

AGENDA
ACTIVE TRANSPORTATION ADVISORY COMMITTEE

Held electronically via Microsoft Teams
Thursday February 24, 2022 at 4 p.m.

In light of the COVID-19 pandemic and to ensure social distancing, this meeting is closed to the public and can be viewed/heard via MS Teams. Please note that MS Teams callers are identified by their phone number which can be viewed on screen by all attendees at the meeting.

***** Territorial Acknowledgement & Inclusivity Statement *****

1. **ADOPTION OF MINUTES** (attachment)
 - January 27, 2022
2. **CHAIR'S REMARKS**
3. **DRAFT CADBORO BAY LOCAL AREA PLAN** (attachment)
 - Cameron Scott, Manager of Community Planning
 - To view the Draft Plan please follow the link below:
 - [Draft Cadboro Bay Local Area Plan](#)
 - [Cadboro Bay LAP Virtual Open House](#)
4. **IMPROVING SAFETY FOR VULNERABLE USERS BY LOWERING SPEED LIMITS ON NON-CONFORMING ROADS IN RURAL SAANICH** (attachment)
 - ATAC Working Group Members Dave Marecek and Trevor Barry
5. **SHORT-TERM SOLUTIONS TO ADVANCE ACTIVE TRANSPORTATION** (attachment)
 - Councillor Mersereau

* Adjournment *

Next Meeting: March 3, 2022 at 4:00 pm

In order to ensure a quorum, please contact Austin Winters at 250-475-5494 ext. 3508 or
Austin.winters@saanich.ca if you are unable to attend.

Territorial Acknowledgement and Inclusivity Statement

It is appropriate that we begin by acknowledging that the District of Saanich lies within the territories of the ləkʷəŋən (lay-kwung-gen) peoples represented by the Songhees and Esquimalt Nations and the W̱SÁNEĆ (weh-saanich) peoples represented by the Tsartlip (Sart-Lip), Pauquachin (Paw-Qua-Chin), Tsawout (Say-Out), Tseycum (Sigh-Come) and Malahat (Mal-a-hat) Nations.

We are committed to celebrating the rich diversity of people in our community. We are guided by the principle that embracing diversity enriches the lives of all people. We all share the responsibility for creating an equitable and inclusive community and for addressing discrimination in all forms.

MINUTES
ACTIVE TRANSPORTATION ADVISORY COMMITTEE
Held at Saanich Municipal Hall, Council Chambers
Thursday January 27, 2022, at 4:01 p.m.

Present: Councillor Rebecca Mersereau (Chair), Julia Cutt, Philip Marciniak, Reed Poynter, Karen Laberee, Dave Marecek, and Trevor Barry.

Staff: Troy McKay, Manager, Transportation & Development Services; Megan Squires, Senior Transportation Planner; David Williams, Engineering Supervisor; Mike Goldsworthy, Park Planner Designer; Jason Bland, Saanich Police; Megan MacDonald, Senior Committee Clerk; and Austin Winters, Committee Clerk.

Regrets: Jade Yehia (non-voting liaison); Juliet Van Vliet; and Benoit Lanthier, Saanich Police

Minutes

MOVED by T. Barry and Seconded by K. Laberee: “That the Minutes of the Active Transportation Advisory Committee meeting held November 25, 2021, be adopted as circulated.”

CARRIED

CHAIR’S REMARKS / WELCOME AND INTRODUCTIONS

The Chair welcomed new members to the committee. The Chair encouraged all members to contact her if they have any questions, concerns, or ideas about the committee. Members of the committee and staff participated in roundtable introductions. The following was noted from the chair’s remarks:

- There are currently gaps in the representation of the Committee with regards to needing a pedestrian user, a transit user, and a member coming from a post-secondary perspective for the Active Transportation Advisory Committee (ATAC).
- Council passed two motions at the January Council meetings to:
 1. Formally adopt Vision Zero and examine the current policy framework to see if there are adjustments needed in order to proactively pursue a Vision Zero approach; and
 2. Direct staff to report back on funding requirements for reducing the implementation timeframe of the Active Transportation Plan.
- The Chair requested all ATAC members to bring some ideas to the February ATAC meeting on quick build solutions in relation to active transportation.

2022 MEETING DATES / TERMS OF REFERENCE / COMMITTEE ORIENTATION

The Chair confirmed that meetings will be held at 4:00 p.m. on the fourth Thursday of the month, except for July, August and December. The ATAC Terms of Reference and committee orientation package were provided to members of the committee for informational purposes.

SAANICH TRANSPORTATION 101

The Manager of Transportation and Development Services gave an overview of Saanich’s key transportation infrastructure policies and information. The following was noted:

- The Engineering Department is the second largest department in Saanich behind Parks, Recreation and Community Services with approximately 300 staff.
- Saanich has over \$1 billion dollars' worth of active transportation assets within its network.
- There are approximately 577 km of roads, 290 km of sidewalks, 40 vehicle and pedestrian bridges, 9,000 street lights, and 20,000 traffic signs in Saanich.
- There are roughly 1,100 inquiries per year from members of the public for general road and transportation infrastructure related questions or complaints.
- Roughly 50 of these complaints go to the Administrative Traffic Committee for review.
- The *Motor Vehicle Act* requires updating and a lot of the work done by the Engineering Department refers back to that *Act*.
- The BC Active Transportation Design Guide is relatively new and can be read in the link below:
 - https://www2.gov.bc.ca/assets/gov/driving-and-transportation/funding-engagement-permits/grants-funding/cycling-infrastructure-funding/active-transportation-guide/2019-06-14_bcatdg_compiled_digital.pdf
- Speed and volume count data is collected over a 72 hour period in the spring and the fall annually at 60 different locations within Saanich, from which the resulting information assists in adjudicating complaints and tracking trends.
- In the past couple of years, Saanich has been installing permanent count locations for cycling, which from that information it has shown that the number of cyclists has increased.
- Data shows that even when it is cold and wet outside Saanich residents still use the active transportation infrastructure for cycling and walking.
- There are four means by which Saanich can legally obtain certain development requests from developers:
 1. A by-law requiring frontage improvements can establish that for a building to be built the development must abide by the subdivision by-law for example which lays out requirements for curbs, cycling infrastructure, or sidewalk requirements for instance.
 2. Direct impact capacity improvements can be obtained if a pump station downstream from a prospective building development is potentially overcapacity due to this development then that developer may be required to improve the pump station.
 3. Development cost charges are a fixed fee that applies to each unit built and it goes towards funding five different funding streams that include parks and transportation infrastructure.
 4. Community amenity contributions can also be negotiated with developers.
- The Active Transportation Plan was approved by Council in 2018 and it was the result of constant collaboration with various stakeholders.
- The Plan contains two main targets:
 1. Increase the number of people cycling, walking or using transit to get around Saanich.
 2. Working towards zero traffic-related fatalities and injuries.
- The next update of the Plan will look at the next 5 to 10 years and prioritize transportation infrastructure projects for that period.

