Road features extremely challenging topography with ditches, steep slopes, rock, trees, utility poles, and awkward driveways that together make it difficult to significantly upgrade facilities along this corridor. Two options were developed that include the same amount of widening but offer different levels of separation and protection. They both require modifications to the drainage ditches and the widening may occur on one or both sides, requiring the road centre line to shift. To reduce widening, the existing travel lanes will be reduced from 3.5m to



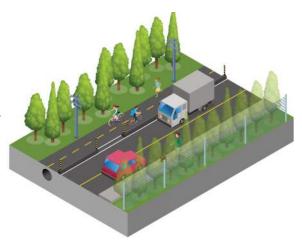
3.3m, and at extremely constrained locations, the bike lanes or multi-use path may temporarily narrow, at less constrained locations wider widths may be feasible. A bike lane option and multi-use path option were presented to the public and the multi-use pathway receiving greater support.

## **Planning Cost Estimate**

**Length:** 4 km | **Total Cost:** \$10.2 Million including 10% engineering costs and a 50% contingency (\$2.55 Million per km) | **Phasing:** Constructed in 10 phases | **Funding:** DNS & Grants | **Next Steps:** Concept Design to confirm feasibility.

#### 7.2. McDonald Park Road

McDonald Park Road lies on the border of North Saanich and Sidney. It is bounded on the North Saanich side by industrial and agricultural land uses. As the facility will connect to multi-use pathways, it is recommended that a similar facility will be implemented between the Canadian Tire multi-use pathway and Flight Path at Mills Road. The pathway will remain at road grade with an asphalt curb to separate vehicles and active modes. The drainage ditch may be replaced with underground stormwater infrastructure.



#### **Planning Cost Estimate**

**Length:** 0.4 km | **Total Cost:** \$1.9 Million including 10% engineering costs and a 50% contingency (\$4.75 Million per km) | **Phasing:** Constructed in 2 phases | **Funding:** DNS & Grants | **Next Steps:** Detailed Design.



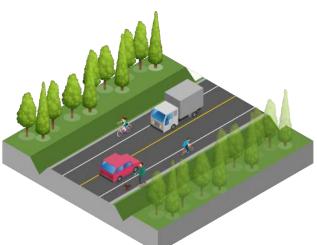


# 7.3. West Saanich Road (North)

West Saanich Road will be widened at the north end to provide a bike lane facility from Wain Road to Lands End Road. Where the existing asphalt curb sidewalk exists in the vicinity of Deep Cove Elementary, the road will be widened further to accommodate both a bike lane and pedestrian facility.

A painted bike lane was selected to maintain consistency with the adjacent facilities. The facility will be 1.5m wide and the painted line will be double width, 0.2m compared with the typical 0.1m width. This will enhance separation and slightly reduce the vehicle lane





## **Planning Cost Estimate**

**Length:** 1.8 km | **Total Cost:** \$1.2 Million including 10% engineering costs and a 50% contingency (\$0.67 Million per km) | **Phasing:** Constructed in 1 phase | **Funding:** DNS & Grants | **Next Steps:** Detailed Design.

During design, consideration should be given to how width can be added to provide a safer facility and if possible include separation. If protective barriers are to be included, space to pass within the shoulder itself becomes a key design criteria as the adjacent travel lane becomes unavailable. If feasible, a wider gravel shoulder for equestrians should be included.

## 7.4. McTavish Road

McTavish Road is under the BC Ministry of Transportation and Infrastructures (BC MOTI) jurisdiction. It is the primary east-west route at the south end of the District, it provides access to multiple properties and businesses, a firehall, a transit exchange, and connects West Saanich Road, East Saanich Road and the pedestrian and bicycle overpass leading to the Lochside Regional Trail.

With no existing facility on McTavish Road, other than a section of asphalt curb-protected sidewalk, it is proposed that McTavish Road be upgraded to include a multi-use pathway to safely accommodate active modes in a space separated from traffic. With less topographical constraints than other locations, it is anticipated that a multi-use pathway along this corridor could be wider with better separation (Recommendations subject to agreement with BC MOTI).



#### **Planning Cost Estimate**

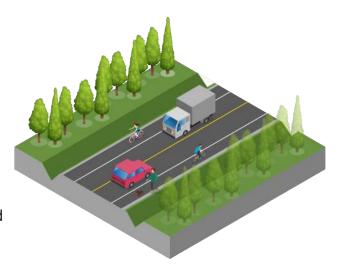
**Length:** 3.2 km | **Total Cost:** \$6.3 Million including 10% engineering costs and a 50% contingency (\$1.97 Million per km) | **Phasing:** At discretion of MOTI | **Funding:** MOTI | **Next Steps:** Liaise with MOTI.

As this is BC Ministry of Transportation and Infrastructure right-of-way, it is anticipated that most improvements be undertaken by the Ministry, albeit some form of contribution may be necessary from the District and maintenance of any new pathways may also fall on the District. The Ministry is most likely to consider improvements for walking and cycling when the roadway is due for repaving and currently has no plans for this section of the roadway.

#### 7.5. West Saanich Road South

West Saanich Road south of McTavish Road is under the BC Ministry of Transportation and Infrastructures (BC MOTI) jurisdiction. This section provides access to Pauquachin First Nation and a small number of other properties. It also provides access south to the rest of the peninsula and the Brentwood Bay ferry.

BC MOTI currently has plans to construct a southbound shoulder from McTavish Road to Brentwood Bay. The plan includes bicycle accessible shoulders and the District will collaborate with BC MOTI to complete this project within the plan's timeframe. (Recommendations subject to agreement with BC MOTI)



## **Planning Cost Estimate**

**Length:** 2.3 km | **Total Cost:** \$4.4 Million including 10% engineering costs and a 50% contingency (\$1.9 Million per km) | **Phasing:** At discretion of MOTI | **Funding:** MOTI | **Next Steps:** Liaise with MOTI.

As this is BC Ministry of Transportation and Infrastructure right-of-way, it is anticipated that most improvements be undertaken by the Ministry, albeit some form of contribution may be necessary from the District.

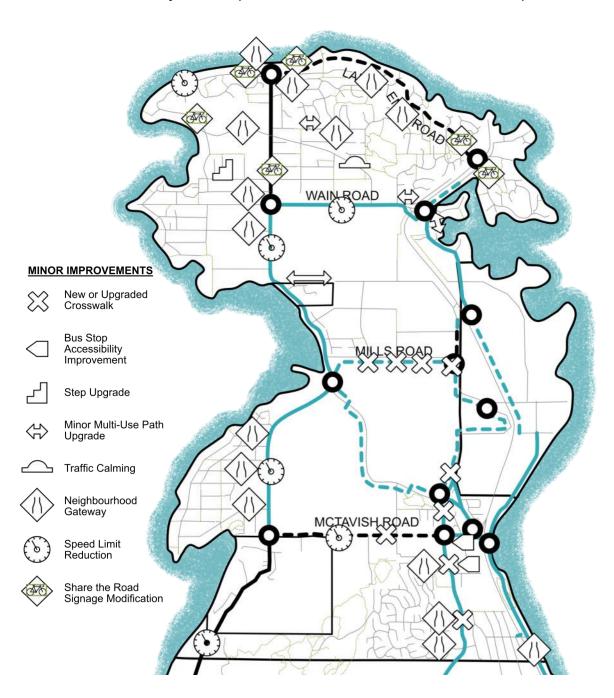
The Ministry is most likely to consider improvements for walking and cycling when the roadway is due for repaving and this has currently just been completed, providing a slightly increased shoulder in places, but not of a width appropriate for active transportation. It is recommended that the District maintains discussions with BC MoTI with respect to potential future widening.





# 8. Minor Improvements

Minor improvements are typically spot improvements providing localized benefits rather than network connectivity. The map below shows the locations of minor improvements.





