

**A G E N D A**  
**BICYCLE AND PEDESTRIAN MOBILITY ADVISORY COMMITTEE**  
**Saanich Municipal Hall, Committee Room No. 2**  
**May 18, 2017 from 4:00 pm – 6:00pm**

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- 1. ADOPTION OF MINUTES**
  - April 20, 2017 (attachment)
  
- 2. CRD UPDATE**
  - Update from Carolyn Stewart and Todd Shannon, CRD Regional Parks
  
- 3. LIGHTING ON REGIONAL TRAILS AND OTHER ROUTES (BF from April)**
  - Discussion with CRD representatives
  
- 4. TOPICS FOR FUTURE COMMITTEE CONSIDERATION (BF from April)**
  - Discussion (attachment)
  
- 5. MAKING RESIDENTIAL STREETS SHARED SPACES (BF from April)**
  - Discussion (attachment)

\* Adjournment \*

\* \* Next Meeting: June 15, 2017\* \*

Please email [Tania.Douglas@saanich.ca](mailto:Tania.Douglas@saanich.ca) or call at 475-1775 ext. 3505 if you are not able to attend.

**GO GREEN!**  
**MEMBERS ARE ENCOURAGED TO BRING THEIR OWN MUG TO THE MEETING**

**MINUTES**  
**BICYCLE AND PEDESTRIAN MOBILITY ADVISORY COMMITTEE**  
**Held at Saanich Municipal Hall, Committee Room No. 2**  
**Thursday April 20, 2017 at 4:00 p.m.**

**Present:** Mayor Attwell (Chair), Judy Gaylord, James Grayson, Alex Nagelbach, Barb Sharpe, Anne Topp, and Darrell Wick

**Staff:** Shari Holmes-Saltzman, Senior Planner; Troy McKay, Engineering Technologist; Brad Ormiston, Engineering Technician; Police Sgt. Andy Stuart; Police Cst. Peter Wong; Tania Douglas, Senior Committee Clerk

**Regrets:** Rebecca Mersereau

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**Minutes**

**MOVED by B. Sharpe and Seconded by J. Gaylord: "That the Minutes of the Bicycle and Pedestrian Mobility Advisory Committee meeting held February 16, 2017, be adopted as circulated."**

**CARRIED**

**CHAIR'S REMARKS**

Roundtable introductions were made. Mayor Attwell acknowledged the loss of Councillor Derman and stated that he will Chair the BiPed committee meetings until a by-election is held. He may appoint a new Chair to the committee after that time.

**UPTOWN-DOUGLAS CORRIDOR PLAN UPDATE**

The Senior Planner presented a summary of the Community Design Workshop, a 3-day session with the public and stakeholders. Included in the presentation was a review of the project, details on the feedback received from the workshop and an outline of the next steps. Committee members asked questions and provided feedback, and the following was noted:

- There is not a lot of bicycle information in the document; more can be included. The Senior Planner noted that that level of detail has not yet been developed and this presentation is a summary of the ideas that were developed with the public and stakeholders at the Community Design Workshop. That level of detail will begin to emerge during the policy writing stage which will occur over the summer.
- Structural moves and big moves were described.
- Three concept layers (green layer, mobility layer, land use layer) were developed with participants at the workshop from the structural and big moves.
- It was noted that the upkeep of parks is very costly, but not all park spaces have to be municipally owned. A green concept map was provided showing potential enhancements/additions.
- The School District building on Boleskine Street was identified as a potentially valuable asset to the overall project as a public space.
- The Uptown Shopping Centre development has a private open space amenity (the splash pad).
- Transit will have opportunity to have good quality bus shelters and a major transit hub. The Douglas corridor will have a continuous bus lane.
- A balance is needed for preservation of space and utilization of space.
- The mobility layer is not about removing vehicles, it is more about re-distributing the existing space. Some space will have to be used for roads, not just for cyclists and pedestrians.
- A study is being done by the CRD to examine options to widen the Galloping Goose. This is an opportunity to have buildings oriented to the trail similar to the requirements we have for street frontages.