The following was noted during discussion with committee members:

- An inquiry was made over whether the District tracks any data that would have a direct correlation to the action items found within ATAC's Terms of Reference.
- The Public Works Department looks after maintenance within Saanich, specifically with regards to snow removal.
- The District does not participate in accident investigations as that is strictly a police matter.
- Woonerfs were brought up as a potential safer alternative to sidewalks.

ACTIVE TRANSPORTATION PLAN 2021 REPORT CARD

The Manager of Transportation and Development Services gave the Committee, Saanich's Active Transportation Plan 2021 Report Card for informational purposes.

POLICY FRAMEWORK FOR ROAD SAFETY

The Senior Transportation Planner gave a presentation on the Policy Framework for Road Safety. The following was noted:

- Traditional perspectives of road safety suggest severe injuries and fatalities are in evitable and roads are designed for maximum efficiency and convenience of vehicles.
- This perspective is shifting to one that recognizes that road safety has to acknowledge the interactions between road users, road design, and vehicles.
- There is a need for a systems based approach also known as a safe systems approach that accounts for safe roads, safe speed, safe road users and safe vehicles.
- Vision Zero is an international initiative that was first adopted in Sweden in 1997.
- Vision Zero principles are foundational to both the national and provincial road safety strategies.
- The core principles of Vision Zero are:
 - Traffic fatalities and serious injuries are preventable;
 - Human life and health are prioritized in all aspects of the transportation system;
 - Human error is inevitable and transportation systems should be forgiving;
 - Safety work should focus on systems level changes above influencing individual behaviour; and
 - Speed is recognized and prioritized as a fundamental factor in crash severity.
- A safe systems approach recognizes that human error is inevitable and the policies, physical infrastructure, education, and enforcement must be multifaceted and collaborative to reduce the severity of collisions and ultimately eliminate them altogether.
- Under the *BC Motor Vehicle Act* municipalities can only reduce speed limits through bylaws and signage.
- In 2019, the province amended Part 13 of the *Motor Vehicle Act* to allow pilot projects that would research, test and evaluate regulatory approaches to matters that aren't currently included in the legislative framework.
- The draft recommendations that are being proposed in a report to take forward to Council include:
 1. Adopting Vision Zero as the approach for road safety in Saanich;
 2. Directing staff to prepare a one-time resource request for the 2022 budget deliberations that would allow for the development of a Road Safety Action Plan in alignment with Vision Zero and the principles of the safe-system approach; and
 3. Directing staff to undertake the following priority items to address road safety in 2022 utilizing existing resources:
 - a. Develop a speed limit policy and implement it by late 2022; and
 - b. Continue preliminary work on the update of the Active Transportation Plan.

The following was noted during discussion with committee members:

- An inquiry was made over how Saanich compares to other municipalities in developing road safety policies.
- There is a broad difference in the level of road safety policy work being done by municipalities.
- Surrey is the leader in BC with respect to having an action plan with tangible targets that

can be achieved.

- At the CRD level there is a lot of priority and emphasis on coordinating between the municipalities on this type of work.
- There was enthusiasm over the work being by done Saanich staff to be a leader in road safety policies.
- Questioning took place over whether Saanich has ever looked into implementing its own photo radar for enforcement purposes.
- Currently there is no standardized collection of Exercise-Aware Knowledge Tracing (EKT) data in BC, but ICBC is working towards it.

MOVED by K. Laberee and Seconded by D. Marecek: “That the Active Transportation Advisory Committee recommend that Council accept the Draft Policy Framework for Road Safety as presented.”

CARRIED

ADJOURNMENT

The meeting adjourned at 6:06 p.m.

NEXT MEETING

Next meeting is Thursday, February 24, 2022.

Councillor Mersereau, Chair

I hereby certify these Minutes are accurate.

Austin Winters, Committee Secretary

KEY PLAN DIRECTIONS

1

Retain and enhance the unique character of the Village core as the heart of the community.



2

Diversify transportation links and be more welcoming to pedestrians and cyclists.



3

Plan for sea level rise and climate change impacts.



4

Provide more housing forms in the village neighbourhood suitable for all ages and stages of life.



5

Enhance Gyro Park as an integral part of the community heart and place of natural beauty.



6

Recognize local First Nations culture and history.



7

Green the village and surrounding streets.



8

Ensure new buildings and public spaces are in harmony with the Village scale and character.



9

Enhance Sinclair Road as a safe and enjoyable walking and cycling route.



THE DRAFT PLAN IS READY FOR YOUR INPUT

Visit our website at: saanich.ca/cadboro

DRAFT

Cadboro Bay

LOCAL AREA PLAN

Saanich

An updated Local Area Plan will provide a renewed course to guide future growth and change in the Cadboro Bay local area over the next 20-30 year horizon.

The Draft Cadboro Bay Plan seeks to retain what is valued about Cadboro Bay, while looking to expand housing options, respond to climate change, improve active transportation routes and enhance the Cadboro Bay Village.

The Draft Plan sets out a vision and planning framework that can be responsive to changing circumstances over time. The local area plan also sets a context for considering development proposals in the area.

IN-PERSON OPEN HOUSES ARE NOW SCHEDULED!



THE DRAFT PLAN IS READY FOR YOUR INPUT!

Note: COVID-19 public health measures in effect will be applied.

