



Making a difference...together

**SOUTHERN GULF ISLANDS ELECTORAL AREA
COMMUNITY ECONOMIC SUSTAINABILITY COMMISSION**

Notice of Meeting to be held on
Tuesday, April 19th, 2022 at 1:00pm
Held by Zoom Video Conference

**** Electronic Meeting Notice ****

To receive an invitation to the electronic meeting please contact Melody Pender at 250-629-3475 or mpender@crd.bc.ca no later than 11:00am on April 19th, 2022.

SGI CESC Commissioners: David Howe (Director), Paul Brent, Chair (Saturna) Mike Hoebel, Vice Chair (Galiano), Richard Piskor, Treasurer (Pender), Deb Goldman (Mayne),

Staff: Justine Starke, Manager, SGI Service Delivery; Melody Pender – Recorder/Pender Liaison; SGI Liaisons: Emma Davis (Galiano), Katie Dentry (Saturna), Kat Ferneyhough (Mayne)

Guests: Ed Andrusiak

-
1. Territorial Acknowledgement/Call Meeting to Order
 2. Approval of the Agenda
 3. Approval of Minutes from March 15th and March 28th 2022
 4. Financial Report
 - Rural Islands Economic Forum 2022 Economic Forum budget allocation request
 5. Mayne Island LTC referral
 6. Housing- SGI Market Assessment
 7. Transportation
 - SGI TIP What we heard report – Survey 2 Final
 - SGI Active Transportation Plan - Final
 8. SGI Liaisons Update – Justine Starke/Liaisons
 9. Old Business
 - Review of Housing Solutions Statement of Work
 - CESC Island papers article for June
 - Commissioner Island Economic updates due by May 9th, 2022
 10. New Business
 11. Next proposed regular meeting May 17th, 2022 at Adam Olsen's Office time TBD
 12. Meeting Adjourned



Southern Gulf Islands Active Transportation Plan



March 2022



ACKNOWLEDGEMENTS

The Capital Regional District conducts its business within the traditional territories of over 20 First Nations, including Songhees, x̱w̱sepsəm (Esquimalt), W̱JOŁŁŁP (Tsartlip), BOŖÉĆEN (Pauquachin), STÁUTW (Tsawout), W̱SIKEM (Tseycum), MÁLEXEŁ (Malahat), Sc'ianew (Beecher Bay), T'Sou-ke, Pacheedaht and Pune'laxutth' (Penelakut). All of whom have a long-standing relationship with the land and waters from time immemorial that continues to this day.

In collaboration with our project partner, the Union of BC Municipalities (UBCM) as well as the project consulting team of Watt Consulting Group, we would also like to thank all the Capital Regional District staff, local trail organizations, island residents, area First Nations and local government elected officials, stakeholders, and community decision makers who provided their feedback and ideas into this process.

In particular, we are grateful to the contributions of the project advisory group.

EXECUTIVE SUMMARY

In late 2020, the Capital Regional District (CRD) applied for and was awarded an Active Transportation Planning Grant from the Union of British Columbia Municipalities (UBCM). These grant funds were dedicated to developing an Active Transportation Plan for the largest islands within the Southern Gulf Islands Electoral Area: Galiano, Mayne, Saturna and North and South Pender Islands. This project builds on existing mapping proposals for the Islands, including the CRD Regional Parks' proposed spine trails and trails managed by CRD local Parks and Recreation Commissions as well local trail societies on each island. Additional objectives of this project are:

- **Policy analysis** to define best practices in trail building and Provincial requirements and applicable road standards
- **Community engagement**, including community mapping to prioritize active transportation routing

Undertaken from January 2021 to February 2022, the SGI Active Transportation Plan was guided by a collaborative process involving staff from the CRD, First Nations, Active Transportation Advisory Groups, community stakeholders and the consulting team.

Public engagement activities for this project involved three rounds of public engagement. Based on the responses received, there is support for active transportation improvements on the islands, with a majority of respondents indicating that safety is an issue and that they would consider biking/walking more if there were safe pathways to do so. This safety concern is also reflected in the prioritization of Active Transportation Improvements (shown below), with the top three being:

1. Creating more space for safe walking and cycling on roadways
2. Developing new off-road trails for walking and cycling that also connect key destinations
3. Improving the accessibility of existing trails for multiple users and modes

One of the major outcomes of the engagement activities was the development of an updated set of trail maps for all four islands with the objective of supporting future transportation and trail planning work on the islands.

In addition to updating the mapping, the engagement activities also helped develop Active Transportation priorities for the SGI based on the feedback received during this process. They are:

1. Coordination

Discussion around why coordination is needed and how it will help.

2. Safety & Accessibility

Discussion presents some initial ideas to improve the perception of safety on the islands.

3. Improved Connectivity

Prioritizes connections to explore further with respect to transportation trails on all four islands. A table of priorities has been created based on feedback received during engagement. These priorities can be further refined with input from the community or local trail organizations.

4. Convenience and Comfort

Provides some insight on building supporting infrastructure on the island to support community and visitor comfort and convenience while using the active transportation network on the islands. Topics include amenities like bike racks, signage, wayfinding, information sharing, EV bike charging etc.

Overall, there is potential to develop alternate transportation paths on the SGI, that would not only improve the environment of the islands but would also be beneficial in improving the health of the residents, improve accessibility to various parts of their island and reduce GHG emissions. This plan is just beginning to tap into this potential, and it is hoped that it can provide a foundation for future Active Transportation Improvements on the SGI EA.

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Section 1 – Introduction, Active Transportation and Approach

1.0 INTRODUCTION

In late 2020, the Capital Regional District (CRD) applied for and was awarded an Active Transportation Planning Grant from the Union of British Columbia Municipalities (UBCM). These grant funds were dedicated to developing an Active Transportation Plan for the largest islands within the Southern Gulf Islands Electoral Area: Galiano, Mayne, Saturna and North and South Pender Islands. Collectively and for this plan the area is referred to as the Southern Gulf Islands (SGI).



Alignment with Southern Gulf Islands

Transportation Integration Plan

In tandem with this Active Transportation Plan, the Capital Regional District developed a Transportation Integration Plan that encompasses walking, cycling, public transportation and passenger ferry / water taxi service. Building from past studies and community feedback, the purpose of that larger overarching project is to create a blueprint to move from ideas to action when it comes to transportation on and between the largest Southern Gulf Islands. That project report can be found on the [CRD website](#).



The Active Transportation Plan project builds on existing mapping work completed for Galiano, Mayne, Saturna, and the Pender Islands, including the CRD Regional Parks' proposed spine trails and trails managed by CRD local Parks and Recreation Commissions as well local trail societies on each island.

Additional objectives of this project are:

- **Policy analysis** to define best practices in trail building, provincial requirements and applicable road standards
- **Community engagement**, including community mapping to prioritize active transportation routing

The Active Transportation Plan key components shown below are critical to advancing active transportation planning for the SGI. A network of recreational and transportation trails will enable vulnerable residents and visitors to participate more fully in community life and better access services. In addition, safe options for biking and walking will encourage residents and visitors to live a more active lifestyle and improve community health outcomes, as well as reduce transportation costs, greenhouse gas emissions, and vehicle congestion on BC Ferries.

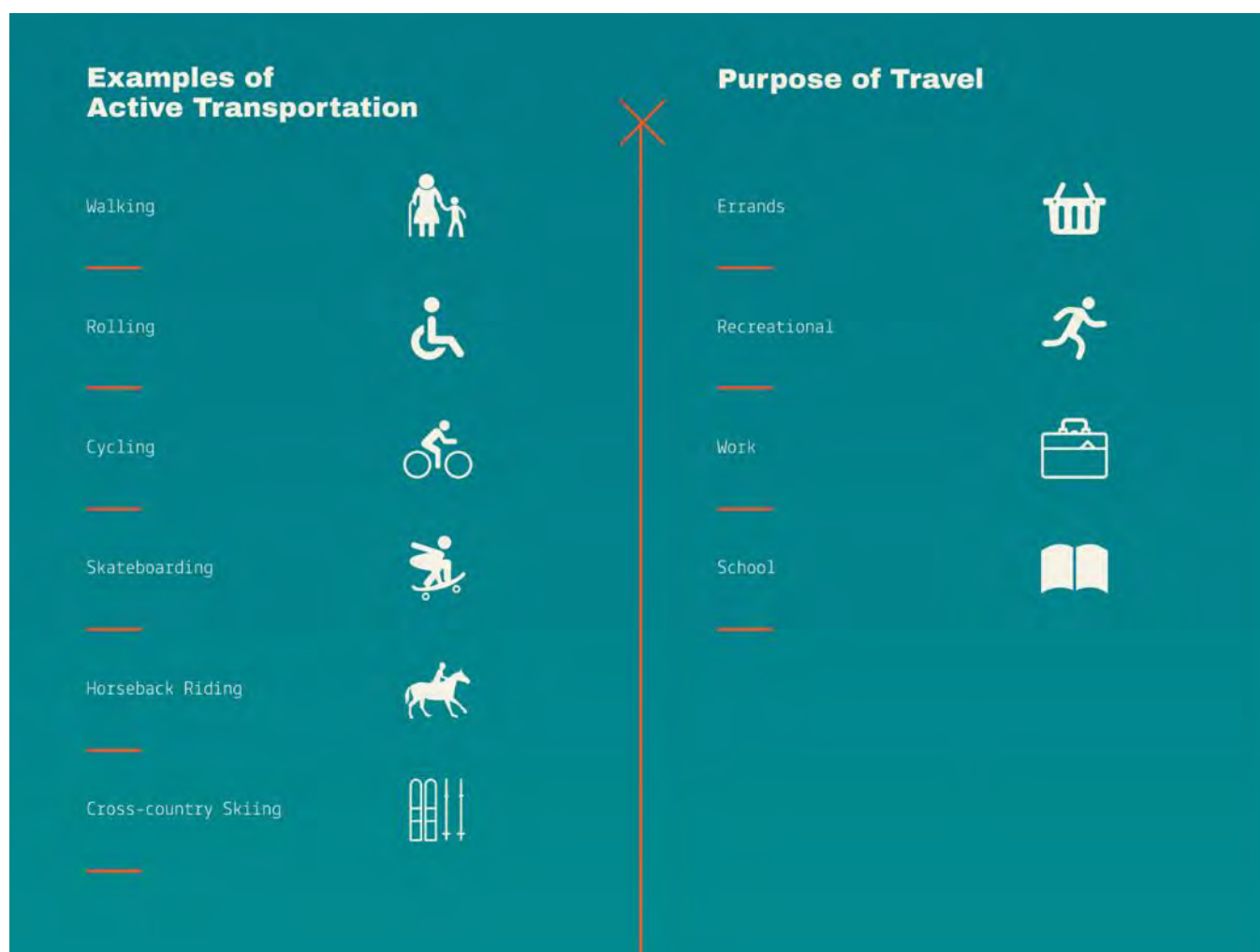
Active Transportation Plan Key Components

- An **inventory of existing trails and an updated trail map** for all four islands resulting from public engagement
- **Top priorities** by island for Active Transportation connections (proposed)
- **Best practices** to help guide the development of new trails and maintenance of existing trails on the Islands
- **Summarizing outcomes in this document** as well as defining the scope of Active Transportation as part of the Integrated Transportation Plan

1.1 What is Active Transportation?

This section largely draws from Chapter B of the BC Active Transportation Design Guide (BCATDG), which includes a detailed overview of active transportation and its benefits. According to the guide, active transportation is defined as follows:

“Any form of human-powered transportation, including walking, cycling, or rolling using a skateboard, in-line skates, wheelchair, or other wheel-based forms of human-powered transportation. It also includes winter-based active modes, water-based active modes, and horseback riding, although these modes are typically more recreational in nature.”