# 8.1. Crosswalk Improvements

Many of the roadways in the District are unlit and somewhat rural. Because of this, drivers may not be expecting pedestrians regardless of the presence of a crosswalk. To improve safety for pedestrians and safe access to transit, businesses and amenities, it is proposed that existing crosswalks be upgraded to include Rapid Rectangular Flashing Beacons (RRFB's) and where necessary, new crosswalks will be provided at key locations within the District where pedestrian crossing demand is considered to be higher.



Locations proposed for new crossing included Mills Road at Municipal Hall, Wilson Road, or the Fickle Fig, and East Saanich Road at Telsan Avenue. Locations proposed for upgrades included East Saanich Road at Graham Avenue and Dean Park Road, and McTavish Road at Cresswell Rd.

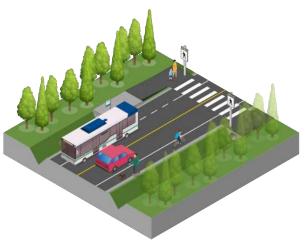
#### **Planning Cost Estimate**

A new crosswalk is assumed to include paving on either side, crosswalk pavement markings, and RRFB's and is estimate to cost \$60,000. An upgraded crossing would primarily include the addition of RRFB's and is estimated at \$30,000. No costs have been included for any geotechnical or lighting improvements.

# 8.2. Bus Stop Accessibility Upgrades

Some transit stops have no paved waiting area, requiring passengers to wait, load, and unload from the grass verge. Over time, North Saanich will work with BC Transit to install bus stop pads beginning with the most used stop locations, and if appropriate, improved connections to the new pads.

Where paved bus stop pads already exist, they are sometimes not accessible from nearby crosswalks. Where that is the case, accessibility will be improved through the



construction of a paved pathway. Two locations were proposed, one on East Saanich Road NB stop connection to McTavish Road crosswalk and another on East Saanich Road NB stop connection to Forest Park Drive crosswalk.

#### **Planning Cost Estimate**

The exact scale of improvements will be coordinated with BC Transit focusing on those locations that have higher demands and are most in need. Annual allowances of \$50,000 have been included for bus stop upgrades where funds allow.





# 8.3. Step Upgrades

One location was identified in the initial public engagement where the steep slope of the gravel pathway connection was a safety issue. It is proposed that where appropriate steep slopes on pathways include steps to improve access. Where used by equestrians or cyclists, consideration may be given to providing both steps and gravel slope to facilitate access for most modes.

The only location identified initially was at the west end of Clayton Road connecting to Chalet Road.



## **Planning Cost Estimate**

The form any step upgrades take hasn't been identified at this time, but subject to the form and construction approach, the cost could vary. An allowance of \$200,000 has been included in the plan for this improvement.

# 8.4. Neighbourhood Gateways

Neighbourhood gateways provide an opportunity to influence driver behaviours as they leave the major road network and enter local neighbourhood streets where they should drive more slowly and with greater care as the likelihood of encountering pedestrians and cyclists is greater, and more residential dwellings face the roadway.

Through signage with messages such as 'SLOW', 'CHILDREN AT PLAY', or 'DRIVE WITH CARE' and other traffic calming measures such as speed humps, raised tables, and pavement markings, there may also be opportunities for the neighbourhood to take ownership and 'Brand' the signage and pavement markings as appropriate to increase the sense of place.

The District will undertake a pilot project to determine the gateway treatment and its effectiveness.

## **Planning Cost Estimate**

14 neighbourhood gateways were identified, assuming each would include a speed hump near the entry, 'SLOW' pavement markings, and entry signage, an allowance of \$20,000 has been made per location.





# 8.5. Traffic Calming

Tatlow Road has been identified as a candidate for traffic calming given it provides access to Horth Hill Regional Park, but often finds itself carrying short-cutting traffic from West Saanich Road to Wain Road that could otherwise stay on both of those roads.

If traffic volumes and/or speeds can be reduced on Tatlow Road it will provide a more comfortable and safe environment for pedestrians, cyclists and equestrians.



The District will trial a traffic calming treatment on Tatlow Road to both discourage short-cutting traffic, reduce vehicle speeds and create a safer space for active modes.

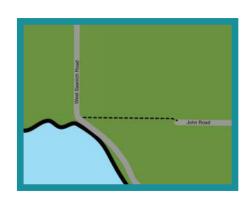
#### **Planning Cost Estimate**

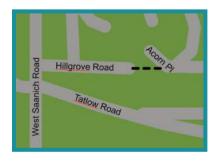
For the Tatlow Avenue traffic calming, an allowance of \$200,000 is included. It is recommended that part of this allowance is used for data collection to better understand the problem and develop conceptual solutions for consideration.

# 8.6. Minor Connectivity Upgrades

#### John Road Connection

John Road provides an intermediate east-west connection between Wain Road to the north and Mills Road to the south, but does not connect to West Saanich Road. Because it is not a through route for vehicles, traffic volumes are lower than other alternatives. An active transportation connection between John Road and West Saanich Road would help improve network connectivity for active modes and provide new route choices. The pathway would be located on the north side of the Tseycum First Nation land.





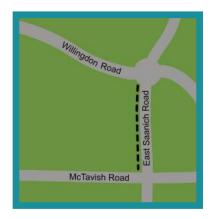
# **Hillgrove Road Connection**

Some of the road network in this neighbourhood is circuitous, particularly for travel by active modes. This connection has been highlighted as an important connection that could improve access to West Saanich Road. The connection could be either paved or gravel.

**East Saanich Road Sidewalk** 







On East Saanich Road between Willingdon Road and McTavish Road, there are bike lanes along the entire section so confident cyclists are relatively well accommodated. However, for pedestrians, there is a sidewalk at the north and south end but nothing between. This proposal would add a sidewalk along East Saanich Road to complete this connection for pedestrians.

#### **Lochside Trail Connections**

At the Wain Road interchange, the connections on either side of the overpass are not

ideal to accommodate all ages and abilities. There are two marked crosswalks on both the east and west sides that could be better connected by extending the Lochside Regional Trail pathway to both crosswalks (Recommendations subject to agreement with BC MOTI and the Capital Regional District).



#### **Planning Cost Estimate**

The cost for John Road multi-use pathway is estimated at \$600,000, Hillgrove Road multi-use pathway is estimated at \$200,000, the East Saanich Road sidewalk is estimated at \$250,000 and the Lochside Regional Trail multi-use connections are anticipated to be completed by BC MoTI, possibly with a small contribution from the District

# 8.7. Wayfinding Upgrades

While most residents likely know their way around North Saanich, the Lochside Regional Trail brings many visitors through North Saanich that might not otherwise think to take a detour off the regional trail.

Suitable wayfinding along the trail may help bring tourism into North Saanich and support the economy. Examples are shown to the right (Recommendations subject to agreement with the Capital Regional District).

# **Planning Cost Estimate**

An allowance of \$50,000 is included in the plan for wayfinding upgrades.







# 8.8. Speed Limit Reductions

The posted speed limit on Lands End Road has recently be reduced from 60 km/h to 50 km/h. Similar changes are proposed for parts of Wain Road, West Saanich Road, and McTavish Road that still have a posted speed of 60 km/h and are either shared by active modes or separated only by a paint line. When travelling by active transportation it is uncomfortable to be passed at higher speeds and as speed increases so does the risk of a fatality.



Many studies have shown that higher vehicle speeds are correlated with a higher likelihood of a collision and of that collision being fatal. This is especially true for active modes who most often fare worse in a collision with a motor vehicle. One of the most effective ways to reduce traffic fatalities for active modes on shared facilities is to reduce motor vehicle speeds.

Reducing the speed limit from 60 km/h to 50 km/h would help increase comfort for those walking and cycling, reduce the likelihood of collisions and the severity of any collisions that do occur.