INFO

saanich.ca/cadboro

- View the Draft Plan
- Complete the Community Survey
- Register for an Open House
- See the Virtual Open House

OPEN HOUSES

Saturday, November 13, 2021
- 1 pm to 6 pm

Thursday, November 25, 2021
- 11 am to 2:30 pm

Broad View United Church (Gym),
2625 Arbutus Road

Tuesday, November 16, 2021
- 5:30 pm to 9 pm

Friday, November 19, 2021
- 5:30 pm to 9 pm

St-George's Anglican Church (Gym),
3909 St-George's Lane

WHAT DOES THE PLAN ADDRESS?



Environment and Sustainability



Village Plan



Land Use



Urban Design



Transportation and Mobility



Social and Cultural Well-Being



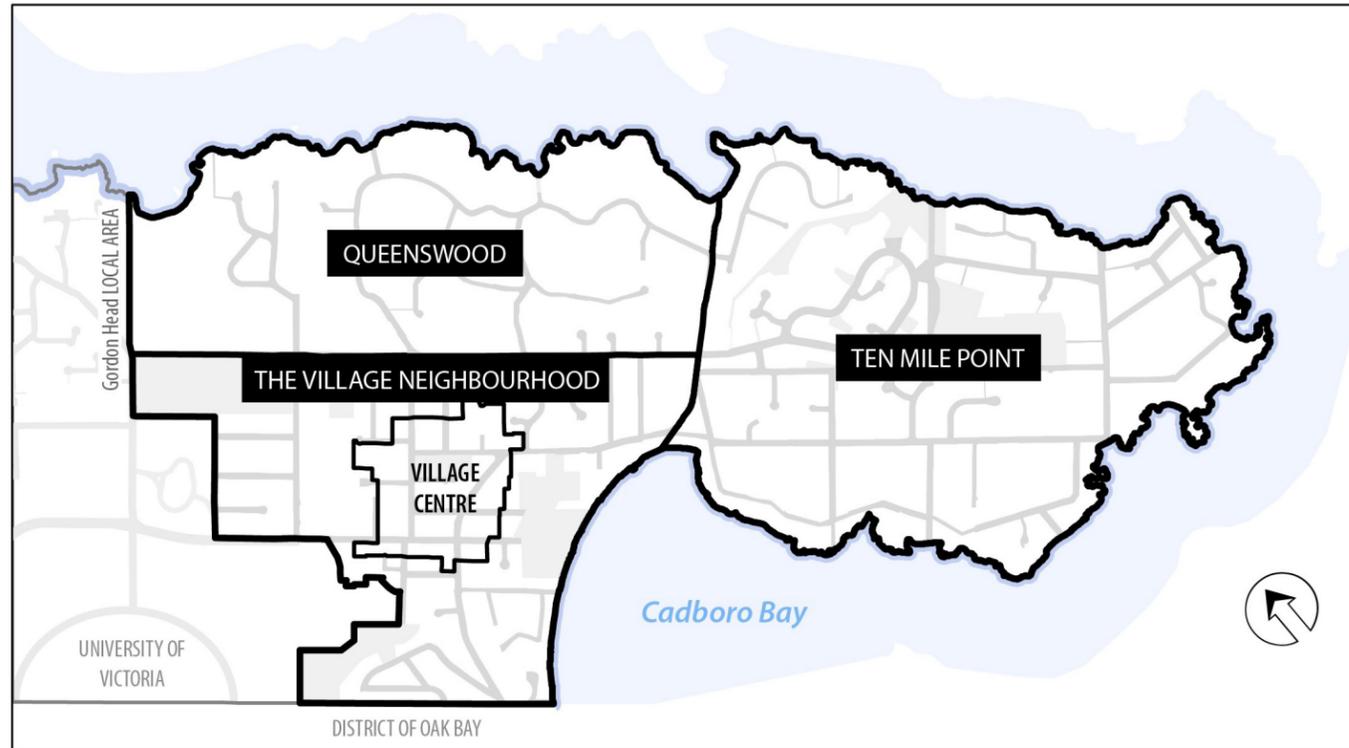
Parks and Trails



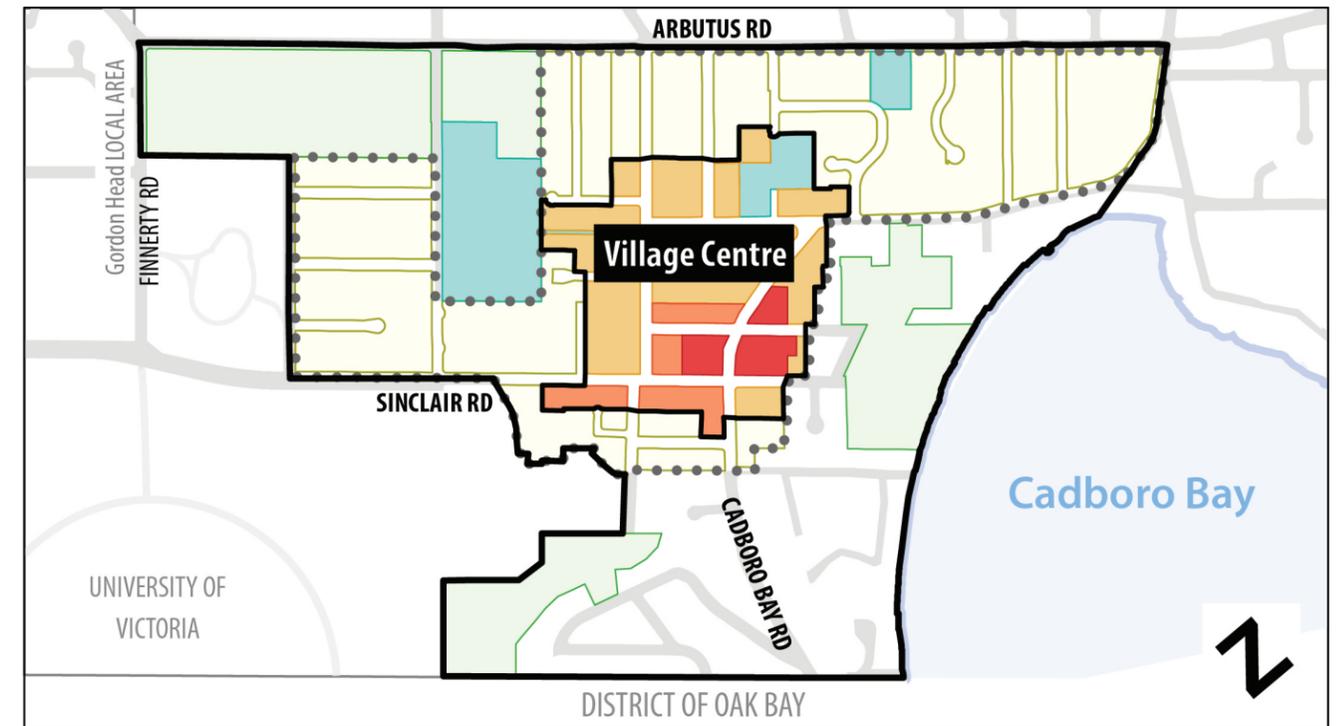
Economic Vibrancy

CADBORO BAY LOCAL AREA PLAN **DRAFT**

CADBORO BAY NEIGHBOURHOODS



CADBORO BAY VILLAGE



DRAFT LOCAL AREA PLAN HIGHLIGHTS

- Support a more complete community within walking distance to services and amenities in the Village, with the goal to accommodate a variety of demographics including seniors and younger families.
- Focus future growth in the Village Neighbourhood, looking to provide more diverse, ground-oriented housing options including duplexes, townhouses, house-plexes, and other innovative housing forms.
- Implement new design concepts for Sinclair Road and Cadboro Bay Road, with a focus on safe, high quality sidewalks and bike facilities, improved crossing options and integration of trees and public spaces.
- Protect natural areas and features that are unique to Cadboro Bay and improve access to these special places.
- Maintain the large lot, semi-rural character of Queenswood and Ten Mile Point neighbourhoods, with limited infill housing through District-wide programs.
- Support institutional lands as a key part of the community and in their role to deliver community services, regionally significant employment and housing in a manner consistent with community character.

AN UPDATED PLAN FOR CADBORO BAY VILLAGE

- Celebrate Cadboro Bay Village as the heart of the community with pedestrian oriented streetscapes and gathering places that sustain community life and well-being.
- Use updated Development Permit Area Guidelines to assess the form and character of new development, promoting quality urban design and compatibility with Village character.
- Allow opportunities for incremental expansion of commercial uses connected to the Village Centre to expand the availability of shops and services.
- Support a greater diversity of housing options in the Village, with the goal of achieving a mix of housing types, unit sizes, tenure and affordability levels.
- Enhance Village connections to Cadboro-Gyro Park through improved pedestrian and cycling facilities, urban design and wayfinding.
- Integrate climate change and sea level rise projections to adapt land use and ensure a resilient Village Centre.

THE DRAFT PLAN IS READY FOR YOUR INPUT!

Learn more and let us know what you think at: saanich.ca/cadboro

Memo

To: District of Saanich Active Transportation Advisory Committee
From: Dave Marecek, Trevor Barry
Date: 2/15/2022
Subject: Improving safety for Vulnerable Users by lowering speed limits on non-conforming roads in rural Saanich

RECOMMENDATION

That ATAC request staff to consider the following speed reduction recommendations to improve the safety of Vulnerable Users for non-conforming roads in rural Saanich as input to the development of a Saanich Speed Policy.