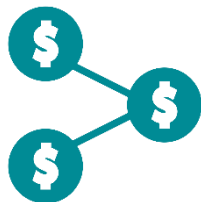
Active transportation users are a diverse group and include those who are walking, cycling, rolling (e.g., skateboarding, longboarding, scootering) and people using mobility devices such as wheelchairs, walkers, and strollers. All these forms of active travel are pursued for a variety of reasons; some people may choose to walk for recreation, others may bike to work, some may use active transportation due to the lack of a personal vehicle, and others may be choosing to travel this way because of the environmental benefits. The reasons to travel by an active mode are multi-fold and so are the benefits, discussed below.

BENEFITS OF ACTIVE TRANSPORTATION



Environmental Benefits

Active transportation can cut GHG emissions and air pollution and is a critical part of lowering overall emissions in the SGI's transportation sector. According to a study conducted by the CRD in 2020, almost 50% of the GHG emission for the SGI Electoral Area (EA) was from transportation.



Economic Benefits

Active transportation has multiple economic benefits. Using active transportation as the main way of getting around is more economical compared to owning a vehicle and can enable participation in the economy by a broader spectrum of society. Neighbourhoods and destinations that are more accessible and attractive for people using active modes can attract more visitors and tourists, who contribute to the local economy. Maintaining the SGI economy as a visitor destination without adding further automobiles to the constrained road and ferry network also supports the ability for island residents and goods to move more freely.



Health Benefits

Hundreds of academic papers and technical reports have found that active transportation is associated with healthier communities. This includes physical activity lowering the risk of early death and chronic diseases including obesity and cardiovascular issues along with mental health benefits and cleaner air from reduced emissions.



Societal Benefits

Active transportation facilities can help make a community more accessible, affordable, and equitable. It can encourage social interactions and create opportunities for face-to-face meetings, helping build trust, respect, understanding, and a sense of community.



Safety Benefits

Active transportation facilities that are well designed enhance the overall visibility of active transportation users, helping to reduce the risk of collisions and fatalities. This can create a safer transportation system for all road users.

1.2 Approach

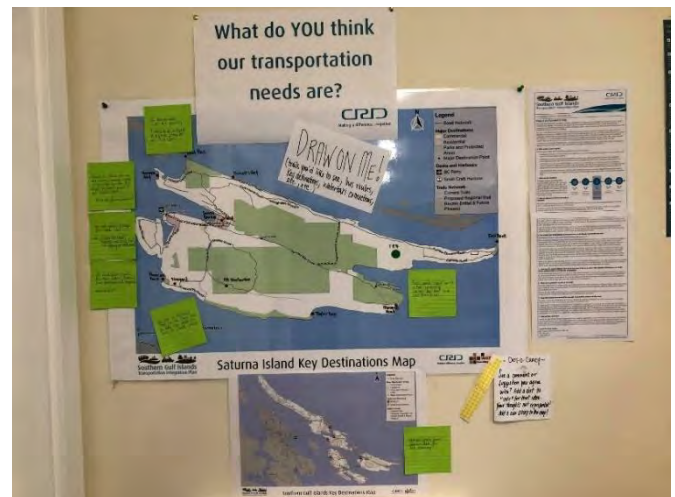
Undertaken from January 2021 to February 2022, the SGI Active Transportation Plan was guided by a collaborative process involving staff from the CRD, First Nations, Active Transportation Advisory Groups, community stakeholders and the consulting team.

The Plan encompassed four distinct tasks that are presented briefly below:

TASK 1 – Updating trail mapping. The consultant team updated mapping using available literature, maps and studies provided by the CRD. The trail maps were digitized and then uploaded into GIS and a series of map outputs were created for review and edits by local trail societies, other stakeholders, and the public. The feedback received was used to edit and finalize the trail mapping. It is anticipated that the final output will be used to create informational trail material for residents and visitors, including residents who may be travelling between Southern Gulf Islands.

TASK 2 – Community engagement on issues, opportunities, and priorities. The outreach was a combined task between this Plan and the larger Transportation Integration Plan. Engagement was done in three stages:

- **Targeted Outreach** took place in Spring 2021 and involved virtual workshops with the Transit Advisory Groups (TAG), stakeholder outreach, and information provided to the community via the CRD website, posters, and a media release.
- **Round 1 engagement** took place in Fall 2021 and invited the public to provide feedback using the CRD's digital engagement platform which included interactive mapping, quick polls, a survey, and an ideas forum. A mailout FAQ was sent to every SGI mailbox to encourage people to fill out the survey.
- **Round 2 engagement** completed in January 2022 focused on public feedback on the different options for establishing a transportation function for the SGI.



TASK 3 – Literature review to understand best practices in the rural context specific to governance, coordination, trail construction and maintenance basics like: classification, signage, surfacing, wayfinding etc.

TASK 4 – Summarizing outcomes and providing overarching thoughts in terms of Active Transportation (i.e., in an Integrated Transportation Framework).

PLAN OUTREACH AND INVOLVEMENT

Transportation Advisory Group Participating

Organizations:

- Community Economic Sustainability Commission
- Southern Gulf Islands Tourism Partnership
- Southern Gulf Islands Community Resource Centre
- CRD Liaisons + Senior Transportation Planner
- Southern Gulf Islands Harbour Commission
- Ferry Advisory Committee
- Water taxi providers
- Indigenous Liaison
- SGITP Water taxi pilot
- Salish Sea Inter-Island Transportation Society
- Mayne Island Bus Society
- Saturna Shuttle
- Moving Around Pender
- Galiano Bus Society
- Gertie
- BC Community Bus Coalition
- Galiano Trails Society
- Mayne Island Pathways
- Moving Around Pender
- SGI Parks and Recreation Commissions
- Gulf Islands Trails Society + Citizen cycling reps

First Nations:

- Tsartlip Nation,
- Tsawout Nation
- Tseycum Nation
- Penelakut Nation

Stakeholder Organizations:

- Internal CRD (Regional Planning, Regional Parks, SGI Parks Commission, SSI Transportation Commission, etc.)
- Islands Trust
- Water Taxi Service Providers
- BC Ferries
- BC Transit
- Ministry of Transportation and Infrastructure
- Emcon
- School District 64 + School Trustees
- Parks Canada
- RCMP



Section 2 – Active Transportation Policy Framework

2.0 ACTIVE TRANSPORTATION POLICY FRAMEWORK

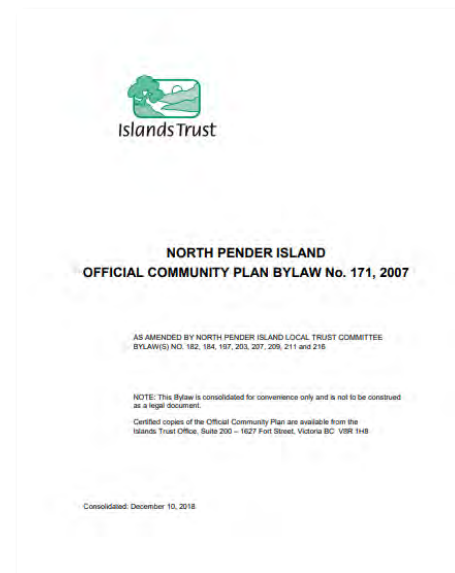
There is a strong policy framework supporting Active Transportation development in the Southern Gulf Islands. As part of the development of this plan, the project team reviewed all of these plans to identify specific supporting policies. The following provides a summary of that review.

2.1 Official Community Plans

North Pender Official Community Plan

The goal of the North Pender Official Community Plan (OCP) is “to plan for a transportation system which meets the needs of residents and visitors and provides for a variety of modes of transportation without detracting from the rural character of the community” (1.2.11; BL182).

- The Local Trust Committee (LTC) will “cooperate with the Pender Islands Parks Commission in the identification, designation and creation of linear parks and trails to connect residential areas and services” (3.1.3.14).
- Regarding active transportation, it is an advocacy policy of the LTC that “The Ministry of Transportation (“MoTI”) shall be requested to allocate sufficient space within a road right of way to allow for the development of pedestrian and bicycle paths separate from vehicular traffic and to construct such paths should the opportunity present itself” (2.6.13).
- Infrastructure considerations when building pathways include the identification of “environmentally sensitive areas, at-risk species and their habitats, biodiversity and respect for the integrity of farms” (3.1.3.2; BL 182) and “that maintenance contractors retain as much roadside vegetation as feasible” (3.1.3.11).



South Pender Official Community Plan

The Land Transportation Objectives of the South Pender OCP are “to encourage and support alternative transportation initiatives, including...a bicycle path network and walking trails” that have “minimal adverse effects on the natural environment, [are] compatible with the rural character of the island, and primarily [serve] the South Pender Island community” (6.1.3 (a)).

- The LTC will “support agency and community group efforts to develop the network of bicycle routes, pathways, walkways and trails shown on OCP Schedules “D” and “H”” (BL 115 iv) and will “use rezoning applications as an opportunity to work toward development of the network of bicycle routes, pathways, walkways and trails shown on OCP Schedules “D” and “H” (6.1.3 (b) v).
- Agencies and community groups are requested to “prioritize bicycle and pedestrian paths over on-road bicycle lanes where feasible” (BL 115 iii)
- The Local Trust Committee will also “support implementation of the Capital Regional District (“CRD”) Gulf Islands Regional Trails Plan on South Pender Island” (BL 115 vi).
- OCP Advocacy Policy reads that MoTI is requested “to assist in the ongoing development of the island’s trail system by allowing the trails and related development under the auspices of the Pender Islands Parks and Recreation Commission on road rights-of-way and ocean accesses” (I) and that “The Islands Trust has an agreement with the ministry regarding road standards within the Islands Trust area and the procedures for designation of scenic and heritage roads and cycle paths” (6.1).



Saturna Island Official Community Plan

The Public Transportation Advocacy Policies of the Saturna Island OCP encourage transportation developments that “reduce dependence on private motor vehicles for travel to and from the Area.” (F.1.2; BL 101) and that island highways “include public paths, walkways and trails...to assist in meeting local and provincial targets for greenhouse gas emission reduction” (F.2.4; BL101).