If generally supported by the public, the District staff will take the proposal to Council for their consideration.

(Changes to the posted speed on McTavish Road and West Saanich Road within BC MOTI's jurisdiction are subject to agreement with BC MOTI)

## **Planning Cost Estimate**

An allowance of \$50,000 is included in the plan for speed limit sign changes.

# 8.9. Change to Share the Road Signage

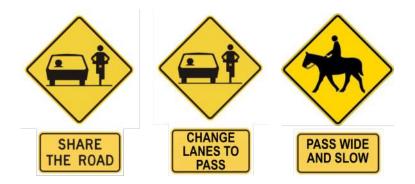
Many of the roadways in North Saanich that don't feature any active transportation facilities have a 'SHARE THE ROAD' sign. The sign is currently being reviewed by the Transportation Association of Canada as the messaging can be misconstrued by drivers.

The current sign shows a relatively close pass which is dangerous and uncomfortable for a cyclist. To encourage improved passing behaviour alternative messaging such as 'CHANGE LANES TO PASS' or for equestrians 'PASS SLOW AND WIDE' is proposed.

This custom sign tab would not be permitted on Provincial roadways (McTavish Road and West Saanich Road south of McTavish Road) but can be added to Municipal roadways.







While plan improvements will ultimately reduce the need to share the road, that will take time. Messaging can be updated quickly and is proposed where cyclists and equestrians share the road with a centre line.

# **Planning Cost Estimate**

An allowance of \$50,000 is included in the plan for 'Share the Road' sign changes.



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# 9. Implementation

## 9.1. Plan Priorities

Project priorities are shown below and were determined through a combination of each options ability to contribute to the primary goals of the active transportation plan, i.e., improving connectivity and increasing safety, as well as the level of public support and prioritization.

#	Option	Increase Trips	Improve Safety	Public Support	Public Priority	Score
1	Lands End Road multi-use pathway			•		68.2
2	McTavish Road multi-use pathway				•	63.2
3	John Road multi-use pathway					59.5
4	McDonald Park Road multi-use pathway					56.0
5	Tatlow Road traffic calming					53.4
6	Speed Limit Reduction to 50km/h	•		•		51.5
7	Neighbourhood Gateways					48.7
8	New crosswalk on Mills Road at the Fickle Fig	•	<b>4</b>	•		45.8
9	Improved multi-use pathway connection on McDonald Park Road at the Lochside Trail		•			44.9
10	Improved multi-use pathway connection on Wain Road at the Lochside Trail	•	•	•		44.7
11	Sidewalk on East Saanich Road between McTavish and Willingdon					43.7
12	West Saanich Road South Shoulder Widening	•				41.3
13	Upgraded crosswalk on East Saanich Road at Dean Park Road					34.7



# Option	Increase Trips	Improve Safety	Public Support	Public Priority	Score
14 West Saanich Road North Bike Lane					33.0
15 Change 'Share the Road' signage	0		•	•	33.0
16 New crosswalk on Mills Road at Wilson Road					31.2
17 New crosswalk on Mills Road at Municipal Hall		•	•	•	30.9
18 Upgraded crosswalk on McTavish Road at Cresswell Road					30.9
19 Hillgrove Road multi-use pathway connection			•		28.3
20 Wayfinding upgrades on the Lochside Trail		0	•		27.2
21 East Saanich Road Bus stop connection from McTavish Road			•		26.9
22 Wayfinding upgrades on Local Roads		0			25.9
23 Upgraded crosswalk on East Saanich Road at Graham Avenue		•		•	25.6
24 East Saanich Road Bus stop connection from Forest Park Drive					24.3
25 Upgraded crosswalk on East Saanich Road at Telsan Avenue		•		•	24.2
Step Upgrade between West Clayton Road and Chalet Road		0			19.4
Lands End Road Bike Lane 27 (Removed - MUP favoured by most)				0	18.0
28 Paved bus stop pads		0		0	15.9



# 9.2. Implementation Plan

The implementation plan considers how each improvement is phased, where design is necessary in advance, or where for simple projects it can be completed as part of one project. The plan balances focus on building the core network with minor improvements included where funding availability allows.

The plan set out below may be subject to change as opportunities and funding evolve over the plan period. For the purpose of this implementation plan, it has been assumed that there is approximately \$1 Million per annum available for active transportation improvements. All costs are shown in 2021 dollars, and include a 50% contingency and 10% design costs. The total cost of the plan is approximately \$16.16 Million excluding improvements in the BC Ministry of Transportation and Infrastructure right-of-way.

The District typically funds transportation capital projects from contributions from grants, Federal Gas Tax and capital reserves. Over the last five years, the District has expended approximately \$4.375 Million on transportation projects. Of this investment, approximately 34% (\$1.5 Million) was funded by grants, approximately 57% (\$2.486 Million) was funded from Federal Gas Tax, and approximately 9% (\$385,700) was funded through District capital reserves.

2022 Projects	
Lands End Road multi-use pathway survey & concept design	\$100,000
McDonald Park Road multi-use pathway survey & detailed design	\$100,000
John Road multi-use pathway, survey, detailed design & construction	\$600,000
Upgraded crosswalk on Mills Road at Tsaykum Road	\$30,000
New crosswalk on Mills Road at the Fickle Fig	\$60,000
Bus stop upgrade allowance	\$50,000
TOTAL	\$940,000
2023 Projects	
McDonald Park Road phase 1 construction	\$800,000
Bus stop upgrade allowance	\$50,000
Tatlow Road traffic calming, survey, detailed design & construction	\$200,000
TOTAL	\$1,050,000
2024 Projects	
McDonald Park Road phase 2 construction	\$700,000
Lands End Road Detailed Design	\$200,000
'Share the Road' signage upgrades	\$50,000
Crosswalk upgrade on East Saanich Road at Dean Park	\$30,000
TOTAL	\$980,000



2025 Projects	
Lands End Road Highway 17 to Piers Road construction	\$950,000
Neighbourhood Gateways at 3 Locations	\$60,000
Bus stop upgrades	\$50,000
TOTAL	\$1,060,000
2026 Projects	
Lands End Road Piers Road to Greenpark Drive construction	\$710,000
Neighbourhood Gateways at 3 Locations	\$60,000
Crosswalk Upgrade on McTavish Road at Cresswell Road	\$30,000
New crosswalk on Mills Road at Wilson Road or Municipal Hall	\$60,000
TOTAL	\$860,000
2027 Businests	
2027 Projects	¢4.070.000
Lands End Road Greenpark Drive to Elderberry Way construction	\$1,070,000
Bus stop upgrades	\$50,000
TOTAL	\$1,120,000
2028 Projects	
Lands End Road Elderberry Way to Dawson Way construction	\$710,000
Bus stop upgrades	\$50,000
East Saanich Road Sidewalk	\$250,000
TOTAL	\$1,100,000
2029 Projects	
Lands End Road Dawson Way to Oceanspray Drive construction	\$830,000
Lands End Road Phase 2 Detailed Design	\$200,000
Bus stop upgrades	\$50,000
TOTAL	\$1,100,000
2020 Projects	
2030 Projects	<b>\$560,000</b>
Lands End Road Oceanspray Drive to Sylvan Place construction	\$560,000
Neighbourhood Gateways at 3 Locations	\$60,000
Bus stop upgrades	\$50,000
TOTAL	\$670,000
2031 Projects	
Lands End Road Sylvan Place to Howcrest Road construction	\$1,550,000
Neighbourhood Gateways at 3 Locations	\$60,000
TOTAL	\$1,610,000