- More toilets are needed along the CRD trails.
- Having cut-ins for cyclists at traffic buttons is desirable (for cyclists to not have to dismount to push traffic buttons).
- The Ministry of Transportation designs roads primarily for moving vehicles; Blanshard and Douglas Street are ministry roads so Saanich may have to improve their roads for pedestrians and cyclists instead.
- It was suggested by participants at the workshop that it is important to have businesses and services at the transit hub, as it is valuable space. Planning and the public would like to see other uses incorporated into the design of the transit hub however there are no details at this point as this would be a joint project with several stakeholders.
- A discussion about the Nigel Valley and turning Vernon Avenue into a neighbourhood street occurred; a good partnership with the Ministry of Transportation, and the Saanich Plaza owner is required.
- In response to a comment that the transit hub should connect to Douglas Street and show on the maps, it was noted that staff are looking at different models and connections, and future rapid transit stops and they still need to apply engineering and planning filters on the various ideas. The presentation is to provide an update about the ideas generated and feedback received during the community design workshop. Not all ideas are complete and more work and analysis will occur.
- Detailed land use policy still needs to be developed; the goal is to have mixed use and high density areas. Housing diversity is also something the public and stakeholders noted as important.
- The OCP allows for buildings to be up to 18 storeys in the Uptown major centre, provided a number of conditions are met. The highest building approved to date is the residential component at Uptown shopping centre at so far is 11 storeys.
- Concern was expressed that the concept pictures presented do not match the words in the document. People should have a proper idea of what is being presented.
- What will attract builders to build here instead of downtown where they can charge more per bedroom?
- There is a need to bolster/support the industrial area; there is underutilized land so more intensification could occur.
- There has been a lot of feedback received. It was reiterated that this is a summary of what was heard at the community design workshop; the details are still being worked on by the advisory committee and will be included in subsequent documents.

## **TILlicum PAVING OVERLAY AND NEW BIKE LANES – HIGHWAY 1 TO BURNSIDE**

The Engineering Technician presented information on new bike lanes being installed to fill a gap in the infrastructure on Tillicum Road from Burnside Road to the Trans-Canada Highway. This work can be done as a new asphalt overlay is being done on Tillicum Road. The following was noted:

- A 3.0-3.5 m raised grade shared-use facility will be installed between Burnside Road and Hampton Park; there are constraints in this area due to a right-of-way and developments on the west side. It is hard to maintain alignments as they are working within constrained space.
- An improvement is being made to the Hampton Road connection.
- The area between Regina Avenue and Burnside Road will be bi-directional, and the intersection at Regina Avenue is being reconfigured/improved.
- There are more developments to come in the future and staff can look at acquiring rights-of-way when this happens.
- Staff are not yet sure of what they will have for boulevard plantings/treatments.

Committee members expressed concern about having shared facilities and felt that drivers of motorized scooters can sometimes be unaware of their surroundings. A suggestion was made to have a line drawn in the centre of the path. The Police liaison pointed out that there are numerous daycares, the Friendship Centre, Hampton Park and many residents that walk and live in the area and this is a safe area for the various user groups. He suggested if cyclists are riding as commuters, they could ride on Tillicum Road, rather than on the path.

The Engineering Technologist noted that signs and symbols are planned, and they will consider painting lines.

## ACTIVE TRANSPORTATION PLAN UPDATE

The Engineering Technologist provided an update on the Active Transportation Plan (#movingsaanichfwd), and responded to questions/comments of committee members. The following was noted:

- Data has been collected and hotspot maps which show challenges in both cycling and walking areas have been created; they are a good representation of issues in the municipality.
- All of the reports are available online for the public to view.
- Targets are too low by public opinion; new targets will be proposed. So far the targets are consistent with Saanich's Strategic Plan with the 2038 horizon and BC Transit's 2025 horizon.
- Community comparisons were shown and Saanich is doing fairly well.
- Different scenarios were given to show the costs of having sidewalks on some or all streets, bus routes, centres and villages. Currently, Saanich spends \$2 million annually on sidewalks.
- Bicycle network planning principles were discussed; staff are thinking about how to connect centres to the network. Ideas on 'connectivity spines' were presented.
- Blenkinsop Road is not included because it is located within the Urban Containment Boundary.
- Lochside trail is shared use for cyclists, equestrians, and pedestrians, and the design of all trails should be looked at. CRD is a member of the advisory committee.
- The philosophy is that cycling be comfortable for ages 8-80.
- Staff look at safety and functionality of trails and in terms of cycling traffic calming, cyclists should recognize that commuters cannot always go full speed.
- The Plan does tie in with the CRD Master Plan and uses design principles. The CRD will integrate their plan with Saanich's.
- In terms of improving residential streets, staff will look at traffic calming. It was suggested that secondary suites are creating parking issues on residential streets.
- The use of motorized scooters will be incorporated into the plan, both the CNIB and Garth Homer Society have been engaged and staff are building on the section of what is a pedestrian. This is in the Terms of Reference.
- After all the engagement occurs, a draft plan will be written and presented in the fall.