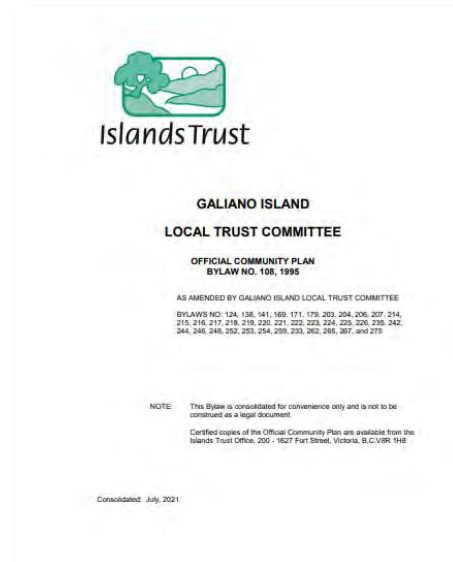
- The LTC requests that MoTI “support alternative transportation initiatives including....bicycle path networks and walking trails linking population to services” (F.2.8; BL 101) and to “co-operate in the development of new public recreational lands by: a) approving applications by the Parks and Recreation Commission for trails on road rights-of-way; b) approving community applications to fund and construct cycle paths; and c) requiring new or upgraded roads to include cycle paths as outlined in the protocol agreement between the Ministry and the Islands Trust” (E.1.14).
- The Saturna Island LTC will “give high priority to the provision of trails for pedestrian walkways, horse riding trails, and bicycle paths” (F.2.5) to facilitate “movement...within a neighbourhood and to connect neighbourhoods to viewpoints, coastal areas, parks, open space areas, and centres of island activity” (F.2.1).



Galiano Island Official Community Plan

Land Transportation Objectives of the Galiano Island OCP include “[ensuring] roadways are safe for all users” and “[encouraging] alternative forms of transportation resulting in reduced emissions of greenhouse gases” (7; BL216).

- A specific emphasis is placed on developing active transportation infrastructure, stating that MoTI and other appropriate agencies be encouraged to “support alternative transportation initiatives, including...a bicycle path network and walking trail linking population centres to services” (Land Transportation Policy (t); BL 216) and that “MoTI should be requested to consider the creation of bicycle paths within highway dedications” (Land Transportation Policy (u); BL 216) with a priority focus on Sturdies Bay Road.
- Support for Active Transportation facilities are found under Land Transportation Policies where “the LTC may require alternatives to parking spaces, including but not limited to bicycle racks” (Land Transportation Policy (a); BL 216) and that BC Ferry Services Inc. is encouraged to “to create and maintain facilities and services, including bicycle racks, supporting travel by means other than private automobile” (Water Transportation Policy (h); BL 216).



Mayne Island Official Community Plan

Advocacy Policies of the Mayne Island OCP state that “MoTI and others are encouraged to support alternative transportation initiatives, including...bicycle path networks and walking trails linking population to services” (3.1.1.11; BL 151).

- The policies also state that the LTC “should support the development of a bicycle path network in cooperation with MoTI, and the MoTI shall be requested to provide cycling paths along all major roads at the time of road construction or major upgrading” (2.7.4.12; BL 151).
- In addition, “the Mayne Island Parks and Recreation Commission shall be requested to develop a network of walking trails as a means of transportation in order to link population and service centres on the Island” (2.7.4.9; BL 151).



2.2 Other Plans

Experience the Gulf Islands Concept Plan (2016)

Experience the Gulf Islands (“ETGI”) started as a transportation (trails) focused initiative that grew and evolved into an inter-island community tourism initiative for the Southern Gulf Islands (Galiano, Mayne, North and South Pender, Salt Spring, Saturna).



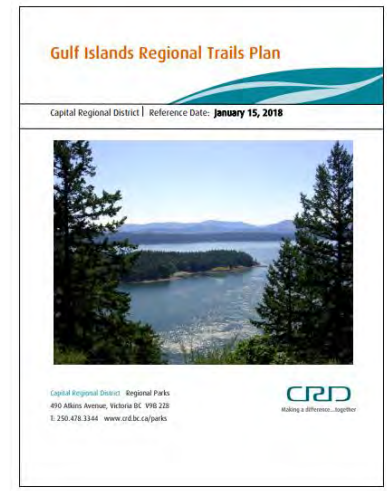
- An objective of the Concept Plan itself is to provide local trail societies with leverage when applying for grant funding. The Plan’s policy goals include generating greater economic benefits for local people and enhancing the well-being of communities and making positive contributions to the conservation of natural and cultural heritage.
- The ETGI Concept Plan summarizes several short-, medium- and long-term transportation goals for the SGI. One key goal that relates to Active

Transportation identified in the ETGI Concept Plan is: **build sustainable transportation connections and linkages that limit or lower on-island car traffic, such as cycling and walking paths.**

[Gulf Islands Regional Trails Plan \(2018\)](#)

The Capital Regional District (“CRD”) Regional Trails Plan for the Gulf Islands advances regional goals to connect trails across the CRD. It identifies a conceptual multi-modal spine trail on each of Galiano, Mayne, North and South Pender, Salt Spring, and Saturna Islands.

- “Each of the trail routes proposed in this plan will connect a main transportation hub, such as a ferry terminal, with key destinations on island; for example, a commercial hub or a regional, provincial or national park” (5), and in total the five new regional trails will cover approximately 50kms and help to facilitate transportation and tourism goals in the SGI.
- The Gulf Islands Regional Trails Plan sets out policy direction specific to these regional trails that supplements the direction provided by the Regional Trails Management Plan (2016). In particular, the Plan notes that the regional trails in the Gulf Islands “will be developed and classified as Bike and Pedestrian Trails, located within the public road dedications, separated from the travelled portion of the road and developed using a phased approach” (5).
- Some further policies outlined in the Plan include opportunities for public input on trail design, field checks for significant archaeological/cultural features, coordinating with First Nations to create signage, and liaising with MoTI, BC Ferries and CRD commissions to align resources, create efficiencies and achieve multiple goals.
- The Plan provides guidance on how development of these conceptual regional trails will be prioritized and how the CRD will work with others to implement the plan.
- “Completion of this Plan achieves a strategic action identified in the Regional Parks Strategic Plan 2012-2021 and a priority action identified in the Regional Trails Management Plan” (5).



- The Plan supports or complements other initiatives, including the Experience the Gulf Islands Concept Plan, The Great Trail, and the Salish Sea Marine Trail.
- The potential trials identified in this plan are conceptual and will need to be confirmed before implementation.

Galiano Island Parks and Recreation Commission

Master Plan (2020)

The Galiano Island Parks and Recreation Commission's ("GIPRC") Master Plan provides a direction and focus for the planning, acquisition, development, operation and maintenance of CRD community parks, shore accesses and hiking and multi-use trails and the planning and development of community recreational opportunities for the Galiano service area (1).

- The community consultations that informed this Plan were "conducted against the backdrop of external initiatives that also influenced the review. These included a CRD proposal to create a multi-modal road-side trail from Sturdies Bay to Montague Harbour through The Bluffs community park" (2).
- Several policies that GIPRC have developed around trail use is that trails are for non-motorized use only, and that trails may run through existing parks, exist on their own, as easements or as casual paths through private property.
- A priority for the Commission is to assess the potential of developing trails that link key community amenities and communities.
- GIPRC has a policy to support the development of multi-use trails to accommodate cyclists, and to advocate for the development of safer facilities for cyclists.
- The Commission also plans to work with MoTI and CRD in advocating for improvements to the Sturdies Bay Trail, which is not useable by wheeled vehicles.





Section 3 – Current Conditions

3.0 CURRENT CONDITIONS

3.1 Context

For the purposes of this plan, Galiano, Mayne, North and South Pender, and Saturna Islands are collectively referred to as “the islands”. These islands are within the traditional territories of several First Nations. Four First Nations have reserve lands on the Gulf Islands: Tsawout and Tseycum First Nations share a reserve on Saturna Island and one on South Pender Island, Tsartlip First Nation has a reserve on Mayne Island, and Penelakut Tribe has reserve land on Galiano.

These islands are within the Islands Trust Area. Islands Trust provides both local land use planning services and broader oversight to foster the preservation and protection of the Trust Area's ecosystems, to sustain the islands' character, and to support healthy communities. In addition to the Southern Gulf Islands, Salt Spring Island is also a key part of the archipelago and the economic and social fabric of the islands, including access to further services and Gulf Islands Secondary School. The population in the SGI EA is ageing, with residents in the 65 and over category forming almost 43% of the total population (StatsCan, 2016). While the population growth trend from the last census was negative (-2.8% from 2011 to 2016), this has been reversed recently and the SGI EA has seen a surge in population growth in the most recent census (+28.9% from 2016 to 2021). This in turn impacts resources, infrastructure and available transportation amenities on the islands. From this perspective, this planning work is timely and necessary.

BC Ferries provides ferry service to the Southern Gulf Islands from Swartz Bay and from Tsawwassen. Service to Salt Spring Island is provided from Crofton to Vesuvius, Swartz Bay to Fulford Harbour, and Tsawwassen to Long Harbour.

The Ministry of Transportation & Infrastructure (MoTI) has jurisdiction over roads in the unincorporated electoral areas and has responsibility for ongoing maintenance and road improvements in the SGI Electoral Area (SGI EA). MoTI and Islands Trust have an agreement to maintain rural road standards and to protect heritage aspects of the road corridors on the islands, with road maintenance work carried out by contract, currently Emcon.

There are many trails on the SGI, however, the majority of these trails are recreational trails and cannot be used for transportation as they do not connect key destinations such as ferry terminals, docks and marinas, residential areas, shopping and services, schools, and other community gathering places. The existing recreational trails may also not be suitable for or allow wheeled active transportation, such as bicycles, mobility devices like wheelchairs, or rollers. Recently, however, there has been increased interest in transportation trails in the SGI given their potential to provide an alternate mode of transportation for residents and visitors alike, to connect between different origins and destinations on the islands. In this respect, these trails are also able to address GHG emissions, sustainability, and environmental stewardship.

As a result, there is interest in augmenting the existing trail network on the islands with a network of transportation trails. By undertaking this Active Transportation Plan the CRD seeks to answer the following questions: Where do the gaps exist? How can these gaps be addressed? Who would be responsible for the development of this network? What kind of funding would be needed for this?

The current CRD role with respect to Active Transportation is limited to its mandate stemming from managing Regional Parks and trails on the islands, as well as managing community parks on the islands (via the SGI Parks and Recreation Commissions).

VISION FOR TRAILS IN THE SOUTHERN GULF ISLANDS AS IDENTIFIED IN THE GULF ISLANDS REGIONAL TRAILS PLAN BY THE CRD

The Gulf islands are an interconnected archipelago of living, working communities in the Salish Sea. Like a necklace jeweled together by unique destinations, the islands are a special place in every season. From wild coasts and beaches, pastoral farmlands, spectacular bluffs, and quaint villages to cool and shady forests, glacially striated and sandstone pocked rock formations, these islands provide priceless experiences for those who live there and for those who visit.

