

Attachment A

Active Transportation Plan Update
Terms of Reference

March 28, 2022

FINAL

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1. OVERVIEW

Investments in walking, cycling and other forms of active transportation lead to more efficient spending on infrastructure, as well as a more accessible and equitable transportation system overall. A balanced transportation system can also result in significant quality of life, health, safety and economic benefits, which improve the lives of Saanich residents.

The District's first Active Transportation Plan, *Moving Saanich Forward* is a guide for investment in active transportation improvements for the next 30 years. The award-winning plan establishes a vision, goals and targets. It also outlines strategies and actions to ensure progress on the District's policies, standards, infrastructure and programs for active transportation.

In 2023 the ATP will be five years old and five years of implementation will have occurred. The purpose of this update is to work with the community to review and update specific aspects of the plan, and incorporate new and emerging information to ensure that the plan continues to be relevant and actionable for the next five years, and beyond.

COVID-19

In March 2020, the outbreak of the COVID-19 virus was declared a pandemic by the Director-General of the World Health Organization. The Province of BC has implemented a plan to manage the impact of COVID-19 and Saanich has established its own emergency planning and communications, focussing on containment and information activity while preparing for other possible eventualities. As the COVID-19 pandemic evolves, the District of Saanich continues to focus on helping our community stay safe and healthy.

The pandemic impacts the update of the ATP in two important ways. Firstly, the updated plan will need to consider the impacts of the pandemic on active transportation, including the travel patterns and behaviours of residents, as well as road safety. Secondly, the update will take into account different requirements for engaging the public and stakeholders as a result of public health measures. This Terms of Reference outlines an engagement approach that recognizes these requirements and integrates a level of flexibility to respond to the fluidity of the situation.

Equity Lens

Transportation equity addresses how the benefits and costs of transportation systems are distributed and whether there are disparities between different communities. Equity is a key consideration in transportation planning, as the allocation of public resources can significantly impact residents' quality of life, including the livability of their neighbourhoods and their ability to access services, education and economic opportunities.

Staff will apply an equity lens to identify applicable data, build community capacity and remove barriers to engagement, and evaluate the impacts of plan objectives, goals, actions and

priorities for implementation. It is expected that this type of analysis will lead to a more equitable plan and improved active transportation outcomes for Saanich residents in the long-term.

2. PURPOSE

The purpose of the ATP update is to provide a current framework to support implementation of active transportation policies and actions. The updated Plan will guide investment and decision-making for active transportation in the next five years, and beyond.

Fundamental to this plan update will be to ensure alignment with current policy documents and key directions, including recent strategies and plans for climate change, active transportation, and road safety. Progress towards achieving the vision, goals and targets of the ATP will be reviewed, as will select strategies and actions, and the implementation plan. Current data will form the basis for this update and will provide the evidence to support revised and/or new targets and actions.

3. PROJECT OBJECTIVES

The objectives of the plan update are:

- To update the ATP using current data and policy;
- To revise existing and add new targets, strategies and actions, as needed and to ensure that the implementation plan is current;
- To address new and emerging issues and technologies related to road safety, electric bikes and electric mobility devices;
- To apply an equity lens to the planning process and updated ATP;
- To use a variety of methods and strategies to communicate and engage with governments, stakeholders and the public on the plan update; and
- To produce an updated plan to guide implementation of active transportation investment, policy, infrastructure and programs.

4. SCOPE

The scope of the ATP update process will be guided by existing and new policy documents, data, research into best practices, and input gathered through engagement with governments, stakeholders and the public. The update will focus on the following key areas:

A. Build on and Update Content in the Existing ATP

The existing ATP will form the basis for the update. While the current plan is still relevant and actionable, there are specific aspects that need to be updated to reflect new and emerging information. The following aspects of the current plan will be updated:

- Data related to demographics, travel patterns and collisions;
- Policy framework;

- Existing targets, strategies and actions will be revised;
- New targets, strategies and actions will be added, where necessary;
- The implementation plan, including prioritization of actions;
- Equity and inclusion; and
- Mapping.