2032 Projects	
Lands End Road Howcrest Road to Seabreeze Road construction	\$1,410,000
TOTAL	\$1,410,000
2033 Projects	
Lands End Road Seabreeze Road to Cloake Hill Road construction	\$1,270,000
TOTAL	\$1,270,000
2034 Projects	
Lands End Road Cloake Hill Road to West Saanich Road construction	\$1,130,000
TOTAL	\$1,130,000
2035 Projects	
West Saanich Road North Bike Lane Phase 1 (Birch to Tatlow)	\$580,000
Hillgrove Road multi-use pathway upgrade (or other location TBC)	\$200,000
Neighbourhood Gateways at 3 Locations	\$40,000
TOTAL	\$820,000
2000 D : (	
2036 Projects	<b>#</b> 500,000
West Saanich Road North Bike Lane Phase 2 (Tatlow to Lands End)	\$580,000
Bus stop upgrades	\$50,000
TOTAL	\$630,000
2037 Projects	
Crosswalk upgrade on East Saanich Road at Graham Avenue	\$30,000
Crosswalk upgrade on East Saanich Road at Telsan Avenue	\$30,000
Wayfinding upgrades	\$100,000
Bus stop upgrades	\$50,000
Step upgrades at Clayton Road and Chalet Road	\$200,000
TOTAL	\$410,000
PLAN TOTAL	\$16,160,000



#### 9.3. Stakeholder Collaboration

In addition to the costs outlined above, municipal contributions may be necessary to upgrades made by other regional and provincial bodies. The District will collaborate with the Capital Regional District to make upgrades to the Lochside Regional Trail where possible.

With respect to the BC Ministry of Transportation and Infrastructure, the District will work with the Ministry to implement he plan options including the McTavish Road multi-use pathway, West Saanich Road bicycle accessible shoulders, multi-use pathway improvements to the Lochside Regional Trail at the Wain Road/McDonald Road interchange, and the long term plans to improve safety and better accommodate people both walking and cycling on the Highway 17 overpasses.

With respect to transit access, the District will work with BC Transit to identify priority locations to improve transit stops and access to them.

# 9.4. Monitoring

Monitoring of active transportation trends can help confirm project successes and inform any adaptions or corrections that may be necessary on past or future projects. Examples of potential monitoring strategies are identified below:

- Readily Available Data: This includes census travel to work metrics and household travel surveys which are updated approximately every five years.
- Project Specific Counts: These counts which may be manual or automatic using
  various technologies, count the number of people walking, cycling or moving by
  other various means along a specific corridor. Often done before and after a project
  to understand if it increases usage, care must be taken to count on similar days,
  similar times of the year, with similar weather, and it's important to understand that
  counts on one corridor may be attracting trips from other corridors. To avoid such
  issues, screenline surveys can help count trips on a wider scale to better understand
  if trips are increasing or simply shifting routes.
- Intercept Surveys: Intercept surveys provide a valuable source of user opinion and can be undertaken directly on a corridor or neutral location, potentially before and after to understand public opinions towards the improvements. Examples include how safe people feel or if they experienced any conflicts with other modes.
- Observational Surveys: These surveys require a suitably experienced person to
  observe a corridor either before or after improvements to gauge how people are
  using it, if there are conflicts between user groups, and help to identify if specific
  interventions will be appropriate to implement, or if after implementation, if they are
  working as intended. Examples might include conflicts on multi-use pathways or
  conflicts at crosswalks.





# 9.5. Beyond the Plan

The plan is a practical strategy to improve active transportation in the District of North Saanich over a period of approximately 20 years.

The anticipated investment and the scale of the improvements required are not sufficient to build a complete active transportation network for all ages and abilities in that time period. Achieving an all-ages and abilities facility on the entire core network is a longer term goal.

Upon completion of these plan priorities, it is anticipated that attention will turn to the existing painted bike lanes and further separating people walking and cycling from motor vehicles.



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# Appendix A: 'What we Heard' Public Feedback Summary





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# 1. Phase 1 Public Perspectives

The District of North Saanich consulted the public to gauge their perspectives on active transportation issues in North Saanich. The survey took place in July and August 2020 and the public were asked to respond to four broad themes that are intertwined with active transportation including transportation equity, health and transportation, traffic and road safety, and places and infrastructure. The survey also took place at a time when people's lives were disrupted by the COVID-19 pandemic. Changes included more people working from home, more people getting out of their house for exercise and physically distanced company, and others facing reduced income or lay-offs.



During the period the survey was open:

- 283 people participated in the process in total
- 218 people provided responses through the survey
- 61 people placed 139 pins on the 'Places and Problems' map
- 19 people contributed ideas for consideration



Respondents to the survey came from the following neighbourhoods, or external municipalities:

- 25.7% from Deep Cove
- 17.4% from Cloake Hill/Horth Hill
- 11.9% from Ardmore
- 10.1% from Central Area North
- 8.3% from Airport
- 6.4% from Dean Park
- 5.0% from Curteis Point/MacDonald Park
- 4.1% from Central Area South
- 3.2% from South East Quadrant
- 1.0% from Tseycum and Pauquachin First Nations
- 6.9% from other municipalities.







## Age of Respondents:

- <19–0%</li>
- 20-29 2.3%
- 30-39 10.3%
- 40-49 15.4%
- 50-59 23.4%
- 60-69 31.8%
- 70-79 13.1%
- 80 + -3.7%

# 1.1. Transportation Equity

The equity question in the survey told us why people use the modes of transportation that they do. Often, we don't appreciate that some people in the community are reliant on forms of transportation for their day-to-day needs that others either take for granted, or only use for recreation. Respondents were asked about modes of transportation:



99.5% own a vehicle. The most common reasons for owning a vehicle were:

- Shopping
- Convenience
- Load carry capability
- Trips
- Transporting family



86.5% own a bicycle. The most common reasons for owning a bicycle were:

- Physical health
- Fun
- Environmentally friendly
- Mental Health
- Low cost







20.4% use transit. The most common reasons for using transit were:

- No parking challenges
- Distances too great to walk or cycle
- Low cost
- Routes work well for them
- Less stressful than other modes



0.5% are reliant on a mobility device such as wheelchair or mobility scooter to get around.

Inequity in the transportation network can relate to the feeling of safety when travelling by different modes of transportation. An equitable transportation system would provide equal levels of comfort and safety for all people no matter how they choose to travel.



In North Saanich people feel much less safe when cycling and walking compared with traveling in a vehicle:

- 195 stated how safe the feel when walking, 5% felt unsafe when walking, 48% felt somewhat safe, 47% felt very safe
- 163 stated how safe the feel when cycling, 10% felt unsafe when cycling, 64% felt somewhat safe, 25% felt very safe
- 63 stated how safe the feel when taking transit, 6% felt unsafe when using transit, 32% felt somewhat safe, 62% felt very safe
- 188 stated how safe the feel when driving, 0.5% felt unsafe when driving, 24% felt somewhat safe, 75% felt very safe



# 1.2. Health and Transportation

The health benefits provide a large incentive for communities to embrace active transportation. In North Saanich people felt it was important to them:



86% stated active transportation was very important to their physical health, 10.5% stated it was somewhat important.



81.4% stated active transportation was very important to their mental health, 16.1% stated it was somewhat important.



61.8% stated they had been getting around more by active transportation during the COVID-19 pandemic. 85.4% of those people stated they would continue to use active modes more when pandemic restrictions are lifted.

Respondents were asked if they feel the transportation network in North Saanich impacts their health in any way:



62% stated their health was not impacted by the transportation network.



31% stated they had a fear of being in a collision due to the lack of separation from vehicles.



11% stated they feared for their personal safety due to remote or unlit areas.