Trail systems on the islands are sustainable in design, respectful of adjacent neighbours, and provide recreation and alternative transportation opportunities for different types of users. Regional Trails connect island communities and facilitate access to key destinations. They provide primary routes to which other trails connect, creating a broader trail system on each island.

Trails are used as part of the daily routine of local people and attract visitors to experience naturally and culturally significant destinations on the islands. An array of visitor services and amenities are available on or along the trails to serve cyclists and backpackers, families, and individuals, and young and old alike.

As a part of this role, in 2018, the CRD approved the Gulf Islands Trails Regional Plan.

The Capital Regional District (“CRD”) Regional Trails Plan for the Gulf Islands identifies a conceptual multi-modal spine trail on each of Galiano, Mayne, North and South Pender, Salt Spring, and Saturna Islands. “Each of the trail routes proposed in this plan will connect a main transportation hub, such as a ferry terminal, with key destinations on island; for example, a commercial hub or a regional, provincial or



national park” (5), and in total the five new regional trails will cover approximately 50kms and help to facilitate transportation and tourism goals in the SGI. This Plan builds on previous studies and policy planning work the CRD has completed in the SGI (Regional Trails Management Plan (2016) and The Regional Parks Strategic Plan 2012-2021).

The SGI Electoral Area does not have a local service established that can build on the regional spine trail. Without a formally established local transportation service, the CRD cannot fund or acquire tenure for active transportation connections that are locally desired beyond the broad, region wide objectives of the CRD Regional Trails Plan. As a result, it cannot apply for government grants on behalf of the SGI for local community priorities, nor use tax funding collected for other purposes, to fund the development of the proposed regional network. This is a gap since there is funding capacity for local recreational trails through the Parks and Recreation Commission on each island, but those trails do not necessarily meet transportation needs of linking destinations. Likewise, the CRD Regional Trails function can access other funding levels but

prioritization and funding for those trails is based on an assessment of the entire CRD and therefore the time horizon for building out all the individual SGI segments may be long and not at the priority level desired by island residents.

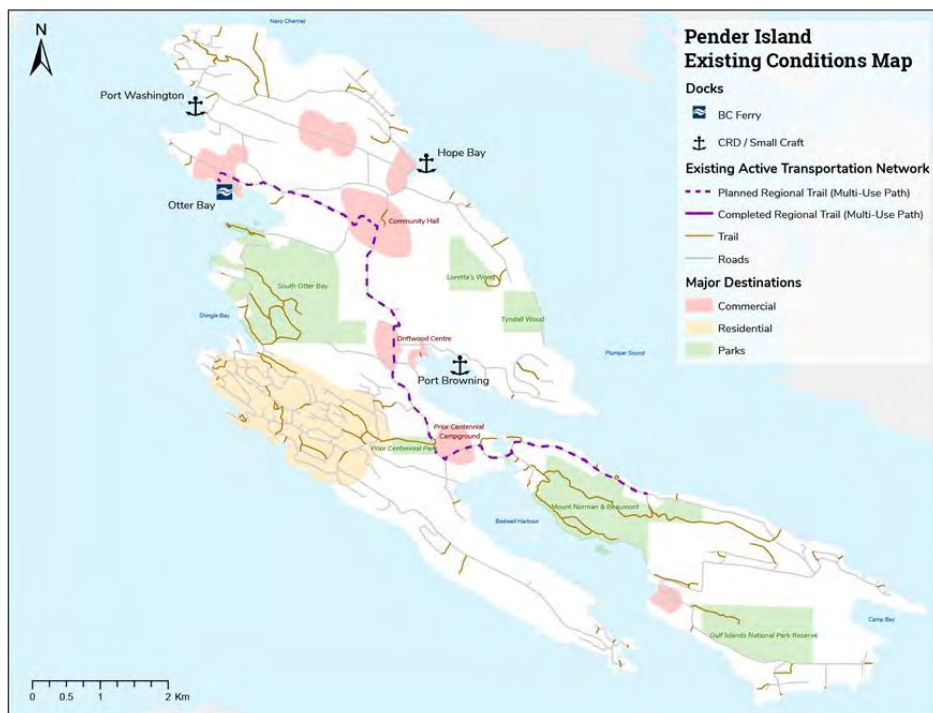
This lack of a transportation function for the SGI and potential solutions are being explored as part of the of larger Transportation Integration Plan. As mentioned previously, this Active Transportation Plan will link with the larger plan and provide a framework for regional and local trail development if a transportation function is approved. The CRD is committed to supporting the residents of the SGI in achieving their Active Transportation goals and this plan is a step in that direction by providing a framework for improvement and suggested priority order for trail network development as funding or organizational capacity becomes available.

3.2 Existing Conditions (and maps)

The trails on the SGI are a mix of local and regional trails as well as some larger “Trans-Canada” trails that are part of trails running across Canada (The Great Trail and the Salish Marine Trail). The existing trails are generally located within public lands, are maintained and managed by a variety of different trail organizations and are predominantly rural in nature. These trails are used primarily for hiking and walking and occasionally cycling as well. They tend to be more recreational in purpose and less oriented around fulfilling transportation connections. Most trails do not allow the use of bikes or electric bikes, and they start at trail heads that are not easily accessed from the ferry terminals or village centres of each island, except by vehicles.

There are few roadside trails or transportation trails on the islands. As a result, access to major destinations on the islands is via the roadway network. This is true of all four islands and is illustrated in the maps below. This also forces people walking or biking to share space with faster moving automobiles. Roads are hilly and curvy, speeds are high (between 50 and 80 km/h on main roads) and where they exist, shoulders, are very narrow. Roads are further constrained by drainage ditches and potholes. All this makes for a challenging environment for Active Transportation modes on all the islands.

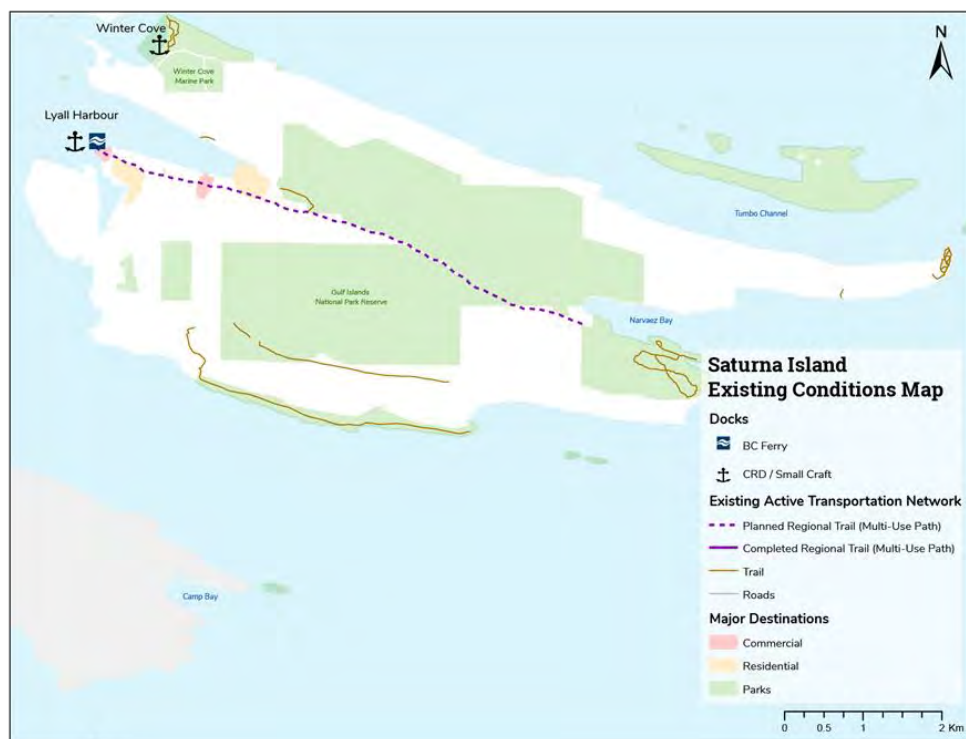
3.2.1 North Pender Island map



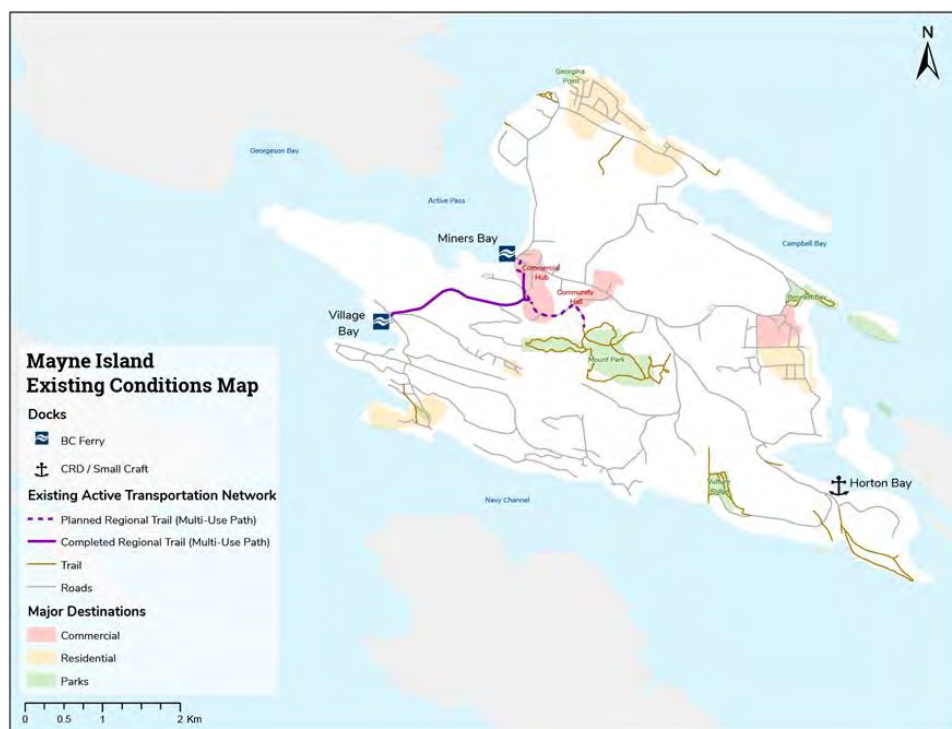
3.2.2 Galiano Island map



3.2.3 Saturna Island map



3.2.4 Mayne Island map



3.3 Issues and Opportunities

Specific issues and opportunities for SGI's active transportation network are identified in the following section.

MAPPING

There is no single source of information about all the trails on the Southern Gulf Islands. Fragmented information is available from each of the trail organizations. This makes it difficult for users—including both residents and visitors—to get holistic trail information on the islands.