1. The speed limit is reduced by 10 km/h for lined rural roads that do not conform to current engineering standards;
2. The speed limit is further reduced by 10km/h for a distance of 1000m, on both sides of a park or school, that is located on a lined rural road that does not conform to current engineering standards; and
3. The speed limit is reduced to 30km/h for non lined rural roads in Saanich.

That ATAC request staff to consider the following usage recommendations to improve the safety of Vulnerable Users for non-conforming roads in rural Saanich as input to the development of a Saanich Road Safety Action Plan.

1. Major and Collector Road classifications be lowered by one classification level for rural roads that do not conform to current engineering standards; and
2. Rural roads classified as Collector or lower would be restricted for commercial truck usage.

PURPOSE

The recommendations are being proposed to the ATAC to improve the safety of Vulnerable Users by lowering speed limits on non-conforming roads in rural Saanich and by reflecting usage of non-conforming roads in rural Saanich. The recommendation facilitates the implementation of Saanich Strategic Plan Item 1-5 by strengthening transportation safety for all road users.

BACKGROUND

At the ATAC meeting on October 28, 2021, after receiving a presentation from Livable Roads for Rural Saanich (LRRS), the Committee passed the following motion:

That the Active Transportation Advisory Committee form a working group to discuss the concerns raised by Livable Roads for Rural Saanich (LRRS), and come up with possible actions for next steps.

At the ATAC meeting on January 27, 2022, Troy McKay presented a “Policy Framework for Road Safety” which encompassed both speed reduction and usage within Saanich. The Working Group reviewed the Policy Framework for Road Safety and identified that the reduction of speed limits on lined and usage on non conforming lined rural roads and non lined rural roads in Saanich could be included in the Speed Limit Policy and Road Action Safety Plan as presented.

The Working Group (consisting of Dave Marecek, Trevor Barry, and Councillors Karen Harper and Rebecca Mersereau) subsequently met multiple times to discuss this topic, including 2 meetings with Saanich Engineering staff. The Working Group also reviewed additional information and analysis provided by LRRS. This document recommends actions for next steps and completes the working groups activity.

RATIONALE

The rationale that supports the recommendation covers many topics due to the complex nature of this safety risk for Vulnerable Users and proposed risk mitigation recommendation. The following reports and documents (summarized in Appendix 1) informed the recommendations:

- BC Moving to Vision Zero 2016
- Reducing the Impact of Motor Vehicle Crashes in BC 2016
- Rural Boundaries in Saanich
- Rural Road Characteristics
- Saanich Road Classification Standards
- Saanich Road Design Standards
- BC MOTI design guides
- Saanich Truck routes
- Saanich Policy Framework for Road Safety dated 27 January 2022
- NACTO Setting Safe Speed Limits on Urban Streets

Appendix 2 contains the LRRS Citizen Rural Road Assessment and provides a listing of rural roads and their conformity to standards as measured by citizens of the LRRS and recommended actions.