## CYCLING FESTIVAL

An update was given on the cycling festival which will be held on Sunday, April 23<sup>rd</sup>. Stations for stamps will be open at 10:30 am, the bike squad will chaperone the kiddy ride; this year there is an expanded route for older children.

## ADJOURNMENT

Due to time constraints, the remaining agenda items will be discussed at a future meeting. The meeting adjourned at 6:30 p.m.

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Mayor Attwell, Chair

I hereby certify these Minutes are accurate.

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Committee Secretary

~~Feb 16/17~~  
MAY 18/17

## Topic Areas for Future BiPed Attention

1. What is the comprehensive vision to increase percentage for walking and cycling modes in the municipality? Many of the topics listed below would, obviously, be part of such a vision, however, it may be desirable to have all of them wrapped up in a detailed vision that says:  
*Saanich will increase the percentage of walking and cycling modes by.....*
2. What are current goals for future walking and cycling percentages? Are they sufficient? If necessary should they be increased and how could increases be accomplished?
3. Truly compact land use is extremely important to accomplishing increased walking and cycling.
  - a. What are current policies that aim to accomplishing truly compact land use?
  - b. Are these policies sufficient? - Do they provide a comprehensive vision that can guide land use decisions?
  - c. How are compact land use policies *actioned*? - Has Council bought in? - Do policies and goals appear to be consistently shaping Council decision making? - Is there a need for greater consistency with goals? If so, how could this be accomplished?
4. Review how pedestrian priorities (sidewalk priorities) are currently established in Saanich. *+ policies*
5. How can residential roads *+ local connectors* be made more pedestrian and cycling friendly? - "Share the street" initiative? - Changes to street design?
6. Participate in development of a cycling project priority process. (Active Transportation Plan?)
7. Discuss need for sidewalk maintenance program including - regular maintenance such as cleaning - snow clearing - asset management.
8. Review the local connector program - how can local connectors be enhanced, added to and improved? *establish @ major destinations*
9. Discuss advantages of increase in walking and cycling - response to climate change - congestion relief - quality of life and place - health and well being - other?
10. Discuss need for earlier and more consistent involvement in projects been designed and major initiatives such as the Douglas Corridor and the Active Transportation Plan?
11. Other?

**Tania Douglas - Re: Draft BiPed agenda #4. MAKING RESIDENTIAL STREETS SHARED SPACES**

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**From:** Darrell Wick  
**To:** Tania Douglas <Tania.Douglas@saanich.ca>  
**Date:** 5/5/2017 1:11 PM  
**Subject:** Re: Draft BiPed agenda #4. MAKING RESIDENTIAL STREETS SHARED SPACES

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agenda item #4. MAKING RESIDENTIAL STREETS SHARED SPACES

Some initial thoughts for the discussion:

What's a woonerf?

*The word, which is Dutch, literally means "living yard." It refers to streets designed for everyone, not just cars and drivers. That means narrow roads without curbs or signage. The idea is that regardless of how users get around, they are forced to pay close attention to each other — actually make eye contact — to avoid colliding.*

This also might suggest kids could safely learn to bicycle, can play street hockey there.

I wonder if a simple start could be made in Saanich by choosing a street that currently has low car volumes, but significant walking and cycling volumes. This suggests one or more of the roads leading to UVic:

- UVic local connector section between Cedar Hill X Road and UVic (Iona, Broadmead, Kemlin, Midgard) or
- Midgard (from Mortimer) or
- Broadmead + path + Varsity

ITEM 5

## ***Making Residential Streets Shared Spaces***

### **Advantages of Making Residential Streets "Shared Streets"**

- Creates an environment that is perceived as less aggressive and safer for pedestrians and cyclists – Likely to increase cycling and walking
- Big step towards creating safe and attractive routes to local destinations
- Creates increased "play" space and social space in neighbourhoods – has the potential to increase the sense of community
- Creates a calmer less aggressive "feel" for residential streets and the neighbourhood – This provides enhanced quality of life and place
- Can be relatively inexpensive.
- Other?

### **Steps to Making Residential Streets Shared Spaces**

- Get Council agreement to adopt the concept of shared streets as policy. This is the first and arguably the most important step
- Create and maintain a strong campaign to promote the concept and get buy in from the general public
- Sponsor special events in neighbourhoods to promote and test the concept
- Select and promote demonstration streets
- Provide signage on streets to identify the concept and alert drivers
- Consider changes to residential speed limits
- Consider changes to street design that provides for calming and less aggressive motorized vehicle transit
- Other?