B. Address new emerging issues

The updated Plan will examine new and emerging issues. Through a review of current policy documents, research into best practices and based on government, stakeholder and community input, the following issues will be addressed:

- Road safety, including Vision Zero and a Safe Systems approach;
- Electric bicycles and electric mobility devices; and
- Traffic calming.

5. TIMELINE

The ATP update is anticipated to take approximately 12-15 months to complete. Figure 1 provides an overview of the process and Table 1 outlines the planning process showing project phases, key activities and deliverables. Project activities are mostly set, but engagement activities may be adjusted based on the feedback of the Active Transportation Advisory Committee (ATAC) and other governments and stakeholders. As well, the uncertainty of the pandemic and future public health restrictions may require adjustments to engagement activities. If adjustments are required, staff will make every effort to maintain project timelines and objectives.

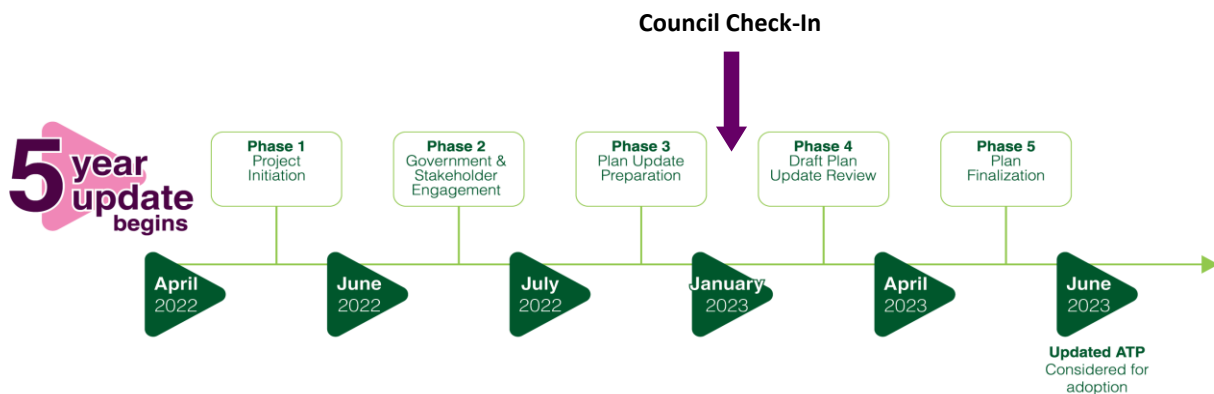


Figure 1: Project Timeline

Table 1: Planning Process Including Phasing, Activities and Deliverables

| PHASE | ACTIVITIES | DELIVERABLES |
|---|--|---|
| <p>Phase 1</p> <p>Project Initiation</p> <p>April - May 2022</p> | <ul style="list-style-type: none"> • Collect relevant background information and current data on demographics, travel patterns and collisions • Analyse key issues and opportunities, and conduct best practices research <p>Engagement Preparation</p> <ul style="list-style-type: none"> • Develop the project website • Collaborate with the ATAC to finalize the engagement strategy and phase 2 engagement • Prepare engagement and communication materials | <ul style="list-style-type: none"> • Communications materials and tools (e.g. backgrounder with updated data, website) • A confirmed list of governments and stakeholders • Engagement Strategy |
| <p>Phase 2</p> <p>Government and Stakeholder Engagement</p> <p>June 2022</p> | <ul style="list-style-type: none"> • Organize and implement engagement initiatives that could include a survey and online interviews and meetings • Report back on engagement • Collaborate with the ATAC to design engagement in phase 4 | <ul style="list-style-type: none"> • Engagement and communications materials • Information to inform preparation of the draft update of the ATP • Engagement summary report • A final engagement strategy for phase 4 |
| <p>Phase 3</p> <p>Plan Update Preparation</p> <p>July – December 2022</p> | <ul style="list-style-type: none"> • Undertake research and technical analysis, as needed • Develop the draft update of the ATP <p>November 2022</p> <ul style="list-style-type: none"> • Additional government and stakeholder engagement | <ul style="list-style-type: none"> • Draft update of the ATP • Engagement and communications materials • Engagement summary report |
| <p>Phase 4</p> <p>Review of the Draft Updated ATP</p> <p>January 2023 - March 2023</p> | <ul style="list-style-type: none"> • Prepare engagement and communication materials • Seek feedback and assess support for the draft updated ATP. Organize and implement engagement initiatives that could include a survey, online or in-person events, and online meetings, presentations and/or displays to engage the public. • Engage with the ATAC on the review of the draft updated plan | <ul style="list-style-type: none"> • Input on the Draft Updated ATP to inform the final Draft Plan • Engagement summary |
| <p>Phase 5</p> <p>Finalize Draft of the Updated ATP</p> <p>April-June 2023</p> | <ul style="list-style-type: none"> • Finalize draft updated plan based on feedback • Prepare staff report and presentation • Council meeting/adoption | <ul style="list-style-type: none"> • Approved Updated ATP |