From a planning perspective as well, the lack of comprehensive information regarding the trails can be challenging. It is harder to determine gaps in the network and how policies and future plans align across each island or the region due to the multiple sources and lack of consolidation. Some individual island residents and trail volunteers may have substantial knowledge about the trail network's evolution and future plans, but this information may not be in place or format easily shared with others.

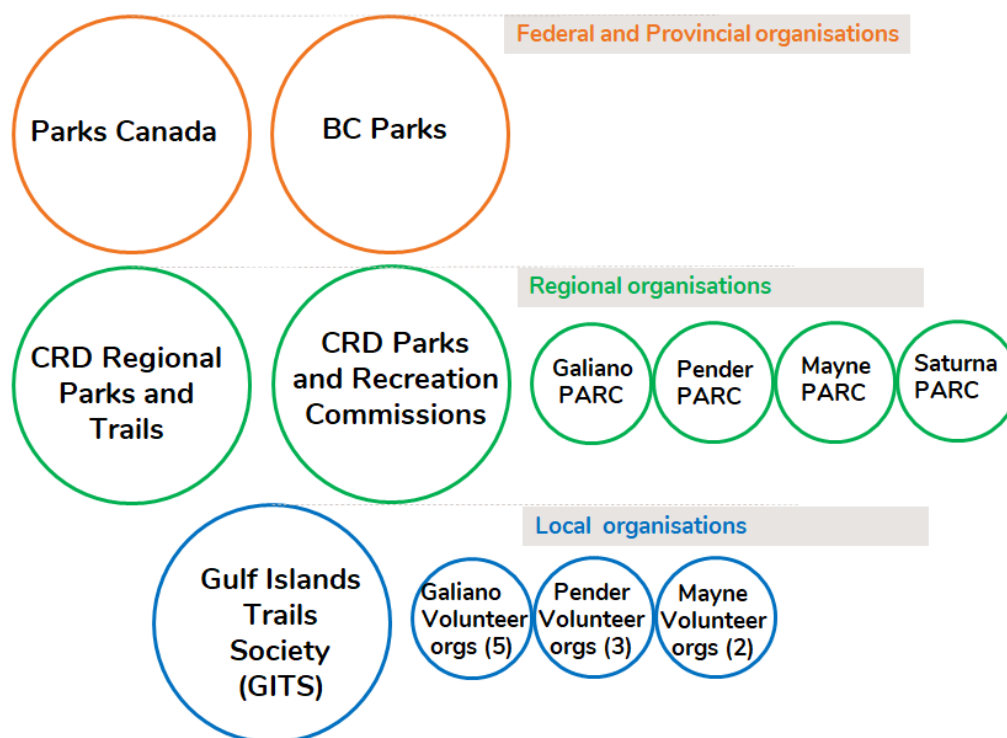
Trail infrastructure, for pedestrians and cyclists, is an important component of the visitor experience and residents' on-island transportation network. Providing trail information – locations, connections, trail etiquette – to both residents and visitors is an important component of any trails program.

A comprehensive approach to mapping existing trails and connectivity gaps that spans all the islands would provide a strong foundation on which to build a consistent program for trail development and policy planning.

MULTIPLE ORGANIZATIONS

There are several groups on the islands working on local trail network improvements and extensions. The initiatives these groups undertake are important for visitors and residents alike and directly address community active transportation and tourism goals.

It is important that their efforts are aligned and are connected to BC Parks, Parks Canada and relevant CRD Regional and Local parks initiatives. Currently, however, coordination efforts between those organizations are limited. Each of the organizations has different mandates and priorities resulting in less-coordinated planning for the trails network on the islands.



As is illustrated above, in addition to the Provincial and Federal parks organization, the CRD has a regional parks service with some parks on the islands, as well as has local parks managed by Parks and Recreation Commissions (PARC) on each island. Local trail society organizations are focused on their specific islands and their mandates are generally focused on developing recreational trails. The more recently developed Gulf Islands Trail Society has evolved to try to provide a framework for coordinating between the local groups and provide shared access to resources, such as insurance.

Local trail infrastructure, connections, and network development are ongoing projects throughout the islands involving local trails, stewardship, and community groups.

Increased coordination amongst these groups can help secure additional funding for the planning, development, and upkeep of local trails, thereby building some resilience among the local trail organizations. This coordination could be as simple as a forum held once or twice per year involving the various governmental and local trail organizations to share information on upcoming priorities and projects.

EXISTING ROAD NETWORK

The road network on the islands falls under the jurisdiction of the Ministry of Transportation and Infrastructure (MoTI). These roads were built decades back and MoTI is responsible for their ongoing maintenance, which is undertaken through contract to a road maintenance provider whose region spans not just the larger collection of gulf islands but also southern Vancouver Island.

The current road network on the islands presents a major challenge to improved Active Transportation opportunities on the SGI. Some of the key issues heard during stakeholder outreach as well during public engagement are summarized below:

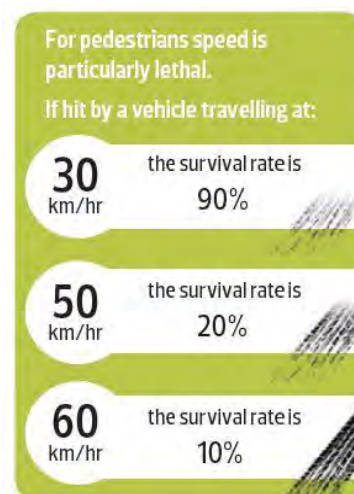
- Lack of wide shoulders, forcing people walking, biking and driving to share the road despite a large speed differential between user groups.
- In discussions with MoTI, it was noted that the current MoTI road standards were not associated with the road network on the islands, given that the network was built at a time when none existed.
- Hesitation on the part of MoTI to assign speed limits to the roads, given that they do not adhere to their current classification standards where a certain road category is assigned a certain speed.
- The roads are twisty, narrow and hilly due to the topography of the islands and have lots of blind corners, highlighting the safety issues mentioned previously.
- The island road networks fall lower on the list of priorities for maintenance, repair and replacement, due to the highways categorization system and the relatively lower population and lower vehicle volumes on the SGI compared with other places in B.C.
- When funding is available for maintenance, the issue of communicating with multiple jurisdictions, and aligning with their priorities also becomes challenging.

- Retrofitting the existing roadways to make them safer for pedestrians and cyclists, such as by widening the shoulders, also has unique challenges. Existing roads were not built in the middle of the Right of Ways, but instead may wander from side to side within them, meaning that property acquisition may be required to widen the space or the whole roadway must be shifted. The hilly nature of the islands and winter rainfall patterns also mean that water management through culverts, ditches, and the slope/nature of the roadway itself are key considerations that typically require more engineering. Water management and the higher existing speeds of the roadways also mean that roadside trails may require engineering and infrastructure treatments that appear over built or out of place in the rural and natural setting of the SGI. This can be challenging for both the advancement of projects and for building trust in the community.
- Where there is the possibility of constructing pathways as a (non-roadside) connection to and from major destinations on the islands, through Parks lands (Parks Canada or BC Parks) there is hesitation on the part of these organizations to disturb the ecological and cultural environment of these lands by building a transportation trail through them.
- When there is consensus to move forward in the above context—which is predicated on involvement and agreement with Indigenous communities—building on sensitive lands must also consider archeological assessments and ongoing archeological monitoring.
- In some other cases when a connection can be made across parks but trails must also cross intervening private lands between them, there can be reluctance among land owners to allow public use of their private property.
- If easements on private lands are possible, landowners may be hesitant to allow the trail segments on their properties to be published in maps, thereby making available information about the trail network discontinuous. Landowners are also concerned about liability brought on by formalizing access with an easement.

SAFETY

A direct outcome of the challenges presented by the road network on the islands is a pervasive perception of lack of safety on the roads. This sentiment is present across all four islands as well as all modes. Cyclists and pedestrians alike feel unsafe using the roads and motorists are concerned about accidents if the existing narrow Right-of Way is shared with other modes.

Vehicle speeds provide valuable context for active transportation planning. Speeds are a major factor in creating a pedestrian and bike friendly environment. Even though vehicle speed does not always cause crashes, it usually determines the severity of the outcomes of a crash. A small difference in speed can mean the difference between life and death, especially for pedestrians, motorcyclists, and cyclists as illustrated in the graphic.



Source: City of Edmonton

FUNDING CHALLENGES

One of the other major challenges in the development of trails on the islands is funding. This includes the availability of grant funds to apply for as well as the ability to apply for it, when available.

While several different grant programs are available for improving Active Transportation infrastructure through different levels of government, local, provincial, and federal, most of these funds are distributed through a local government agency. In the case of unincorporated areas like the SGI Electoral Area, this would be through their regional district, in this case the CRD.

However, unlike municipalities which have more flexibility in shifting their budget and service priorities, regional districts must formally define services that they will be providing and funding, which is done through the creation of service establishment bylaws that are approved by the electorate that will be paying for and receiving the services.

The two existing service areas within the CRD which touch on walking and cycling have mandates that don't enable them to fill the specific function of local active transportation. CRD Regional Parks has a mandate to connect the entire region and so local SGI priorities are ranked and funded within the context of larger regional needs. Without establishing a transportation function for the SGI such as what was created for the Salt Spring Island Electoral Area, the CRD is unable to administer provincial and federal funding and implement active transportation programs. Without service authority, the CRD can also not direct grant funds to the different trail organizations on the islands, leaving the local organizations with the option of applying for competitive grants or seeking donations for the work their organizations do.

Issues with competitive grant funds that the volunteer organizations can apply for are:

- There is not enough funding available through these grants.
- Grants are not just limited in number but also in value, so a large infrastructure project is not possible with a single grant in most cases.
- There is high competition for these funds, not only between the organizations on the islands but also from other islands and rural areas seeking grant funding.

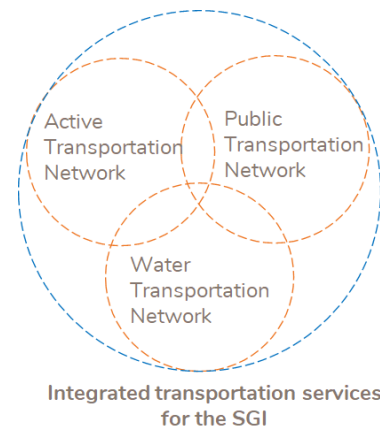
Furthermore, in many cases, volunteer organizations are not eligible to apply for grant funds unless they partner with a local government, and the local government would own any resulting infrastructure/stock. As SGI does not have a transportation service, the CRD cannot partner on these applications.

These are some of the issues that have been brought forward as part of discussions with the CRD, stakeholders, the Transportation Advisory Group for Active Transportation and public engagement through this project and the larger SGI Transportation Integration Plan project.