### **Committee Discussion and Next Steps**



## 6 Places Where Cars, Bikes, and Pedestrians All Share the Road As Equals

The *woonerf*, or "shared street," has made its way into U.S. cities [Eric Jaffe@je.jaffe](mailto:Eric.Jaffe@je.jaffe)



[Fietsberaad / Flickr](#)

If you aren't a traffic engineer or an urban planner, the word *woonerf* probably looks like a typo, or maybe the Twitter handle of whoever runs marketing for Nerf (woo!). But you might want to get familiar with the term—Dutch for "living street"—because the urban design concepts it embraces are on the rise.

A *woonerf* is a street or square where cars, pedestrians, cyclists, and other local residents travel together without traditional safety infrastructure to guide them. Also sometimes called a "shared street," a *woonerf* is generally free of traffic lights, stop signs, curbs, painted lines, and the like. The basic idea is that once these controls are stripped away, everyone is forced to become more alert and ultimately more cooperative. Through less restraint comes greater focus.

The decades-old vision is not without its critics. Skeptics wonder if drivers feel too much ownership of the road to adapt their ways, or if shared streets can work fine for smaller towns but not in big urban centers, or if removing oversight is naïve at a time when people won't even stop



texting to drive. Then there's the general critique pointed out by *Traffic* author Tom Vanderbilt in a 2008 article about shared streets: "people do act like idiots."

All fair points (especially the last). But *woonerf* supporters can point to the success of shared streets projects in Europe as well as their gradual adoption in other parts of the world—including major cities in the auto-centric United States. Construction of Chicago's first shared street, for instance, is expected to begin this spring. We took a closer look at six places around the world that have *woonerfed* and emerged better for it.

## **Drachten, The Netherlands**

Drachten's shared street was championed by Dutch engineer Hans Monderman. (NACTO / Flickr) Shared streets had a great modern champion in the Dutch engineer Hans Monderman before he died in 2008. In a profile of Monderman from that year, Tom Vanderbilt described the "striking" success of a shared-space program implemented in the Dutch town of Drachten. Monderman eliminated "not only the traffic lights but virtually every other traffic control," writes Vanderbilt, leaving behind an inviting town square. The results were less congestion, quicker buses, half as many accidents, more hand signals and communication, and smoother traffic flows. Here's Vanderbilt on the challenge of Monderman's legacy:

For decades, traffic engineers have pursued, with the best of intentions, an impossible goal: the elimination of accidents. Monderman questioned how safe this kind of safety was. More fundamentally, he asked if mature automobile societies could, in essence, act like adults.

## **Norrköping, Sweden**

After its transformation, this shared street in Norrköping became less congested. (via Built Environment) In 2004 a major intersection at the center of Norrköping, a college town near Stockholm, was totally transformed in the shared streets style. Detailing the project in the journal *Built Environment* a few years later, urban designer Ben Hamilton-Baillie wrote that the area replaced traffic lights and other traditional road indicators with a "distinctive paving pattern" that suited pedestrians and cyclists as well as drivers in what had become more of a "coherent plaza."

About 13,000 vehicles (cars as well as buses) still used the space daily, and although this traffic moved slower there was less reported congestion, as well as greater use by pedestrians and a general rise in retail activity. Again, the space isn't perfect—the elderly and the blind voiced concerns—but early surveys found "satisfaction and confidence with the new arrangements is increasing." Early anecdotal reports were positive: villagers enjoyed the atmosphere more and the chief of police said people communicated more than they did before. "Traffic will no longer be dominant," the town mayor at the time told Reuters.

## **London, England**

Kensington High Street in London became safer after a modified shared streets implementation. (Transport for London) England has had a number of shared streets successes in smaller places, including the town of Poynton and Elwick Square in Ashford. But a modified *woonerf* has also

succeeded on London's Kensington High Street, a major shopping corridor. The street changes weren't quite as dramatic as they've been in other places (Kensington kept some traffic lights, for instance) but new crossings and narrower lanes did have a positive impact on the area.

A 2006 report by Transport for London found that pedestrian flows had increased 7 percent and bike flows as much as 30 percent several years later. More importantly, road collisions had been cut in half: from about 66 a year before the change to 34 after it. While TfL questioned whether or not this change could be considered a "true simplified streetscape," there was little doubt it was an effective one:

This means that applying the simplified streetscape philosophy to the London situation could be successful as long as it is not taken to extremes and does not simply involve removing everything — streetscape simplification and shared space schemes have moved on from such a simplistic approach.