Additionally, 3 Saanich planning documents are applicable to the topic as follows:

- District of Saanich Strategic Plan 2019-2023 Item 1-5
- District of Saanich Active Transportation Plan dated June 2018
- Rural Saanich Local Area Plan June 2008

Key findings from these plans include:

- in the discipline of transportation planning, recognition of the inevitability of driver error is leading to an increased focus on infrastructure design and reduced speed limits to reduce fatalities and the severity of injury when Vulnerable Users are struck by vehicles;
- Saanich's Active Transportation Plan acknowledges speed as a barrier to more comfortable and frequent use of active transportation;
- several roads in rural Saanich do not conform to the municipality's road classification standards and, unlike other parts of Saanich, are unlikely to for the foreseeable future due to the low rate of redevelopment and a desire to maintain rural street characteristics;
- the proposed provincial speed limit reduction pilot project, which would change speed limits on unlined residential roads from 50km/hr to 30km/hr, is not proceeding at this time; and
- with very few exceptions, the roads of concern in rural Saanich are not expected to receive much infrastructure investment (even in the long term), in light of the low density of development and the high cost of these treatments to improve active transportation.

Consequently, the Working group is recommending 3 actions to ATAC for consideration by staff in the development of the Saanich Speed Limit Policy as follows:

1. The speed limit is reduced by at least 10 km/h for rural roads that do not conform to current engineering standards;

Rationale:

- speed limit reductions are associated with fewer vehicle incidents, a lower incidence of death among vulnerable road users as a result of them, and less severe injury¹,
- Saanich's Active Transportation Plan, extensive input from LRRS and other residents in Rural Saanich have identified speeds as a barrier to more widespread active transportation, and
- NATCO City Limits state that while traffic fatalities may seem like an intractable issue, city governments have the power to reduce the frequency and severity of traffic crashes by reducing motor vehicle speeds by adopting these speed limit setting practices as part of their Vision Zero programs.

2. The speed limit is further reduced by 10km/h for a distance of 1000m, both sides of a park or school that is located on a rural road that does not conform to current engineering standards;

Rationale:

¹ See past reports on the proposed speed limit reduction pilot for more context and references – the report recommending 30km/hr over 40km/hr:

https://saanich.ca.granicus.com/MetaViewer.php?view_id=1&event_id=795&meta_id=34338 and the initial staff report recommending participation in the pilot:

https://saanich.ca.granicus.com/MetaViewer.php?view_id=1&clip_id=455&meta_id=29274

See report <https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/reports-publications/annual-reports/reducing-motor-vehicle-crashes-bc.pdf>

- Vulnerable Users in a rural area are most likely to transit via an active transportation mode up to 1000m from their home to a park or school using the side of the road due to the lack of sidewalks,
- speed limits of 30 km/hr would be safest for local neighbourhood roads and other mixed-use roads where vulnerable road users are not protected via infrastructure, and
- NATCO City Limits states that safety for all road users must be set as the foremost goal, and all decisions must be made based on how well they advance work toward zero deaths. By taking a holistic, Safe Systems approach to street design, cities can reduce speeds, build safer streets, and save lives.

3. The speed limit is reduced to 30km/h on non lined rural roads.

Rationale:

This was the criterion selected for residential roads that would be subject to the Provincial Speed Reduction Pilot Program for Vulnerable Users that Saanich attempted to participate in in 2021 (the province does not appear to be moving forward with the pilot in the near future).

Additionally, the Working group is recommending 2 actions to ATAC for consideration by staff in the development of the Saanich Road Safety Action Plan as follows:

1. Major and collector road classifications be lowered by one classification level for rural roads that do not conform to current engineering standards;

Rationale:

- Road orientation reflects historic travel patterns and the restrictions of local topography. Typically, these roads have narrow pavement widths, tree canopies, curves, and rough road surface compared with urban roads that define the functions and classifications of roads.
- The MOTI tables present appropriate lower speed limits for roads that are built to standard width but have hills/grades, curves or short sight lines. They demonstrate that the more hills and curves on a road the lower the speed limit. Equally the shorter sight lines and clearance are considered.
- The NATCO City Limits guidelines pg 92-97 provide city practitioners with guidance on how to strategically set speed limits on urban streets, using a Safe Systems approach, to reduce traffic fatalities and injuries.

2. Rural roads classified as Collector or lower would restrict commercial truck usage.

Rationale:

- Commercial vehicles on rural roads present a significant risk to Vulnerable Users on the narrow roads, and is an impediment to livability and active transportation use on these roads.

- The only approved truck route passing through Rural Saanich is West Saanich Road.

IMPLICATIONS

The primary action resulting from the Recommendation will be development of the Saanich Speed Policy and the Saanich Road Safety Action Plan by staff.

Prepared by Dave Marecek Trevor Barry
 ATAC Member ATAC Member

APPENDIX 1: Summary and excerpts from Saanich and provincial reports, bylaws, and policies that informed the recommendations

Moving to Vision Zero: Road Safety Strategy Update and Showcase of Innovation in British Columbia 2016

Vision Zero thinking emphasizes that no loss of life in road transport is acceptable. The adoption of an integrated Safe System Approach and public health perspective is meant to advance British Columbia's progress toward the Vision Zero target. The safe speeds component of the Safe System Approach promotes setting safe speed limits, greater compliance with speed limits, vehicle-speed management technologies, and educating road users. page 14,15,16 of 86

<https://www2.gov.bc.ca/assets/gov/driving-and-transportation/driving/roadsafetybc/strategy/road-safety-strategy-update-vision-zero.pdf>

Where the Rubber meets the Road: Reducing the Impact of Motor Vehicle Crashes on Health and Well-being in BC: Report of the Provincial Health Officer 2016