6. COMMUNITY ENGAGEMENT

Community engagement and participation is an important part of the ATP update planning process. While Council has final authority over adoption of the Plan, a strong level of community input and ownership is key. The planning process will seek to be inclusive and reach a broad spectrum of the community.

Community members can participate in the planning process for the ATP update in a number of ways, including:

- Being a member of the Active Transportation Advisory Committee;
- Participating in engagement events that may be online or in person, and may include meetings, interviews, open houses, workshops, walkabouts, displays and presentations.
- Completing surveys;
- Sharing ideas and thoughts with staff; and
- Sharing ideas and thoughts with Council when the plan is presented.

Saanich adheres to the International Association of Public Participation (IAP2) spectrum of participation which identifies the level of community involvement in decision making (Appendix A). Examples of the type of public engagement anticipated for each project phase and the level of public participation are identified in the Table 2 below.

7. ACTIVE TRANSPORTATION ADVISORY COMMITTEE

The Active Transportation Advisory Committee (ATAC) will provide advice to the Project Team and act as community liaison throughout the planning process. In accordance with its approved Terms of Reference, the ATAC is comprised of a maximum of 11 individuals who are qualified in a discipline relevant to the committee mandate or who have a perspective necessary for fulsome consideration of the associated topic (Appendix B). Preference is given to a membership that is representative of the following areas:

- One member of Council to serve as Chair, appointed by the Mayor;
- A member of the Parent Advisory Group, preferably with experience in Safe Routes to School programming;
- A member with expertise in mobility of people with disabilities;
- A member with transit experience;
- A member from University of Victoria or Camosun College staff related to Active Transportation;
- A member from a cycling advocacy group;
- A member from a pedestrian advocacy group; and
- One youth voting member described as 16-24 years of age.

Table 2: Level of Public Engagement for Each Project Phase

| Phase | IAP2 Level of Public Participation | Engagement Techniques | Primary Engagement Goal |
|---|------------------------------------|--|---|
| All Phases | Consult, involve, collaborate | <ul style="list-style-type: none"> • ATAC meetings | To obtain advice, ideas and feedback throughout the project |
| Phase 1 Project Initiation | Inform and consult | <ul style="list-style-type: none"> • Communications materials about the project shared via the project website, email and social/print media • Online meetings • Phone interviews | To raise awareness of the project and build an information base to support the project |
| Phase 2 Government and Stakeholder Engagement | Inform, consult and involve | <ul style="list-style-type: none"> • Information about the project shared by email • Online meetings • Survey | To continue to raise awareness of the project, share updated information, understand issues and discuss opportunities |
| Phase 3 Plan Update Preparation | Involve and collaborate | <ul style="list-style-type: none"> • Meetings and workshops (online or in person) • Email | To work with governments and stakeholders to revise and develop new ideas and solutions |
| Phase 4 Review of the Draft Updated ATP | Inform, consult and involve | <ul style="list-style-type: none"> • Information and engagement opportunities shared via the project website, email, and social/print media • Meetings & presentations (online or in person) • Displays & open houses (online or in person) • Survey | To receive community feedback on the draft updated ATP |
| Phase 5 Finalize Draft of Updated ATP | Inform | <ul style="list-style-type: none"> • Information shared via the project website, email, and social/ print media | To inform the public, governments and stakeholders of the final draft updated ATP |

Key roles of the ATAC as part of the ATP update planning process will be to:

- Advise on public engagement to ensure broad outreach is effectively undertaken with stakeholders and residents;
- Promote the project and public engagement opportunities within the community;
- Provide support to staff at public engagement events; and
- Provide feedback to staff on content and the draft updated plan.