### **Auckland, New Zealand**

Mean vehicle speeds decreased on Elliott Street, in Auckland, after a shared streets modification, especially during the daytime. (via TRB) Several streets in Auckland's central business district have been turned into shared spaces: on Elliott Street, for instance, markers of exclusive car use (such as curbs and double yellows) were replaced with stone pavement. Studies of these streets are in the early stages but have already found the much more pleasant for pedestrians on several measures. A 2014 safety review of Elliott Street found that both vehicle speeds (above) and volumes had significantly decreased.

The 2014 report did suggest taking additional traffic calming measures to ensure that car speeds remain low at night, when the presence of fewer pedestrians might encourage drivers to go faster. But on the whole it found no evidence for increased collisions:

In summary, this research has shown that for shared space environments, more road user interactions (potential conflicts), particularly between vehicles and pedestrians, does not translate into more injuries or fatal crashes.

### **Seattle, Washington - SVR Design**

In April 2014, Seattle opened Bell Street Park, a *woonerf* that turned four blocks into a 56,000-square-foot area that, in the words of the city, "will encourage pedestrians, cyclists, and automobiles to share the space." The city took out curbs, leveled the pavement, added street furniture, and removed car lanes—"creating eddies where people can gather around food trucks, gardens, and play equipment," writes Josh Feit of Seattle Met.\*

The love isn't universal; one critic says there's "way too much stuff" in the shared space, and drivers feel a new enforcement push meant to ensure they turn off Bell Street after one block is really just a ticket trap. But property values in the area have reportedly gone up, and Seattle has plans for at least two more shared streets in the works.

# Where ‘Share the Road’ Is Taken Literally

By PAUL HOCKENOS APRIL 26, 2013

Photo



**SPEED LIMITED** A woonerf shared-space zone in the Dutch city of Delft. Credit Herman Wouters for The New York Times

“Woonerf” is what the Dutch call a special kind of street or group of streets that functions as shared public space — for pedestrians, cyclists, children and, in some cases, for slow-moving, cautiously driven cars as well. Roughly translated as “living streets,” the woonerf (pronounced VONE-erf) functions without traffic lights, stop signs, lane dividers or even sidewalks. Indeed, the whole point is to encourage human interaction; those who use the space are forced to be aware of others around them, make eye contact and engage in person-to-person interactions.

The Dutch term was coined in the 1960s when traditional urban architecture was being rethought, and today the woonerf sign is common, with slight variations, across Europe: a blue rectangle with stick-figure symbols of a ball-playing child and parent, a car, a house. They can even be found in pedestrian shopping zones like the bustling Alexanderplatz in Berlin.

In the Netherlands, more than 6,000 woonerf zones burnish these badges of communal spirit where motorized traffic doesn’t rule the road. Moreover, after a period in which they fell out of fashion, the woonerfs are making a strong comeback, and not only in the Netherlands. Woonerfs and their derivatives — sometimes called shared spaces, complete streets or home zones — are piquing the interest of urban planners in several countries.

Photo



**ONE FOR ALL** In Provincetown, Mass., pedestrians, bicycles and cars peaceably coexist on Commercial Street. Credit Dominic Chavez/The Boston Globe

The cities and towns that have adopted the model in one form or another span the globe: the artsy Saint-Henri neighborhood in Montreal; narrow, tourist-clogged Commercial Street in Provincetown, Mass.; the Bulgarian spa town of Hisarya; and districts or suburbs of Cologne and Freiburg, Germany, and Auckland and Christchurch, New Zealand.

In England and Wales there are more than 70 registered home zones, the British variant of the woonerf; from hundreds of applicants, Manchester, Plymouth, Leeds and Nottingham were chosen to receive government money to establish the zones. In the United States, more than 400 cities either currently have, or soon will develop, "complete streets," which are much more broadly defined than woonerfs, even allowing for the likes of sidewalks and the authoritarian stop sign. Yet, according to the Chicago-based National Complete Streets Coalition, the spirit of the woonerf inspired even the American movement.

The key to the woonerf is the primacy of nonmotorized activities. Although cars are allowed in most — but not all — of the zones, they are generally restricted to "walking speed" (in Britain, the limit is higher, at 10 or even 20 m.p.h.) with the onus of responsibility for safety entirely on the driver.

Legally, the automobile driver is generally liable for an accident. But there tend to be fewer traffic mishaps when cars, people and bicycles mingle in close proximity; studies have found that accidents dropped by 40 percent or more in Dutch areas converted to woonerfs.

"You either love them or you hate them, depending on whether you're a car driver or a parent with kids," said Dirk van den Heuvel, an urban architecture expert in the Dutch city of Delft. "But they're popular places to live here — low density and lots of greenery — and that's why the model is making a comeback," he said.