# 1.3. Traffic and Road Safety

Traffic is one of the primary barriers to active transportation with the threat of being struck by a motor vehicle having potentially fatal consequences. This is what we heard:



26% stated that the risk of being in a collision prevents them from cycling or rolling more. The top concerns included:

- Lack of separation from vehicles
- Speeding vehicles
- Distracted driving
- · Poor pavement condition
- Lack of safe cycling facilities



10% stated that the risk of being in a collision prevents them from walking or wheelchairing more. The top concerns included:

- · Lack of separation from vehicles
- Speeding vehicles
- Distracted driving
- Lack of pedestrian facilities

The traffic and road safety questions identify if traffic congestion or parking are common complaints. Traffic congestion can help encourage people to travel by active modes, while a lack of congestion can often indicate roads flow freely and possibly indicates speeding issues.



85% do not experience any congestions issues. Those that do were primarily on the Patricia Bay Highway.

Parking is often a potential source of space if it can be removed to make space for active transportation with minimal construction. In North Saanich there is minimal onstreet parking and thus this question was somewhat unnecessary.



8% stated they experience parking issues, and these were primarily at private establishments including The Fickle Fig, Roost Farm, and Deep Cove General Store.





Traffic calming can help reduce vehicle volumes and speeds to a level that makes walking and rolling on local streets safer and more comfortable for most people.



203 people stated if they would like to see traffic calming or not. 51.7%would like to see more traffic calming in their neighbourhood. When cross referenced with the neighbourhood question the following splits were observed:

- In Tseycum Nation, 100% wanted more traffic calming (1 response)
- In Airport, 67% wanted more traffic calming (18 responses)
- In Ardmore, 58% wanted more traffic calming (26 responses)
- In Deep Cove, 57% wanted more traffic calming (53 responses)
- In the South East Quadrant, 57% wanted more traffic calming (7 responses)
- In Dean Park, 50% wanted more traffic calming (12 responses)
- The remaining neighbourhoods had fewer than 50% of respondents that wanted traffic calming

# 1.4. Active Transportation Infrastructure

Infrastructure is critical to increasing active transportation mode share. To achieve a meaningful increase in active trips, infrastructure must form a connected network between key origins and destinations. And the infrastructure itself must be accessible, safe, and provide sufficient space to pass. Respondents were asked how often they travel by different modes, how confident they were as a cyclist, how comfortable they felt using the existing facilities and potential new facilities.

Respondents use the following modes of active transportation:



94% walk at least once per week, with 42% walking every day



45% cycle at least once per week, with 7% cycling 5-6 times per week. 13% use an electric bicycle at least once per week



3.6% used a mobility device, scooter, skateboard or rollerblades at least once per week





Respondents were asked why they make trips by active transportation:



85% make trips for exercise

75% make trips for recreation

56% make trips for socializing

51% make trips for shopping

22% make trips for commuting to work

Cyclists are often broken down into three categories based on their level of confidence cycling in traffic. Respondents in North Saanich were asked to self evaluate their level of confidence cycling. 151 people evaluated their confidence, while 67 skipped this question indicating they were not interested in cycling.



Of the 151 that responded, 11.6% consider themselves strong and fearless, defined as someone that will cycle anywhere on any type of infrastructure. These people are already cycling and while they will benefit from safer facilities, it will likely not influence the amount they cycle.



Of the 151 that responded, 69.8% consider themselves confident and enthused, defined as a regular cyclist that will tolerate poor infrastructure but prefer safer routes. These people are already cycling so improving safety may not increase active transportation mode share, but they will appreciate safety benefits.



Of the 151 that responded, 18.6% consider themselves interested but concerned, defined as those people not currently cycling or doing so infrequently due to lack of safe routes. These people represent the greatest potential to increase active transportation mode share.



Those that stated they cycle or are interested in cycling more were asked if they were comfortable using existing facilities.



98% are comfortable using multi-use paths such as the Flight Path or Lochside Trail, i.e., a paved facility shared with pedestrians.



86% are comfortable using a major road with painted bike lane such as West Saanich Road



77% are comfortable using a local road such as Ardmore Drive, i.e., lower volume, lower speed, and no centre line.



74% are comfortable using trails, i.e., an unpaved facility shared with pedestrians.



30% are comfortable using a major road with no bike facilities such as Lands End Road, i.e., higher volume, higher speed with centre line.

Respondents were also asked about some common or emerging bike facilities that can improve safety and increase comfort for active modes.



79% would feel comfortable using a major road if it provided simple curb protection to separate cyclists and motor vehicles.



59% would feel comfortable using a major road if it provided substantial protection barriers to separate cyclists and motor vehicles. Interestingly this is less than the lesser protection above.



50% would feel comfortable using a local road with advisory bike lanes, defined as a road where cars have a single lane and can move into the bike lane to pass if there are no cycles present. This is less than those comfortable already using a local road.





#### 1.5. Ideas

19 Ideas were provided in relation to many aspects of active transportation. They're broken up into the following categories and generally, each idea is proposed by one person.



Infrastructure based ideas suggested for consideration in the plan include:

- Add bike paths on West Saanich Road from Wain Road to Lands End Road
- · Add bike lanes on Lands End Road
- Improve West Saanich Road between Brentwood and McTavish Road (MoTI Facility)
- Use asphalt rather than chip sealChip Seal
- Safe pathway from Kelset School to Lower Dean Park
- · Add a crosswalk at the Fickle Fig
- · Sidewalks on Wain Road
- Provide more equestrian trails
- Add a multi-use path between Macdonald Park and the Flight Path
- Widen Towner Park Road to allow beach access



Ideas relating to environmental concern for consideration in the plan include:

- Leave trails unpaved, preserve the natural beauty and natural access to it
- Add garbage cans in parks



Education ideas for consideration in the plan include:

- Encourage pedestrians to walk on the left facing oncoming traffic
- Other ideas for consideration in the plan included:
- License Bicycles



#### 1.6. Places and Problems

Respondents were given a choice of pin types to add to the map including favourite places, pedestrian problems, cycling problems, accessibility problems, or other problems. Where multiple pins were placed along roadways with the same problem, responses have been consolidated:

Lands End Road: 12 pins were placed along Lands End Road with comments including: No cycling or pedestrian facilities, lots of cyclists, pedestrians and dog walkers, issues with light obscuring driver sight at certain times of the day. Blind corners, hills and foliage contribute to issues. Lots of pedestrians walk to the ferry. Vehicles often drive too fast. People not comfortable with children using the road. Difficult just to go for a walk. Cyclists often travel in groups and ride side-by-side.

**West Saanich Road:** 22 pins were placed on West Saanich Road with comments including: No bike or pedestrian facilities at the north or south end (south end is MoTI Facility). Small section of asphalt curb protected sidewalk adjacent to Deep Cove Elementary and Deep Cove market which is in poor condition and provides little separation from traffic. Speed limit of 60 km/h is too high. Commercial vehicle use is perceived to be high and causes unsafe conditions for active modes. Many beach access points along this road, which aren't always accessible or clear.

Wain Road: 6 pins were provided on Wain Road with comments including: Provides access to Wain Park, Deep Cove Market, and Elementary school, while at the east end, the pedestrian overpass to Lochside Trail. Many consider it an important walking route and note the lack of sidewalks or pathways. At the east end, more people noted speeding was an issue, and even crossing at marked crosswalks is challenging. East of the highway, the Lochside Trail narrows where it passes under/adjacent to the overpass ramps, and there is no marked crossing for bikes heading southbound on the Lochside Trail route across McDonald Park Road. Maintenance issues were identified on Wain Road interchange with potholes and lack of sweeping making the shoulder inaccessible for bicycles. It should be noted that the highway interchange and Lochside Trail are the responsibility of MoTI and Capital Regional District respectively.

**Mills Road:** 5 pins were placed on Mills Road with comments including: Connections from the flight path on south side of Mills Road to locations on north side need improving including to Wilson Road, Littlewood Road, and the Fickle Fig.