In addition to the ATAC, smaller technical groups may be assembled to address topic specific issues as they arise. The technical working groups could include other Saanich Departments, BC Transit, the Capital Regional District or other key stakeholders.

8. STAKEHOLDERS

A list of stakeholders is outlined in Appendix C. This list may change once the planning process gets underway. The identified stakeholder groups include:

- Government
- Saanich departments
- Community Associations
- External agencies
- School districts, universities and colleges
- Health agencies
- Economic development organizations
- Development industry
- Transportation advocacy

9. ROLES AND RESPONSIBILITIES

Council

Council is responsible for allocating project resources, setting priorities, and making decisions related to approval of the updated ATP. Saanich Council has final authority for adoption of the plan.

First Nations

The District of Saanich is committed to developing a strong and fair, government-to-government relationship with Indigenous peoples that is based on respect, cooperation and partnership to address shared interests and priorities. The District will engage with First Nations to seek input and review the draft updated ATP.

Staff

This process will be led by the Project Planner with support from other departments and consultants as required. Staff will be responsible for project management, engagement, data analysis, and producing and recommending an updated ATP for Council's consideration. The Project Team is made up of the Project Planner, Transportation staff, and departmental representatives from Planning, Parks, Finance, and Corporate Communications, along with other Saanich staff as needed.

Active Transportation Advisory Committee

The Advisory Committee's role is to provide advice to the Project Team and act as community liaison throughout the planning process.

Consultants

Consultants may be retained to provide process support or undertake studies or research to supplement the knowledge of the Project Team.

External Stakeholders

External stakeholders such as Community Associations, agencies, schools (including public and private schools, universities and colleges), economic and land development organizations, and advocacy organizations will contribute in the same way as the public, but may also be the subject of focused consultation with respect to their particular areas of interest. Stakeholder groups can also help with outreach, identifying issues, opportunities and actions, and reviewing policy options.

The General Public

All individuals having an interest in active transportation will be invited to participate in the planning process to provide input and review the draft updated ATP.

10. RELATIONSHIP TO OTHER INITIATIVES

A key element of the ATP update will be to ensure that the plan is well-integrated and aligned with other Saanich and regional initiatives currently in progress, or completed in the last five years. Initiatives that could influence the ATP update include, but are not limited to:

A. Saanich Initiatives

Housing Strategy (2021) – The Housing Strategy is a 10-year framework that provides direction on how Saanich can achieve greater housing supply, affordability and diversity, as well as accommodate a broad range of community housing needs now and in the future. The Strategy acknowledges that overall household affordability is dependent on the combined costs of housing and transportation. Transportation can be a major household expense depending on where a person lives and what modes of transportation are available to them.

Climate Plan – 100% Renewable & Resilient Saanich (2020) – The approved Climate Plan highlights the current climate emergency; provides a vision and lays out goals, strategies and targets for Saanich to respond quickly and effectively to this global crisis. Investment in active transportation is a key priority to enable Saanich to respond quickly and effectively to the climate emergency.

Electric Mobility Strategy (2020) – The approved Strategy outlines a rapid transition to light duty electric vehicles and electric bikes in Saanich. It contains 38 actions in five focus areas. The actions support key climate targets including 22% of trips by active transportation by 2030 and 30% of trips by active transportation by 2050.

Local Area Plans and Centre, Corridor and Village Plans – The plans are all part of the Official Community Plan and include transportation and mobility direction, including policies for active transportation. The Cordova Bay Local Area Plan is complete and scheduled for Public Hearing in early 2022. The Cadboro Bay Local Area Plan is nearing completion and will likely go to Council in 2022. Council has endorsed the Uptown-Douglas Plan and it schedule for public hearing in February 2022.