A Safe System Approach to Road Safety

The aim of an SSA is to reduce the overall level of risk for human trauma in a multisectoral, multi-faceted way. The premise of this approach is that MVCs will undoubtedly occur, but that associated fatalities and serious injuries are preventable. It recognizes that road users will inevitably make mistakes that may lead to crashes and that human beings have a limited tolerance for physical force; thus, it emphasizes the need for a comprehensive system designed to anticipate and accommodate human error, and reduce the risk of death and serious injury to road users when an MVC occurs. pg. 9

"Research shows that Vulnerable Users have a 10 per cent risk of dying when hit at 30 km/h, but an 80 per cent risk of dying when hit at 50 km/h." pg. 113

"Speed is a key determining factor in the potential to survive an MVC. Table 6.2 outlines the maximum speeds that humans can survive given a particular scenario and road type. For example, 30 km/hr. is the survivable speed for vulnerable road users such as Vulnerable Users and cyclists, and so speed limits of 30 km/hr. would be safest for local neighborhood roads and other mixed-use roads where vulnerable road users are not protected via infrastructure." pg. 116

<https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/reports-publications/annual-reports/reducing-motor-vehicle-crashes-bc.pdf>

Definition of Rural Saanich

Rural Saanich is outside the Urban Containment Boundary, and to the west of the Pat Bay Highway. There are many maps of Rural Saanich throughout the Rural Saanich Local Area Plan, which is referenced. Other boundaries are with Central Saanich, the Highlands and View Royal.

<https://www.saanich.ca/assets/Community/Documents/Planning/Map%202022%20Local%20Areas.pdf>

Rural Road Network and Characteristics

"Road Network and Characteristics described in the Rural Saanich Local Area Plan)"

The road network in Rural Saanich is identified on Map 12.1. It primarily consists of north-south orientated roads with few orientated east-west. Road orientation reflects historic travel patterns and the restrictions of local topography. Typically, these roads have narrow pavement widths, tree canopies, curves, and rough road surface compared with urban roads. Also, in agricultural areas these rural roads are often used to move farm equipment. The road characteristics help to define the character of Rural Saanich and care should be taken that this character is not compromised. Appropriate signage may be required in agricultural areas to ensure safe and efficient movement of farm equipment. West Saanich Road and to a lesser degree Oldfield, Willis Point, Munns and Burnside West Roads are used by through traffic travelling to areas outside Rural Saanich. While through traffic occurs in all communities, it is expected to do so safely and within the posted speed limits." pg. 65

District of Saanich: Rural Saanich Local Area Plan (wordpress.com)

In Rural Saanich, few roads are constructed to a standard consistent with the road classification. Generally, these standards are only implemented when road upgrading occurs. There is some concern that upgrading, particularly of collector and major roads, can result in a more urban-type streetscape as was the case with Interurban Road and Willis Point Road. To address this issue consideration should be given to a new "rural collector" classification with design standards applicable to the rural area.

https://www.saanich.ca/assets/Community/Documents/Planning/plans/Rural_lap_web.pdf (p. 67) +

Saanich Road Classification Standards

Subdivision Bylaw

COLLECTOR STREET means a street designated as a collector street in the Official Community Plan.

CUL-DE-SAC means a street which terminates with a vehicular turning area.

LOCAL STREET and RESIDENTIAL ROAD means a street that generally carries light traffic volumes with an origin or destination along its length.

MAJOR STREET means a street designated as a major street in the Official Community Plan.

RURAL STREET means any street in an area designated in the Zoning Bylaw as an "A" zone located outside the Urban Containment Boundary which is not classified as a Collector or Major Street.

<https://www.saanich.ca/assets/Local-Government/Documents/Engineering/subdivision-bylaw.pdf>

And here is the map of road classifications in Saanich from the OCP

<https://www.saanich.ca/assets/Community/Documents/Planning/Map%2015%20Mobility--Road%20Truck%20Network.pdf>

Saanich Engineering Specifications for Rural Road design

Engineering Specifications
Schedule H to Bylaw 7452, *Subdivision Bylaw*

February, 2004
Page 37

3.7 Roads

3.7.1 Classification and Widths

3.7.1.1 Roads shall be designed to the following maximum standards, based on their classification as determined by the Director of Engineering Services:

Classification	Pavement Width	Design Speed kmh	Min Road Allowance Width	Water Control	Boulevard /Shoulder Width
Cul-de-sac	8.5m	50	15m*	Conc. curb & gutter	2.5m
Residential-Urban	8.5m	50	18m	Conc. curb & gutter	2.5m
Residential-Rural	5.0m	50	20m	N/A	1.0m
Collector	11.0m	50	20m	Conc. curb & gutter	2.5m
Major Road	Special Design as per Transportation Association of Canada (TAC)				

*Right-of-way for cul-de-sacs or non-extendible roads not greater than 150m in length

<https://www.saanich.ca/EN/main/local-government/development-applications/subdivisions/engineering-specifications-schedule-h.html>

Note the pavement, shoulder and ditch width requirements for many rural roads do not meet the Rural specs of 5 meters pavement and 1 m each side of shoulder. The disconnect between the safety and design specs, and the as-built road characteristics (very suitable for their rural uses) presents a significant safety risk.

BC MoTI SUPPLEMENT TO TAC GEOMETRIC DESIGN GUIDE April 2019

These tables present appropriate lower speed limits for roads that are built to standard width but have hills/grades, curves or short sight lines etc. They demonstrate that the more hills and curves on a road the lower the speed limit. Equally the shorter sight lines and clearance are considered. The lined roads that are non conforming to Saanich specifications may not meet provincial standards for local roads at 30 kph.

<https://www2.gov.bc.ca/assets/gov/driving-and-transportation/transportation-infrastructure/engineering-standards-and-guidelines/highway-design-and-survey/tac/tac-2019-supplement/bctac2019-chapter-1400.pdf>

Saanich Road Commercial Vehicles

The only approved truck route passing through Rural Saanich is West Saanich Road, and yet there are many large trucks using the rural roads. This is an issue on Oldfield, southern Old West Saanich, Sparton, and Prospect Lake Road corridors are being used for commercial traffic. Commercial vehicles on rural roads present a significant risk to Vulnerable Users on the narrow roads, and is an impediment to livability and active transportation use on these roads.