**McDonald Park Road:** 8 pins were placed on McDonald Park Road with comments including: West of the highway missing connection from Canadian Tire to flight path. Cars often block access to the existing multi-use path. Road is in very poor condition. East of the highway, the wayfinding for the Lochside Trail (managed by the Capital Regional District) is not clear around the Ardwell Avenue area.

**East Saanich Road:** 15 pins were placed on East Saanich Road with comments including: Provides access to Roost Farm, McTavish Market, Panorama Recreation Centre. Abrupt end to bike lanes approaching Willingdon roundabout. Lots of people cross near Telsan Avenue to access the flight path where there is no crosswalk. Crosswalk just south of Graham Avenue has sightline issues. Some people may cross to access Kelset Elementary on west side. Crosswalks around Dean Park need to be refreshed or added to support access to transit. Speeding and compliance with stops at crosswalks are issues.





**McTavish Road (MoTI Facility):** 5 pins were placed on McTavish Road with comments including: Provides access to McTavish Road Academy of Art, McTavish Park and Ride, many people walk or use it to access transit. Gravel shoulder not safe enough. It's an important connection for cycling, but unsafe due to vehicle speed and volume. Sun glare can create visibility issues at certain times of day.

**Tatlow Road:** 5 pins were placed on Tatlow Road with comments including: This route that provides beach access at one end and access to Horth Hill park at the other is lacking a sidewalk or pathway. Speeding vehicles make this road unsafe and uncomfortable for many.

**Wilson Road:** 2 pins were placed on Wilson Road with comments including: Provides access to three equestrian centres, cars pass too fast and too closely, would benefit from more signage.

**Willingdon Road:** 2 pins were placed on Willingdon Road with comments including: Sometimes there's conflict on the flight path (managed by Victoria Airport Authority) between pedestrians and cyclists, but generally a good connection for active transportation.

Patricia Bay Highway (MoTI Facility): 18 pins were placed on the Patricia Bay Highway with comments including: Several people noted there are desire lines across the highway, for example at Malaview Avenue and Mills Road, with dirt paths indicating these are used today. Overpasses are well used but not always good for cycling. Some comments were within the Sidney boundary also.

**Leal Road:** 2 pins were placed on Leal Road although comments are possibly relevant for many local roads. Lack of sidewalks creates conflicts with vehicles and vehicle turning speeds are high at Emard Terrace due to large corner radii.

**Clayton Road:** 1 pin was added on Clayton Road noting the gravel pathway at the west end is very steep and a slip hazard, consider steps or switch back options.

**Towner Road:** 4 pins were added on towner road with comments noting issues with vehicles speeding and lack of parking near the beach access to unload kayaks.





# 1.7. Phase 1 Engagement Summary

The first phase of public engagement confirmed that North Saanich is home to an aging population that make trips by active transportation mostly for recreation, shopping and socializing, rather than commuting.

Many people already get around by active transportation, frequently walking and cycling. Somewhat different from the norm, many people in North Saanich consider themselves confident and enthused cyclists, far more-so than interested but concerned.

Because so many people are already walking and cycling the extent of mode-shift possible may be somewhat limited, but that's not to say improvements aren't necessary. Those that are interested but concerned are effectively excluded currently from some of the major connections in the North Saanich, with neighbourhoods becoming islands cutoff with no safe routes to other neighbourhoods.

In terms of equity, it appears that most people in North Saanich do drive or have access to a car, but also cycle. While some citied the low cost of cycling as one of the reasons they do it, most are making recreational or social and shopping trips, which while not a commute to work, are of course still essential trips.

Most respondents valued active transportation as very important for both their physical and mental health, many acknowledging that they had been getting around by active modes more during the COVID-19 pandemic and would likely continue to do so once restrictions are relaxed, perhaps an indicator that mode-share might be quite different in the next Census or travel survey.

With respect to infrastructure, many people noted that they would feel comfortable using protected bike lanes, but interestingly this was still lower than those that said they were comfortable using the existing painted bike lanes, and less than those that were comfortable using multi-use paths.

The respondents did provide many useful insights into specific problem locations which can be identified for local improvements in the option development and implementation plan.





# 2. Phase 2 Plan Feedback

The District of North Saanich consulted the public to gauge their feedback on the draft plan and the level of support for each of the options within the draft plan. A virtual live session was held on January 26, 2021 to present the plan to the public and provide an opportunity to ask questions about the draft plan. Feedback was collected through an online survey in January and February 2021 and the public were asked to rate their level of support for each proposal within the plan.



During the period the survey was open:

- 383 people provided responses through the survey
- 41.1% retired, 39.7% employed, 10.3% business owner
- 57.8% female, 38.5% male
- 4.2% living with disabilities



### Age of Respondents:

- <19 0.5% (Phase 1 0%)</li>
- 20-29 5.0% (Phase 1 2.3%)
- 30-39 10.7% (Phase 1 10.3%)
- 40-49 14.9% (Phase 1 15.4%)
- 50-59 18.1% (Phase 1 23.4%)
- 60-69 31.2% (Phase 1 31.8%)
- 70-79 15.2% (Phase 1 13.1%)
- 80+ 2.6% (Phase 1 3.7%)





Respondents to the survey came from the following neighbourhoods, or external municipalities:

- 24.0% from Deep Cove (Phase 1 25.7%)
- 18.0% from Cloake Hill/Horth Hill (Phase 1 17.4%)
- 8.9% from Ardmore (Phase 1 11.9%)
- 7.8% from Central Area North (Phase 1 10.1%)
- 5.5% from Airport (Phase 1 8.2%)
- 7.3% from Dean Park (Phase 1 6.4%)
- 4.4% from Curteis Point/MacDonald Park (Phase 1 5.0%)
- 3.4% from South East Quadrant (Phase 1 3.2%)
- 2.4% from Central Area South (Phase 1 4.1%)
- 0% from Tseycum and Pauquachin First Nations (Phase 1 1%)
- 5.7% from Sidney (Phase 1 1.4%)
- 4.2% from Central Saanich (Phase 1 3.7%)
- 8.4% from other Municipalities (Phase 1 1.8%)

The presentation boards are presented in order on the following pages along with the level of support from the public.



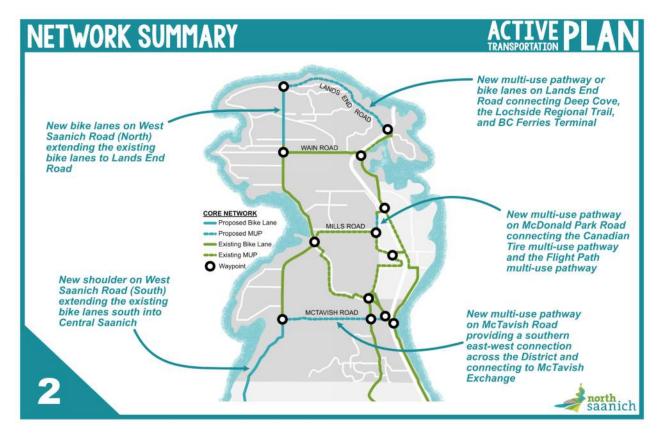
# Improve community connectivity and safety over the next 20 years while respecting the character of North Saanich PLAN GOALS Increase the number of active trips to support emission reductions, improve community health, increase access to transit and local businesses. Improve safety on major roadways and local roads to make it more comfortable to walk and cycle. Support increased use of electric bikes which are well suited to the topography and ageing demographic. Coordinate with key stakeholders, Tseycum First Nation and Pauquachin First Nation to maintain infrastructure and achieve mutually beneficial improvements. Align the active transportation plan and its recommendations with other plans and projects. The rural character shall be considered when identifying infrastructure needs.