Among the opportunities, the single largest one is the potential for an integrated transportation network on the SGI. The Climate Emergency is motivating all levels of government to incentivise and fund planning and infrastructure projects supporting Active Transportation. An integrated transportation network positions the SGI to take advantage of these funding opportunities.

INTEGRATED TRANSPORTATION NETWORK

When thinking of the Active Transportation needs of the SGI as a region, the lack of integrated transportation is also a challenge. The waters between the islands, and distances between locations on some of the islands themselves, means that walking and cycling would ideally also be augmented by or at least offer coordination with land-based public transportation, as well as water transportation via BC Ferries and other passenger ferry services.



Building from past studies and community feedback, the CRD is undertaking a project to create an integrated transportation network on the SGI.

As discussed in the Funding section, above, as a Regional District, the CRD can facilitate outcomes on behalf of the community such as administrative coordination and access to funding from other levels of government for not only Active Transportation but the coordination between supporting modes that can make it more feasible.

Also, unlike non-profit societies, CRD can hold Licences of Occupation in the Provincial Road Right of Way that are needed for roadside trails. A transportation function would enable the CRD to provide this additional support to the Southern Gulf Islands.

However, defining a scope for this service, the extent of involvement for the CRD in this function, and the funding needed to support are all steps that need to be completed before a service can be established. The Southern Gulf Islands Transportation Integration Plan is being completed simultaneously with this plan and is outlining outcomes from public engagement, associated costs of implementation and possible models for governing and funding a transportation service and an integrated network.

If the community supports a referendum to create this transportation function, then funds for Active Transportation could be allocated through it and other supporting modes could also be better coordinated and made more sustainable.



AVAILABLE FEDERAL FUNDING GRANTS FOR RURAL AREAS TO DEVELOP ACTIVE TRANSPORTATION NETWORKS

While a list of all possible funding sources has been provided in the later chapters of this report, it is important to highlight the commitment of all levels of government in supporting the development of Active Transportation infrastructure and networks especially in rural communities.

Being able to take advantage of all this funding is contingent on the CRD being able to establish a transportation function on the SGI, as has been previously mentioned.

TECHNOLOGICAL ADVANCES IN MOBILITY

Several innovations in the field of mobility are making it easier to adopt an active lifestyle. Electrification and e-bikes are one such advancement.

E-bikes are electric bicycles with an electric motor and functioning pedals that is limited to a top speed of 32 km/h without pedalling. The pedal assistance provided by an electric bike makes larger bicycles capable of carrying cargo and/or multiple passengers more appealing, making it ideal for school drop-offs and grocery runs on the SGI. Given the road network and associated grade differences, e-bikes could be ideally suited for the SGI context. Likewise, given the relatively older population of residents on the Southern Gulf Islands, e-bikes can make travel by bicycle more feasible across a broader range of ages and abilities.

Planning for charging areas at strategic locations on the islands as well as along the trail networks would support the use of e-bikes on the SGI. Currently, none of the recreation trails allow e-bikes, however, the transportation trails could be planned to accommodate them.



Section 4 –Community Engagement and Mapping

and Key Destinations Map

4.0 COMMUNITY ENGAGEMENT AND MAPPING

Mapping is a key task of the Active Transportation Plan. As a result, this task was completed in two stages.

- **The first stage was to compile and consolidate all of the trail information for the SGI.** This included collecting documentation available through the various local trail organizations, CRD, BC Parks and Parks Canada, digitizing this analog trail information, and then recreating it all together in single GIS map formats.
- **The second stage was to get feedback from stakeholders and the public** and corroborate the information already digitized in the first step as well as address any gaps in this information.

While the engagement was primarily focused on mapping, a section also sought feedback on Active Transportation (and other modes). This section of the report summarises public feedback with respect to Active Transportation and mapping.

4.1 Public Engagement

The public engagement was conducted in tandem with that for the larger Transportation Integration Plan for the SGI which involved three rounds of public engagement. This report is focused on the outcomes of the Targeted Outreach and Round 1 public engagement as described below since they most critically informed the Active Transportation needs and potential priorities for the SGI. A second round of public engagement was also conducted which focussed on gathering public feedback regarding the potential creation of a CRD transportation function and the service establishment bylaw and referendum that would be required for it. Results of the larger Transportation Integration Plan engagement that relate to all modes of travel, as well as the results of the second round of public engagement can be found on the [CRD website](#).

Outreach and engagement conducted with a specific Active Transportation focus included:

- **Targeted Outreach** that took place in Spring 2021 and involved virtual workshops with the Transit Advisory Groups (TAG), stakeholder outreach, and information provided to the community via the CRD website, posters, and a media release. This information was used in developing the maps and information that were then presented in the Round 1 public engagement.
- **Round 1 engagement** took place in late summer and early fall 2021. It included in-person community mapping as well as an online component that invited the public to provide feedback using the CRD's digital engagement platform, which included interactive mapping, quick polls, a survey, and an ideas forum. A mailout Frequent Asked Questions (FAQ) about the project was sent to every SGI mailbox to encourage people to fill out the survey.

The following focusses on the results of Round 1 engagement since it incorporated the feedback from the Targeted Outreach phase and most directly informed the priorities of the Active Transportation Plan. The full What We Heard report from Round 1 engagement is provided in Appendix B.

4.2 What We Did

Community mapping events were held at tables that were part of farmers markets and other community events during late August and early September. These involved staffed tables that presented the draft consolidated maps compiled from the existing CRD and trail society information and gathered public feedback on gaps and opportunities for better connecting each island's key destinations on foot, by bike, and with strollers and wheelchairs.

Round 1 online public engagement took place from **October 13 to November 14, 2021**. It used a variety of engagement tools available via the [CRD Get Involved website](#), including:

- An **Interactive Map** to gather suggestions for infrastructure improvements
- **Quick Polls** and a **Survey** to gather feedback on the system
- The **Ideas** tool to gather additional ideas
- **Photos and background resources** including past plans and studies

Engagement by the numbers:



2.5K engagement site visitors



106 contributions to the interactive map



969 participants in quick polls



695 surveys completed

The survey and other online engagement tools were promoted using social media, posters, mail-out advertisements, and local advertising/paid media.

Related comments made via Facebook and email during the engagement period have also been reviewed and summarized here by the project team.

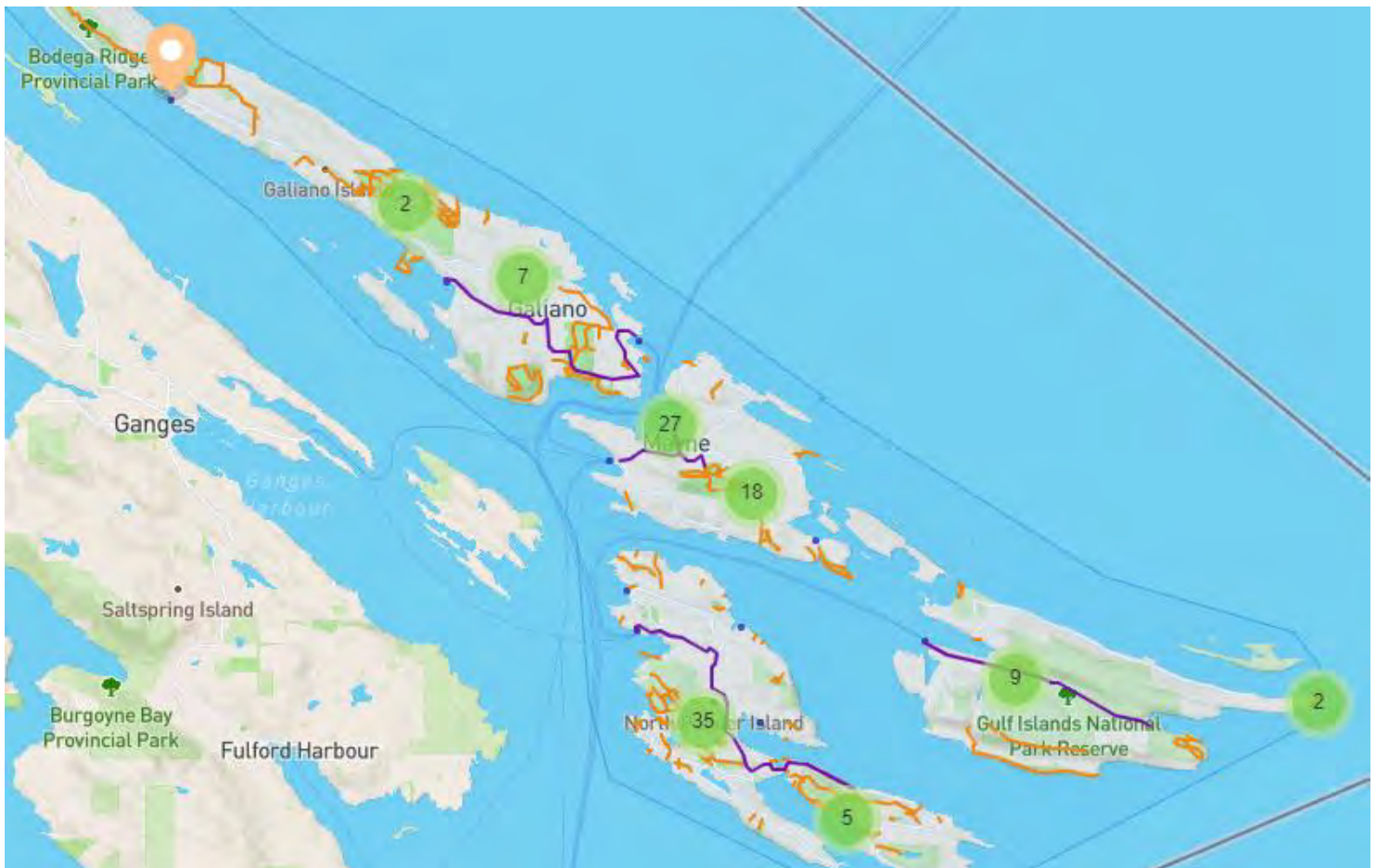
4.3 Interactive Mapping

The information gathered from the in-person community mapping events was used to add to and refine the maps that were then used for the larger round of on-line community mapping.

The Interactive Map on the engagement site gave people the opportunity to pinpoint locations across the Southern Gulf Islands where they frequently travel, as well as where they would like to see infrastructure improvements. They could also provide comments about why they think change is needed. A total of **106 pins** were added to the map. Among other topics, Active Transportation specific topics that participants could select from the following pin types:

- Key community destination to serve by an Active Transportation route
- Walking / rolling improvement (e.g., sidewalks, crosswalks, accessibility)
- Walking connection (e.g., trails, pathways)
- Cycling connections (e.g., bike lanes, shared paths)
- Road safety or vehicle speed concern / suggestion
- Bike parking / bike racks

Specific pin locations are not shown at this level as the map is zoomed out to show all the islands.