B. Provincial and Regional Initiatives

Active Transportation Strategy ‘Move, Commute, Connect’ (2019) - As part of the CleanBC plan, this strategy aims to double the percentage of trips taken by active transportation by 2030, as well as inspire British Columbians to choose active transportation, and support communities to build integrated and accessible active transportation networks. The strategy is part of a provincial effort to meet legislated targets of reduced greenhouse gas emissions.

Active Transportation Design Guide (2019) – Working in conjunction with the Active Transportation Strategy, the Design Guide is a comprehensive set of planning and engineering guidelines that offer recommendations for selection, design, implementation and maintenance of active transportation infrastructure in British Columbia.

South Island Transportation Strategy (2020) - This strategy lays the groundwork for future improvements to the ways people get around southern Vancouver Island. The main focus is on transit and active transportation.

City of Victoria’s Sustainable Mobility Strategy (2019) - This strategy takes a systems-approach and outlines the City’s mobility values, policy positions and key initiatives.

District of Central Saanich Active Transportation Plan (2021) - This plan includes policies to further plan goals which are to: a) increase walking and cycling; b) improve transit; c) create safer streets; and 4) celebrate local character.

Township of Esquimalt Active Transportation Network Plan (currently in phase 3 of the planning process) - Once completed this plan will identify gaps in the existing pedestrian and cycling network and provide a roadmap for improvements in the short (5 years), medium (10 years) and long-term (11+ years).

11. BUDGET

In addition to staff resources, the budget for the project is \$150,000. The budget for the project includes costs for technical consulting services, government, stakeholder and public engagement, production and graphic design work, and contingency. The project costs have been approved in the Saanich 2021 budget.

12. DELIVERABLE

The updated ATP will be the primary deliverable of this planning process.

APPENDIX A – Adaptation of the IAP2 Spectrum of Public Participation

| | Intensity of Engagement | | | | |
|---------------------------|--|---|--|--|---|
| | Inform | Consult | Involve | Collaborate | Empower |
| Public Participation Goal | To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions | To obtain public feedback on analysis, alternatives and/or decision | To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered | To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution | To place final decision-making in the hands of the public |
| Promise to the Public | We will keep you informed | We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision | We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision | We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible | We will implement what you decide |

APPENDIX B – Saanich ATAC Terms of Reference

Definition of Active Transportation

Active Transportation is any form of human-powered transportation, including walking, cycling, public transit, roller-blading, skateboarding and moving with mobility devices (including power wheelchairs and mobility scooters).

Purpose

The purpose of the Active Transportation Advisory Committee (ATAC) is to provide advice and recommendations to District of Saanich Council. Discussion will focus on achieving the District's goals of increasing active transportation mode share, working towards zero traffic related fatalities and serious injuries, and reducing greenhouse gas emissions. Discussion topics will include those related to policy, pedestrian and cycling networks, access to transit, environmental and health considerations, regional connectivity, safety and suggesting amenities and design specifications to deliver a successful Active Transportation program in Saanich. The committee will also help identify and implement programs to influence individual decisions to promote Active Transportation.

Mandate

The Active Transportation Advisory Committee will, consistent with the purpose described above, undertake the following:

- Identify strategies that work towards the District of Saanich's quantifiable goals for:
 - Increasing Active Transportation mode share
 - Reducing overall travel demand on Saanich roadways, as measured by vehicle kilometres traveled (VKT)
 - Working towards zero traffic related fatalities or serious injuries on Saanich roads
- Increase awareness of Active Transportation in Saanich through promotion, education and community outreach.
- Provide advice to Council on projects, policies or bylaws under consideration by staff or Council, and on additional topics of interest to committee members that fall within the subject area of the committee.
- Provide advice and leadership on citizen and stakeholder engagement related to Active Transportation.
- Raise awareness of active transportation as a healthy and environmentally sustainable activity.
- Improve the quality of Active Transportation in Saanich with recommendations and support of safe, innovative, and cost effective design principles.
- Encourage land use patterns that support active modes of transportation.
- Promote integrated and connected Active Transportation Policy and networks across the Greater Victoria Region.