### Plan, Vision and Goals Public Feedback

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
198	137	18	21	7

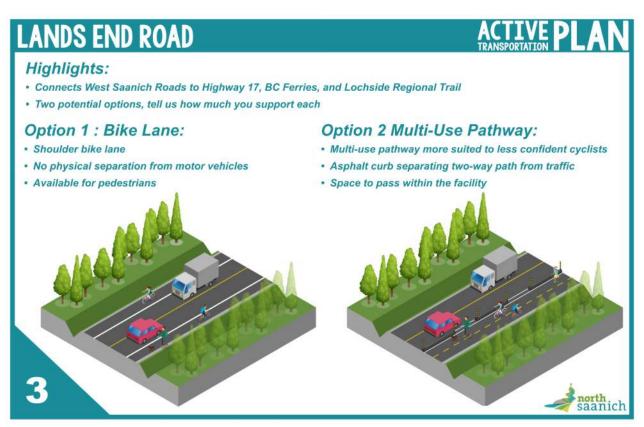
200 text responses were received in relation to the plan vision and goals and can be viewed in the full survey response available separately.





Board 2 was provided for information only.





### Lands End Road Public Feedback

Prefer	Prefer	OK with	Dislike
Bike Lanes	Multi-Use Path	Either	Both
112	192	41	32

208 text responses were provided in addition to the selection of a preferred option and can be viewed in the full survey response available separately.



# MCDONALD PARK ROAD Highlights: Connects Canadian Tire multi-use pathway to the Flight Path with a similar facility Multi-use pathway more suited to less confident cyclists Asphalt curb separating two-way path from traffic Pedestrians and cyclists mixed together WEST SAANICH ROAD (NORTH) Highlights: Continues existing facility from Birch Road to Lands End Road Pavement widened to provide a shoulder bike lane Maintains consistency with facility to the south Pedestrian space maintained in addition to bike lane where currently provided

### McDonald Park Road Public Feedback

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
212	95	35	12	21

149 text responses were provided with Respect to McDonald Park Road and West Saanich Road North and can be viewed in the full survey response available separately.

### West Saanich Road North Public Feedback

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
214	74	40	18	23





# MCTAVISH ROAD Highlights: Connects West Saanich Road, East Saanich Road and McTavish Exchange · Multi-use pathway more suited to less confident cyclists · Asphalt curb or landscaped boulevard separating two-way path from traffic · Pedestrians and cyclists mixed together · Recommendations subject to agreement with BC MOTI WEST SAANICH ROAD (SOUTH) Highlights: · Continues existing facility south to Central Saanich · Bicycle accessible shoulder · Available for pedestrians · Recommendations subject to agreement with BC

### McTavish Road Public Feedback

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
220	71	40	19	24

138 text responses were received for McTavish Road and West Saanich Road south of McTavish Road and can be viewed in the full survey response available separately.

### West Saanich Road South Public Feedback

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
211	82	39	18	19



## 2.1. Core Network Summary

In general, significantly more people support the proposals than oppose them, but the public feedback highlights a number of challenges that the District may consider as they approach the implementation of each facility type:

### **Bicycle Lanes or Bicycle Accessible Shoulders**

- If space is available, widen to allow space for passing in the facility and space for protective barriers even if to be installed at a later date.
- On corners, widening can be more beneficial as vehicles have a tendency to cut the corner or run wide.
- Where feasible provide a gravel shoulder behind the paved shoulder for equestrian use
- Where the pedestrian activity is higher, i.e., near schools, consider separate space for pedestrians.

### **Multi-Use Pathways**

- Encourage pathway etiquette including:
  - Keep to the right messaging
  - Pass slowly messaging
  - Respect other pathway users
  - Priority messaging i.e., equestrians, pedestrians, cyclists
- Encourage cyclists wishing to travel at speed to stay on the roadway, i.e., fast/slow signage.
- Where feasible provide a gravel shoulder behind the paved pathway for equestrian use.

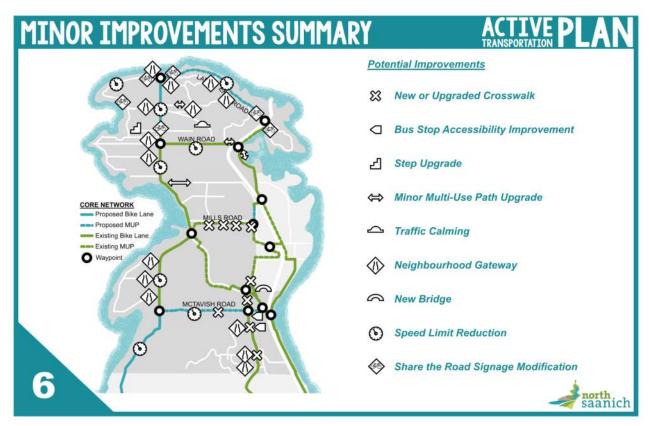
### **Priorities**

With respect to priority, the public were asked to rank each part of the core network from 1 to 5 with 1 being the most important. The following average scores were determined:

- Lands End Road 2.72
- McTavish Road (Bc MOTI) 2.89
- West Saanich Road North 2.95
- West Saanich Road South 2.98
- McDonald Park Road 3.26







Board 6 was provided for information only.



# **CROSSWALK IMPROVEMENTS** Highlights: · Improved pedestrian safety at locations where crossing demand is higher and there is a clear desire line · Paved waiting area and access to the crosswalk · Rapid Rectangular Flashing Beacons (RRFB) to improve visibility and driver compliance · Zebra crosswalk markings **Potential Locations** · Mills Road at Municipal Hall (New with RRFB) · Mills Road at Wilson Road (New with RRFB) · Mills Road at the Fickle Fig (New with RRFB) · East Saanich Road at Teslan Avenue (New with RRFB) East Saanich Road at Graham Avenue (Upgrade with RRFB) East Saanich Road at Dean Park Road (Upgrade with RRFB) McTavish Road at Cresswell Rd (Upgrade with RRFB)

# **Crosswalk Improvements Public Feedback**

Location	Strongly Support	Somewhat Support	Neutral	Somewhat Oppose	Strongly Oppose
Mills Road at Municipal Hall (New)	120	91	103	32	23
Mills Road at Wilson Road (New)	127	78	117	25	19
Mills Road at the Fickle Fig (New)	171	83	68	25	19
East Saanich Rd at Telsan Ave (New)	87	78	170	9	11
East Saanich Rd at Graham Ave	92	83	158	11	11
East Saanich Road at Dean Park Rd	143	85	111	8	11
McTavish Road at Cresswell Rd	125	83	122	11	13

97 text responses were received providing additional comments on crossing improvements and can be viewed in the full survey response available separately.





### **BUS STOP ACCESSIBILITY UPGRADES** Highlights: Highlights: Accessible paved bus stop waiting areas Improves access to bus stops. Connects existing bus Coordinated with BC stop pads to existing Transit crossing facilities Locations prioritized based on stop use and to be determined **Proposed Locations** STEP UPGRADES · East Saanich Road NB stop connection to McTavish Road crosswalk. East Saanich Road NB stop connection to Forest Park Drive crosswalk. Highlights: · Replaces steep slope and slip hazard with steps · Includes bicycle access ramp channel Proposed Location · West end of Clayton Road connecting to Chalet Road. north saanich

### **Bus Stop Upgrades Public Feedback**

Location	Strongly Support	Somewhat Support	Neutral	Somewhat Oppose	Strongly Oppose
Paved bus pads at stops	113	96	120	23	12
Improved connection on East Saanich Rd from McTavish Rd	113	100	131	5	11
Improved connection on East Saanich Rd from Forrest Park Dr.	116	84	139	6	11

88 text responses were received in relation to bus stop upgrades and step upgrades and can be viewed in the full survey response available separately.