<https://www.saanich.ca/assets/Community/Documents/Planning/Map%2015%20Mobility--Road%20Truck%20Network.pdf>

[District of Saanich: Rural Saanich Local Area Plan \(wordpress.com\)](#)

Saanich Policy Framework for Road Safety dated 27 January 2022

The core principles of Vision Zero are:

- Traffic fatalities and serious injuries are preventable
- Human life and health are prioritized in all aspects of transportation systems
- Human error is inevitable and transportation systems should be forgiving
- Safety work should focus on system-level changes above influencing individual behaviour
- Speed is recognized and prioritized as the fundamental factor in crash severity

Safety for all road users is prioritized through:

- Safe road designs that prevent mistakes and/or lessen the impact of mistakes when they do occur
- Speed reductions to minimize the impacts of collisions and ensure safe speeds
- Safe vehicles that are well-maintained
- People behaving safely and helping to create a culture of road safety

On the basis of Vision Zero and a Safe Systems approach, staff are recommending to undertake the following work to address road safety:

- A road safety action plan to be started in 2022 and completed in 2023
- A speed limit policy to be developed in 2022 and implementation to begin in late 2022
- A strategic update to the Active Transportation Plan to be completed in 2023

NATCO City Limits Setting Safe Speed limits on Urban Streets

https://nacto.org/wp-content/uploads/2020/07/NACTO_CityLimits_SinglePages.pdf

We cannot reduce traffic fatalities on US city streets without reducing speeds. More than 35,000 people die in traffic crashes on US roads each year, and millions more are seriously and often permanently injured. The United States has the highest fatality rate in the industrialized world; double the rate in Canada and quadruple that in Europe. While traffic fatalities may seem like an intractable issue, city governments have the power to reduce the frequency and severity of traffic crashes by reducing motor vehicle speeds. Addressing speed is fundamental to making streets safer. Vehicle speed increases both the likelihood of a crash, as well as the severity of the crash, as it diminishes drivers' ability to recognize and avoid potential conflicts. In addition, on streets with higher speeds and higher speed limits, traffic engineers have fewer design options to increase safety.

In cities, transportation agencies have long understood that motor vehicle speed plays a key role in fatal and serious crashes, and have sought to reduce speeds through design and regulation in order to save lives. But speed limit reductions have remained out of bounds for many city transportation agencies because authority over speed limits, even on city streets, is often held at the state level, and is commonly tethered to the practice of using the existing speeds on a street to determine what the speed limit should be. This flawed model uses the current behavior of individuals to determine the speed limit, instead of allowing engineers and planners to set the limit at the speed that will create the best, safest conditions for all road users

City Limits, is intended to provide city practitioners with guidance on how to strategically set speed limits on urban streets, using a Safe Systems approach, to reduce traffic fatalities and injuries. This guidance is not applicable on limited access streets, even within cities, or on rural or very low-density streets with limited multimodal use

City Limits maps a new path for US cities, codifying speed limit setting best practices that have been tested and documented in cities across North America. Cities can create better and safer outcomes for all by adopting these speed limit setting practices as part of their traffic fatality reduction or Vision Zero programs. By managing speeds, cities can save lives

APPENDIX 2: LRRS Citizen Rural Road Assessment

LRRS believes this is a fairly complete list of Rural Saanich roads. We have divided them into our assessment as: Conforming Lined roads at 50 kph, Non-conforming Lined roads to 40 kph, and Unlined roads to 30 kph (through the Provincial Speed Reduction Pilot).

Lined Roads recommended to remain at 50 kph

Name of Road	Current Classification	Recommended Classification	current Speed	Notes:suitability for 50 k
Elk Lake Drive	Collector	No change	50	Sidewalk?
Helmcken	Major	No change	50	?
Hospital Way	Collector	No change	50	?
Interurban	Collector	No change	50	Painted bike lane; shoulder
Watkiss Way	Collector	No change	50	??
West Saanich	Major	No change	50	Painted bike lane; adequate width & shoulder; truck route
Wilkinson	Major	No change	50	Sidewalk partial?
Willis Point Rd.	Major	No change	Speed change: is now 60; should be 50	Problems with speed and street racing; trucking use will increase.

Comment: The above roads have some or all of these features: sidewalk(s), painted shoulders, Vulnerable User path, adequate pavement width & shoulders.

Lined Roads recommended for Speed Reduction to 40 kph

Name of Road	Current Classification	Recommended Classification	Current Speed	Notes
Brookleigh	Collector	Non- conforming (see def. below)	50	See comments below plus equestrian use.
Burnside Rd W	Major	Non- conforming	50	RSLAP: re-designate as Collector; see comments below; dangerous
Hamsterley North and South	Collector	Non-conforming	50	Congested; N seems unlined, S lined but No Through

Hartland Ave.	Major	Non-conforming	40 kph now	Trucking use
Holland	Collector	Non- conforming	50	??
Markham Rd.	Rural Residential	Rural Residential	50	Ped path one side; no painted bike lane; busy
Munn	Collector	Non-conforming	50	??
Oldfield Rd.	Collector	Non- conforming	50	See comments below; also: straight, speeding, and equestrian use. Used as cut through to industrial park in CS.
Old West Saanich South	Collector	Non-conforming	50	See comments below; used as cut through to industrial park in CS; large vehicles
Prospect Lake Rd	Collector	Non-conforming	50, some 30	See comments below; 50k undermines the success of the 30k zone; many advisory 30k, even 20k.
Sayward Rd	Collector	Non-conforming	50	In RS is a very short piece, congested.
Wallace Dr.	Major/Collector	Mostly non-conforming	50	Heavy trucking on portion that is 'Major', then narrow and nothing for v. u. on rest. See comments below. Is now 40 when it crosses into CS.

Comment on Non-conforming: non-Conforming means that the road does not meet the design and safety specs that are given for Collector roads on page 67 of the Rural Saanich Local Area Plan. Some or all of these features pertain on each road: pavement between 5.5 and 7m.; no or unreliable shoulders; winding; poor site lines; many rec. yellow tabs at 30k; no room for painted cyclist lane; heavy commuter and commercial/truck use; low enforcement; speeds that even if under 50 are not 'safe for all'.