-
- Periodically report to Council on the progress and success of Active Transportation in Saanich.
 - Respond to Council requests for advice and information on Active Transportation in Saanich.
 - Review and provide feedback on the Strategic Plan and annual Capital Plan.
- Any initiatives proposed by the committee that has resource implications, including staff time, would have to be approved by Council.

Meetings

The Committee will meet a minimum of four times per year in accordance with its regular schedule of meetings established annually at the first meeting of the year. No meetings are held during the summer and winter breaks (July, August and December). Special meetings may be held at the call of the Chair. The meeting rules and procedures will be in accordance with the Council Procedure Bylaw.

Membership

To the extent possible, Advisory Committees will have a diverse membership with respect to gender, age and cultural-ethnic background.

The committee will consist of eleven (11) members qualified in the discipline relevant to the committee mandate or with a perspective necessary for fulsome consideration of the associated topic, with preference given to some specific areas including:

- One member of Council to serve as Chair, appointed by the Mayor;
- A member of the Parent Advisory Group, preferably with experience in Safe Routes to School programming;
- A member with expertise in mobility of people with disabilities;
- A member with transit experience;
- A member from University of Victoria or Camosun College staff related to Active Transportation;
- A member from a cycling advocacy group;
- A member from a pedestrian advocacy group; and
- One youth voting member described as 16-24 years of age.

Members may serve a maximum of seven years on an Advisory Committee, consisting of a one-year term followed by a potential for three, two-year terms. Members who wish to be re-appointed after the completion of a term must re-apply and provide the application and their resume for Council's consideration.

Island Health Authority may assign a trustee to the Committee as a non-voting liaison.

Staff Support

The Engineering Department is the primary contact and together with the Parks and Recreation, Planning, and Police Departments will provide the required professional support. The Legislative Division will provide secretarial and administrative support.

Review of Terms of Reference

These Terms of Reference will be reviewed during the committee's first meeting each term.

APPENDIX C - Stakeholder List

The list of stakeholders outlined below may change once the planning process gets underway.

| GOVERNMENT | |
|--|--|
| Mayor and Council / Advisory Committees | <ul style="list-style-type: none"> • Mayor and Council • Planning, Transportation and Economic Development Advisory Committee Healthy Saanich Advisory Committee (HSAC) • Parks, Trails and Recreation Advisory Committee (PTR) |
| First Nations | |
| Neighbouring Municipalities | <ul style="list-style-type: none"> • Victoria, Esquimalt, Oak Bay, Central Saanich |
| INTERNAL STAKEHOLDERS | |
| Saanich Departments | <ul style="list-style-type: none"> • Engineering, Planning, Parks, Recreation and Community Services, Finance, Corporate Services, Building, Bylaw, Licensing and Legal Services, Fire Services, Police |
| EXTERNAL STAKEHOLDERS | |
| Community Associations | <ul style="list-style-type: none"> • Neighbourhood Community Associations • Saanich Community Association Network (SCAN) |
| Agencies | <ul style="list-style-type: none"> • BC Transit • Ministry of Transportation and Infrastructure • Capital Regional District • ICBC • BC Emergency Health Services • BC Paraplegic Association |
| School Districts, Universities and Colleges | <ul style="list-style-type: none"> • Schools in School District (SD) 61 and 63 • Public school administrations and Parent Advisory Committees • Private schools • University of Victoria and Camosun College |
| Health Agencies | <ul style="list-style-type: none"> • Vancouver Island Health Authority – Public Health • BC Lung Association • Heart and Stroke Foundation • Canadian National Institute for the Blind • Institute of Aging and Lifelong Health |
| Economic Development | <ul style="list-style-type: none"> • South Island Prosperity Project • Greater Victoria Chamber of Commerce • Wilson's Transportation Ltd • Tourism BC |
| Development Industry | <ul style="list-style-type: none"> • Urban Development Institute |

| | |
|------------------------|---|
| Advocacy Groups | <ul style="list-style-type: none">• Capital Bike• Walk On Victoria• Greater Victoria Transit Alliance• Victoria Placemaking Network• Capital Region Equestrians• Accessibility• Livable Roads for Rural Saanich• Better Mobility Saanich |
|------------------------|---|