### **Step Upgrades Public Feedback**

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
96	82	119	24	40



# NEIGHBOURHOOD GATEWAYS

# ACTIVE PLAN

### Highlights:

- Located at the entry to a neighbourhood road from a major road.
- Reduces driver speeds and encourages more care and attention
- Entry signage such as 'SLOW', 'CHILDREN AT PLAY', or 'DRIVE WITH CARE'
- Speed reduction measures such as speed humps or pinch points
- · Pavement markings such as 'SLOW'



# TRAFFIC CALMING

### Highlights:

- · Proposed on Tatlow Road to reduce short-cutting
- Provides a more comfortable route for pedestrians, cyclists, and equestrians by reducing traffic volumes and speeds and improves their access to Horth Hill Regional Park
  - · Includes traffic calming speed humps
    - Includes advisory shoulder markings, limiting traffic to just one lane.

9



### **Neighbourhood Gateways Public Feedback**

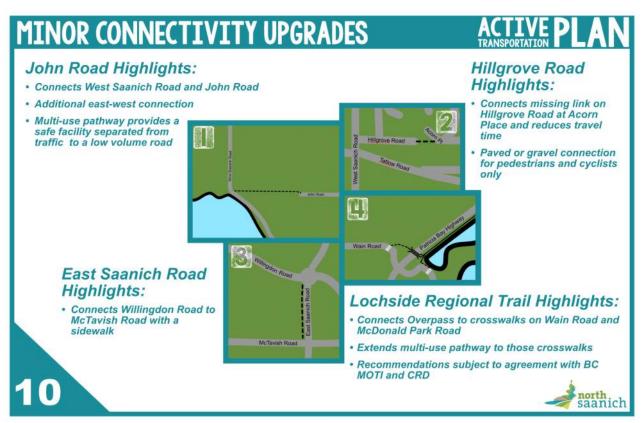
Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
150	91	50	37	39

129 text responses were received providing additional comments on neighbourhood gateways and traffic calming and can be viewed in the full survey response available separately.

### **Traffic Calming Public Feedback**

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
146	80	55	42	50





### **Minor Connectivity Upgrades Public Feedback**

Location	Strongly Support	Somewhat Support	Neutral	Somewhat Oppose	Strongly Oppose
John Road Multi-Use Pathway connection	203	75	72	8	2
Hillgrove Road Multi- Use Pathway Connection	141	71	124	11	9
East Saanich Road Sidewalk Connection	161	81	102	8	2
Lochside Trail Multi- use Pathway to McDonald Park Road Crosswalk	186	83	77	8	5
Lochside Trail Multi- use Pathway to Wain Road Crosswalk	201	75	66	10	6

71 text responses were received providing additional comments on these proposals and can be viewed in the full survey response available separately.



### WAYFINDING UPGRADES Highlights: LOCHSIDE REGIONAL TRAIL LOCHSIDE REGIONAL TRAIL · Signage along the Lochside Regional Trail and other key waypoints to direct people to key destinations · Improves confidence in route selection HORTH HILL REGIONAL PARK ተ SIDNEY · Potential to increase tourism trips to North Saanich from the Lochside Regional Trail and increase visitors to local **DEEP COVE** JOHN DEAN PROV. PARK VICTORIA INTERNATIONAL→ AIRPORT · Recommendations subject to agreement with CRD MCDONALD CAMPGROUND SPEED LIMIT REDUCT Highlights: MAXIMUM MAXIMUM · Where the speed limit is currently 60 km/h and the roadway is shared with pedestrians and cyclists, the posted speed will be reduced to 50 km/h · The reduction in speed will increase comfort for those traveling by active modes The reduction in speed will reduce collision frequency and severity **Proposed Locations** · Recommendation subject to agreement with · Lands End Road · West Saanich Road Council for municipal roads and BC MOTI for provincial roads. · Wain Road McTavish Road north saanich

### **Wayfinding Public Feedback**

Location	Strongly Support	Somewhat Support	Neutral	Somewhat Oppose	Strongly Oppose
Lochside Regional Trail Wayfinding	186	89	59	15	21
Local Roads Wayfinding	169	93	63	20	21

117 text responses were received with respect to wayfinding improvements and speed limit reductions and can be viewed in the full survey response available separately.

### **Speed Limit Reductions Public Feedback**

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
155	59	45	38	74





### CHANGE SHARE THE ROAD MESSAGING Existing Proposed Highlights: The 'SHARE THE ROAD' sign is currently being reviewed by the Transportation Association of Canada as the messaging can be misconstrued by drivers The current messaging suggests cyclists and drivers share the road. It does not specify clear how they should do that. On municipal roadways, to encourage improved passing behaviour, the District is considering alternative messaging such as 'CHANGE LANES TO PASS' which provides more positive instruction for the driver making CHANGE the passing maneuver. SHARE LANES TO THE ROAD **PASS** ICBC DRIVER TRAINING PASSING Allow following distance — allow plenty of following distance. You need to be able to avoid hitting a cyclist who falls. Cyclists who wobble are probably inexperienced and are more likely to fall than experienced cyclists. Give them even more space than usual. Cyclists commute to work as well as ride for recreation, so you can expect to see them on the road at any time of the day or night. Be aware that bicycle riders have the same rights and responsibilities on the road as drivers. Observe carefully at all times. Cyclists, like pedestrians, are vulnerable. Allow side margins — a significant number of crashes involving cyclists result from side-awiping. Make sure there is enough space if you want to pass a cyclist. On a narrow road, wait for a deep straight stretch that will allow you to pull out and give the cyclist room. Remember, you are allowed to cross a single solid yellow line when passing a cyclist, provided you can do it safely. On a multi-lane road, change lanes rather than risk crowding the cyclist.

### **Share the Road Signage Public Feedback**

Strongly	Somewhat	Neutral	Somewhat	Strongly
Support	Support		Oppose	Oppose
177	73	62	21	33

125 text responses were received with respect to signage changes and can be viewed in the full survey response available separately.



## 2.2. Minor Improvement Summary

Like for the core network, significantly more people support the proposals than oppose them, but the public feedback highlights a number of challenges that the District may consider as they approach the implementation of each facility type:

- There are many conflicting opinions on current issues and solutions. Further studies
  may be appropriate to confirm the scale of issues identified and provide support for
  the potential solutions. Additional public outreach may be appropriate.
- Care may be required to balance a benefit provided to one user group with the impact any changes have on other user groups.

### **Priorities**

The public were asked to pick their 5 most important minor improvements. Limiting each person to just five selections would force people to prioritize even if they support all options within the plan. The number of votes for each minor improvements are shown below:

- John Road multi-use pathway 146
- New crosswalk on Mills Road at the Fickle Fig 128
- Multi-use pathway on McDonald Park Road at the Lochside Regional Trail 114
- Multi-use pathway on Wain Road to the Lochside Regional Trail overpass 113
- Speed limit reduction from 60 km/h to 50 km/h 112
- Changes to 'Share the Road' signage 109
- Neighbourhood gateways 96
- Traffic calming on Tatlow Road 85
- Sidewalk on East Saanich Road north of McTavish Road 81
- Upgraded crosswalk on East Saanich Road at Dean Park 57
- Wayfinding improvements on the Lochside Regional Trail 57
- Wayfinding improvement on local roads 53
- Hillgrove Road multi-use pathway improvements 53
- East Saanich Road NB bus stop connection from McTavish Road 42
- New crosswalk on Mills Road at Wilson Road 40
- Steps at west end of Clayton Road 37
- Upgraded crosswalk on McTavish Road at Cresswell Road 37
- New crosswalk on Mills Road at Municipal Hall 36
- East Saanich Road NB bus stop connection from Forest Park Drive 28
- Upgraded crosswalk on East Saanich Road at Graham Avenue 11
- Upgraded crosswalk on East Saanich Road at Telsan Avenue 4





# 2.3. Public Support Summary

The public's level of support for each option is summarized below. For Lands End Road, the public were asked which option of two they preferred rather than how much they supported a single option, no preference is shown as somewhat support.