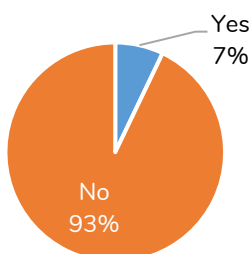
Based on the pins that were dropped, top ten pins related to connections and concerns are shown below.

| | | |
|------------|--|--------------|
| 1. | Magic Lake Active Transportation Connections | North Pender |
| 2. | Bedwell Harbour Road Walking/Rolling Improvements | North Pender |
| 3. | Driftwood Centre Active Transportation Connections | North Pender |
| 4. | Otter Bay Active Transportation Connection | North Pender |
| 5. | Sturdies Bay Trail Extensions | Galiano |
| 6. | Sturdies Bay Trail Safety | Galiano |
| 7. | Mackinnon Road Active and Public Transportation Connections | North Pender |
| 8. | Brooks Point Active Transportation Extension | South Pender |
| 9. | Thieves Bay Active Transportation Connection | North Pender |
| 10. | General Safety Concerns | All |

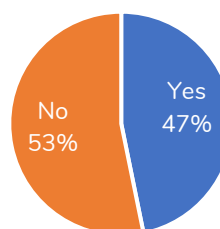
4.4 Survey Responses Specific to AT

Community members were able to indicate their support for various potential transportation improvements using the Quick Polls and Survey tools on the CRD engagement site. Questions specific to active transportation are shown below.

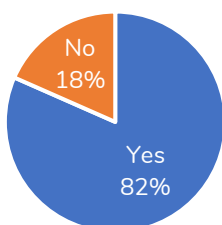
Do you think our roads are safe enough for cyclists and pedestrians?



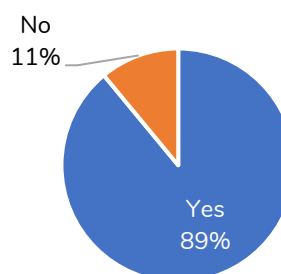
Would you support an increase to property tax to help build safe walking and cycling trails to key destinations?



Would you cycle, walk or roll more if there were bike lanes or designated sidewalks/safe shoulders?



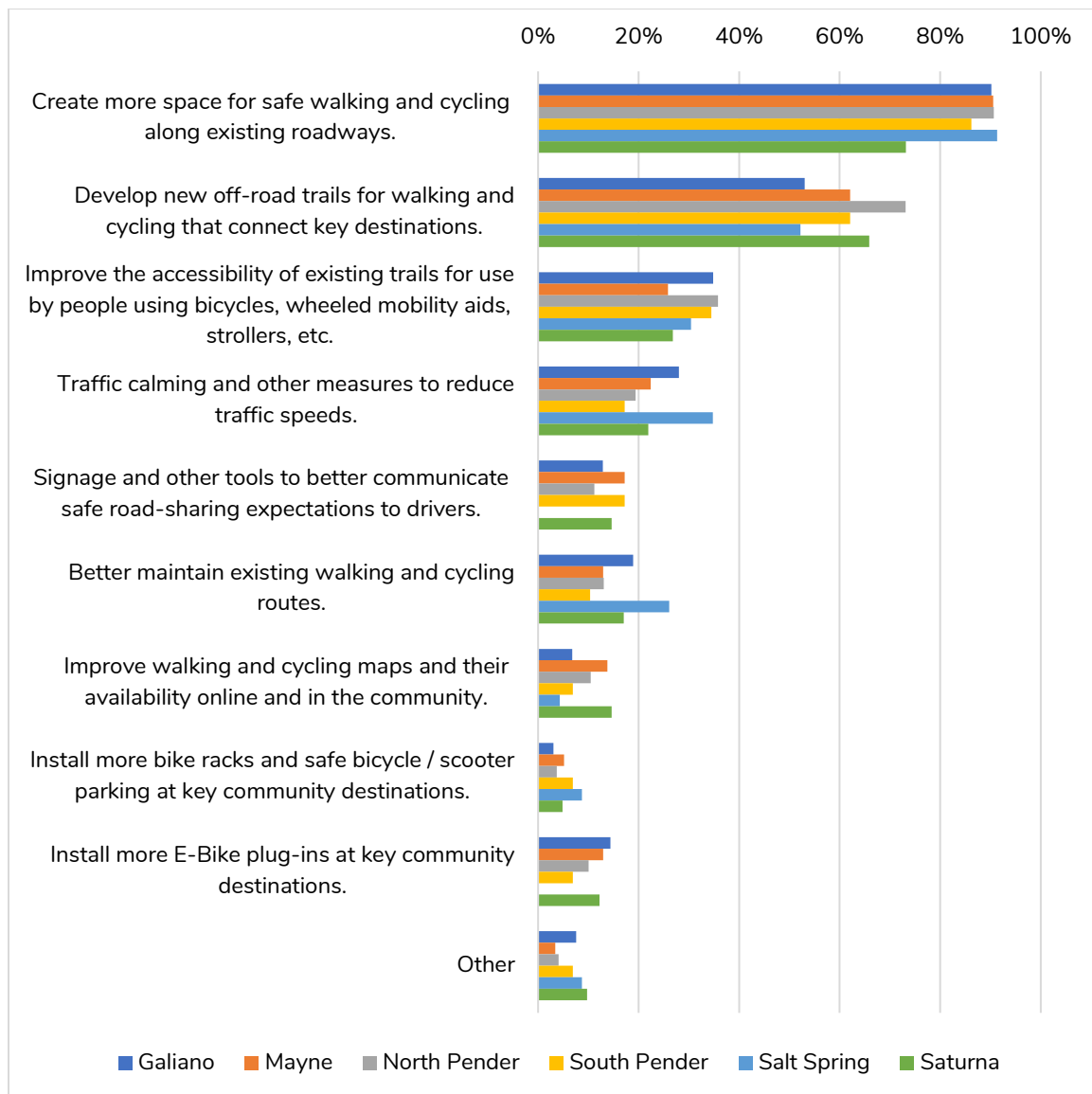
Do you think that improvements are required to better support active transportation in the Southern Gulf Islands?



Based on the responses received, there is support for active transportation improvements on the islands, with a majority of respondents indicating that safety is an issue and that they would consider biking/walking more if there were safe pathways to do so.

This safety concern is also reflected in the prioritization of Active Transportation Improvements (shown below), with the top three being:

1. Creating more space for safe walking and cycling
2. Developing new off-road trails for walking and cycling that also connect key destinations
3. Improving the accessibility of existing trails for multiple users and modes



4.5 Ideas Tool

Visitors to the engagement site were able to submit their ideas for improving active, public, and water transportation. **91 contributions** were made in total across all three modes. The Active Transportation comments were largely focused on implementing bike lanes, including safe bike routes to school. There was also a suggestion to provide incentives for landowners to allow public pathways on their properties.

4.6 Mapping

A key deliverable of this project was the development of trail maps for each of the islands. As part of the engagement described above and the community mapping exercises on each of the islands, the following trail maps have been developed. The work started using available existing materials in the form of maps, brochures or any kind of published material about trail locations as well as through feedback received from the community.

These maps record all the existing trails on the islands, including beach access trails and the planned regional trails. Major roads and parks on the islands are included for context to enable easy orientation. The maps also identify major commercial and residential areas and major transportation access points such ferry terminals and harbours. It is to be noted here that available GIS information regarding residential zoned areas is not very detailed and thus a comparison with Google maps was also done to ensure that existing (and more recent) residential and commercial developments are shown. It is possible that some residential areas that are newer are not captured on these maps, however, the trails are all reflected on the maps.

It is anticipated that the information contained in the map layers as well as the map database will support transportation planning work on the islands as well as coordination across multiple organizations and functions (trail and planning organizations, tourism and economic development groups on the islands, etc.).

Appendix A has larger versions of these maps with updated lists of the trails on each island.

MAYNE ISLAND
TRAILS MAP



GALIANO ISLAND
TRAILS MAP



SATURNA ISLAND
TRAILS MAP



PENDER ISLAND
TRAILS MAP



Legend

Trails Network

- Current Trails
- - - Proposed Regional Trail Route (Initial Phase)
- - - Proposed Regional Trail Route (Future Phase)

Southern Gulf Island Road Network

- Roads

Docks & Harbours

- BC Ferry
- ⊕ Small Craft Harbour

Major Destinations

- Commercial
- Residential
- Parks and Protected Areas

5.0 ACTIVE TRANSPORTATION GAP ANALYSIS

In addition to using feedback from engagement to inform issues, opportunities and priorities for Active Transportation, the project team conducted a gap analysis and a connectivity assessment.

5.1 Gap Analysis

The gap analysis on the existing trail network was conducted using Strava information available for the islands. This was a very high-level analysis conducted for all four islands.

Generally speaking, the results of the analysis indicate that strongest desire lines for people walking, jogging, and biking are on the roadway network. In addition, there are desire lines on trails through parks and First Nations lands on each of the islands. Some of these desire lines are on informal trails with no designation.

The maps below, one for each island, identify where people are using Active modes most on the islands. These represent both, walking and cycling activity and are not weighted towards one or the other mode. This information is provided as an initial assessment only. Further analysis by mode, time of day and frequency of use, condition of corridor etc., will need to be conducted to support future planning for Active Transportation corridors, this was not part of the scope of this Plan. The maps identify corridors that are adjacent to the roadway but also identify where there is activity on First Nations land or private property (the legend shows the different designations). A review of the maps indicates largely north-south travel patterns on Galiano Island, but for the other three islands, there is much more cross island travel in all directions. Some of the gaps also coincide with the connectivity desires discussed in Section 7 of this Plan.

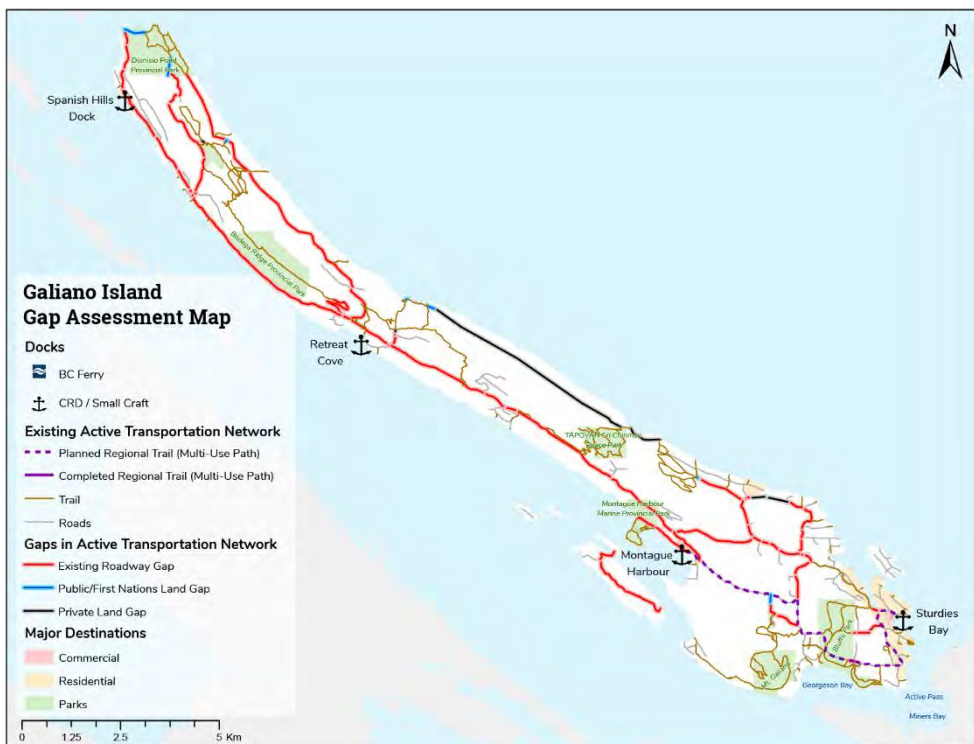
What is Strava?