Unlined Roads: recommended to be reduced to 30 kph for Vulnerable Users

Road Name	Road Name	Road Name
Alan Rd.	Glencoe	Petworth Dr.
Aurora Way	Glen Nevis Rd.	Prillaman Ave.
Bailey Rd.	Glendower	Prospect Ave.
Batu Rd.	Goward	Quayle Rd.
Bear Hill Rd.	Granville	Roy Rd.
Bear Hill Rd. S	Green Mountain	Rudy Rd.
Beaver Lake Rd.	Hastings	Ruston Rd.
Beaver Rd.	Hector	Sarah Owen Pl.
Beaverdale Rd.	Herbert	Scarborough Rd.
Bousfield Place	Hughes Rd.	Sparton Rd.*
Brookhaven Road	Ivor Rd.	*Sparton: partially lined; should be unlined
Brookhill Rd.	Janet Rd.	Spotts Close
Caldecote Rd.	Jennings Lane	Spring Rd. N
Castlerock Rd.	Kellow Pl.	Spring Rd. S
Charlton Rd. E	Kerryview Dr.	Squire St.
Charlton Rd. W	Killdeer Rd.	Starling Lane
Conway	Kiowa Pl.	Stevens Rd.
Courtland Ave.	Kiowa Rd.	Stratford Rd.
Creed	Kynaston Rd.	Townsend Dr.
Cyril Owen Pl.	Layritz Ave.	Trevlac Pl.
Densmore Ave.	Liberto Rd.	Tuscan Lane
Donnington Pl.	Linnet Lane	Viaduct Ave. W.
Doyle Rd.	Little Rd.	Wakashan Pl.
Durrance Rd.	Lohr Rd.	Walton Pl.
East Lake Rd.	Mann Ave.	Westhome Rd.
Echo Drive	Matterhorn Cresc.	Wildview Cres.
Elk Rd.	Matterhorn Dr.	Woodsend Dr.
Elwood	Meadowbrook Rd.	Wray Rd.
Estelline	Meadowbrook Ridge	
Excelsior	Mountain Rd.	
Fairhome Rd.	Mountain Rd. S	
Farmington Rd.	Odyssey Lane	
Forest Hill Rd.	Old West Saanich N	
Gillie Rd.		

Comment: Saanich moved to adopt 30 kph on unlined residential roads when they apply for the Provincial Speed Reduction Pilot Program for Vulnerable Users. This list represents the roads in Rural Saanich which are in that category.

Memo

To: Active transportation Transportation Advisory Committee (ATAC)
From: Councillor Rebecca Mersereau, Chair
Date: 17 February, 2022
Subject: Identifying short-term/quick-build approaches to improve road safety and active transportation mode share

BACKGROUND

At a meeting on September 27, 2021, Saanich Council passed the following motion:

That Council ask the Active Transportation Advisory Committee to consider and recommend short term and/or pilot projects to improve road safety and active transportation within the District of Saanich where active transportation projects are determined medium to long term priority areas.

This motion resulted from persistent and ongoing calls for action to improve road safety in areas throughout the municipality, most notably at the time this motion was passed, on Tillicum Road and in Rural Saanich. Following a subsequent presentation from Livable Roads for Rural Saanich, ATAC struck a working group to specifically consider the issue of speed limits in Rural Saanich. The Working Group will provide an update at the February 24 ATAC meeting. This report is intended to respond to the above motion from Council in a more comprehensive way, recognizing the District is poised to move forward on a Speed Limit Policy (pending Council approval).

Saanich's 2018 [Active Transportation Plan](#) (the ATP) is the vehicle through which projects are identified and prioritized. The ATP uses a phased approach with short-term priorities identified for years 1-5, medium-term actions for years 5-15, and long-term actions for years 15-30. With the short-term priorities nearing completion, Saanich staff will be undertaking an update of the ATP to identify new priorities for the next five years, and adjusting other Plan elements as appropriate. The Active Transportation Advisory Committee (ATAC) and the community at large will inform this work through planned engagement that will get underway in May.

It should also be noted that Council directed staff to report back on how to expedite the Active Transportation Plan on January 10th, 2022. This work is in progress and a report back to Council is expected by the fall of 2022.

Notwithstanding this work underway, it is important to consider options to improve conditions for active transportation that can be implemented relatively quickly and inexpensively, for areas not addressed in the short-term through the comprehensive approaches envisioned by the ATP. These approaches typically require considerable time and resources dedicated to planning, design, and construction of facilities to achieve durable and high-quality outcomes (e.g., the complete street approaches used for Cook Street, Larchwood Drive, and Shelbourne Street).

DISCUSSION

Strategies to improve active transportation mode shift often fall into these categories: education, enforcement, regulation/policies, and infrastructure. Changing regulations/policies and pursuing change through education tend to be time consuming, and increasing enforcement of existing traffic laws has many limitations. Therefore, it is expected that ATAC's consideration of 'short-term options' will focus on infrastructure changes, both large and small, that could potentially be made in the short term (i.e, months rather than years). Examples may include:

- road diets (i.e., removing vehicle lanes from a roadway and reallocating the extra space for other uses or travelling modes; for more information see <https://www.strongtowns.org/journal/2019/1/23/iowa-dot-helps-educate>),
- traffic calming measures (e.g., bollards, planters, paint, centre-line delineators),
- centre-line hardening at intersections, and
- removal of on-street parking on residential streets to create temporary pedestrian walkways on existing asphalt.

ATAC members are asked to come to the meeting prepared to contribute ideas to a discussion about tools and strategies Saanich could use to improve conditions for active transportation use in the short term.

NEXT STEPS

In the interest of being responsive to Council's motion from October of 2021 and consistent with the spirit of short-term active transportation improvements, ATAC should endeavour to provide advice to Council through a motion as soon as possible. With the approval of the 2022 budget approaching in April, the window is closing for recommendations that may have budget implications this year. Depending on how the discussion unfolds at the February 24 meeting, it may be helpful to strike a working group consisting of a subset of ATAC members to further explore this topic with staff and report back at a subsequent meeting.

Prepared by

Rebecca Mersereau
Councillor & Chair of the Active Transportation Committee