Strava is a mobile app tracking human exercise with GPS data and mostly used for cycling and running. This information is useful for understanding travel mode utilization, which corridors are preferred and perceived as safer or more convenient for users, and overall desire lines.

5.1 Pender Island



5.2 Galiano Island



5.3 Saturna Island



5.4 Mayne Island





Section 6 – Best Practices in Rural Active Transportation

6.0 BEST PRACTICES IN RURAL ACTIVE TRANSPORTATION

The project team reviewed the BC Active Transportation guide and Federal Highway Administration publications for small towns and rural networks to develop a compilation of best practices applicable to Active Transportation facilities in rural areas. The following design guidance is just a short summary of the information collected over the course of this project. This information is provided with the hope that some or all of it can be used as a resource by local trail organizations or by the CRD and MoTI while developing transportation trails on the islands.

6.1 Active Transportation Design Guidelines

Shared Use Path - A shared use path provides a travel area separate from motorized traffic for bicyclists, pedestrians, skaters, wheelchair users, joggers, and other users. Shared use paths can provide a low-stress experience for a variety of users using the network for transportation or recreation. It is typically separated from the roadway.

- The geometric design of shared use paths should support the speed and volume of expected user types.
- 3.0 m width is recommended
- A 0.6 m shoulder is recommended on each side of the path, kept clear of vertical elements or obstructions.
- Mixed condition (when modes are mixing) default in many rural and suburban areas and are acceptable when vehicle speeds and volumes are low. Generally recommended when motor vehicle speeds of 30km/hr
- Dedicated facility – Shoulder 2.4m min
- Physical separation 1.8m min sidewalk
- Pavement marking separation – 1.8m min shoulder
- Off-street pathway MUP – 3.0m

Off-Street Footpaths

Where a roadway is not wide enough to have a shared use path, one inexpensive option is to install a Footpath. Footpaths are unpaved pathways that are inaccessible for certain user groups, including bikes, skateboarders and in-line skaters. They may also be more difficult to navigate for people using mobility devices. Unpaved pathways are typically not maintained during the winter.

- Footpaths should be formed using firm materials that offer adequate stability.
- Crushed aggregate and stabilized earth are two materials that may be considered. Additionally, in some circumstances, wood chip trails may be appropriate, although these are appropriate mostly for people walking and jogging.
- Proper subsoil preparation when constructing an unpaved pathway can help reduce the future maintenance needs.
- When a footpath crosses a paved roadway, it is recommended that the trail approach be paved for 4 meters from the edge of road on either side. Paving this segment of the pathway helps to prevent loose trail surface materials from accumulating on the roadway.



Accessible Shoulders

Accessible shoulders provide sufficient space adjacent to a roadway for single file bicycle traffic and allows for safe bicycle passing movements.

- The absolute minimum shoulder width is 1.2 meters based on the horizontal operating envelope of a person cycling.

- Accessible shoulders are not a desired facility if posted speeds are greater than 50 km/h.
- Accessible shoulders on roadways posted above 50 km/h, increase the minimum shoulder width to 2.5m
- Accessible shoulders should be free of obstructions.
- Accessible shoulders are delineated by a solid white longitudinal line along the side of the travelled lane. The width of this stripe should be 200mm or 8 inches to and be retroflective to increase its visibility. Raised pavement markings should be avoided.
- Accessible shoulders can be further enhanced by placing bicycle and pedestrian stencils and warning signage periodically.

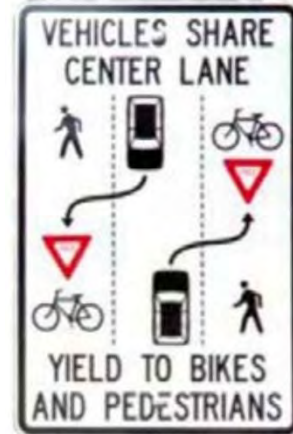
Advisory Lanes

Advisory lanes are a relatively new facility type in British Columbia but is one that can make use of narrower roads to give people cycling, and walking, dedicated space to operate while people driving share a single vehicle travel lane that accommodates bi-directional traffic. The signage and pavement markings that accompany this facility type allow people driving to pass each other and enter the advisory bike lane when it is safe to do so, yielding to people walking or biking within the advisory lane. Advisory lanes are applicable where the line of sight is clear, the roadway is relatively straight, flat, and traffic volumes are between 2,500 and 5,000 vehicles per day with posted speeds of 40 km/h.

Since there may be few places on SGI where this is feasible this treatment could be used on select straightaways in combination with the accessible shoulders.

Other info from BC AT Guide on Advisory Lanes:

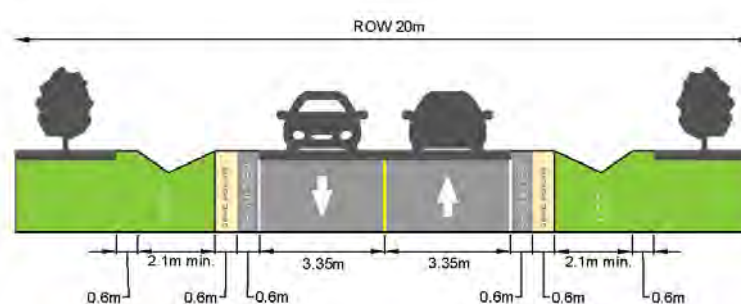
- Requires little right-of-way and can be used on narrow roads that cannot accommodate a dedicated bicycle lane, opening the possibility for adding bicycle facilities to more roads
- People cycling have a dedicated (but not exclusive) area where they have priority
- Increases predictability of bicycle positioning on the road.
- Can serve as an interim solution until fully dedicated bicycle facilities are built.
- Optional to color the advisory bike lanes so that they contrast better
- Option to call these **Advisory Shoulders** if sidewalks or footpaths do not exist



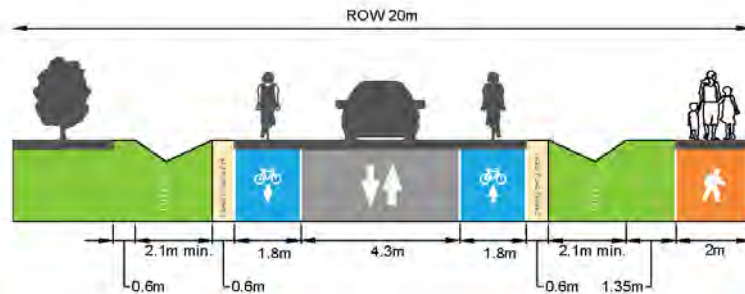
6.2 Potential Roadway Cross-Sections

Some initial concepts for retrofitting the existing SGI road network were developed to address the strong desire to provide more space for people walking and biking along roadways across SGI. The following cross-sections are designed to work within the constraints of SGI's current road network. Each corridor will require further analysis during the design phase; however, these cross-sections should serve as a starting point for any roadway design.

6.2.1 Main Rural Road

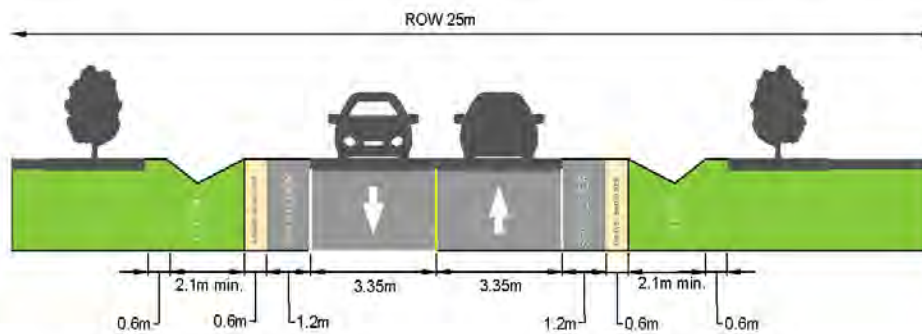


Existing Main Rural Road

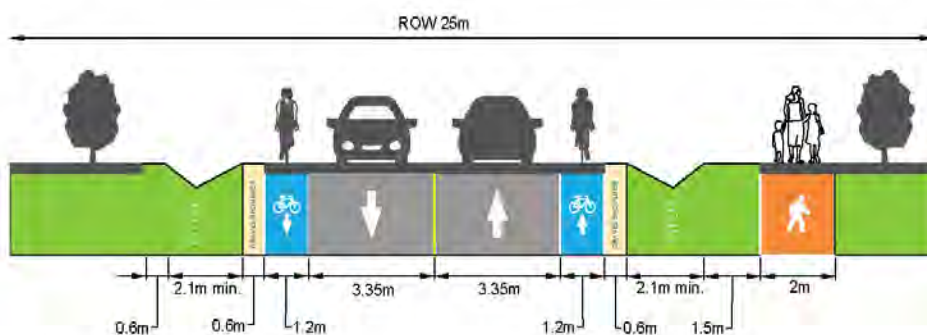


Proposed Advisory Lanes with Off-Street Footpath

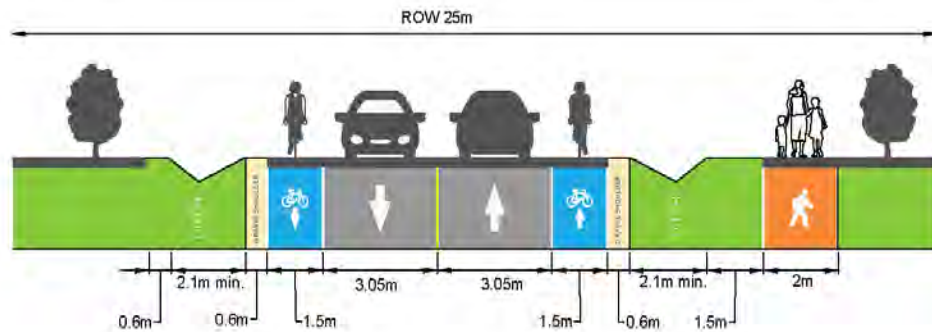
6.2.2 Major Rural Road



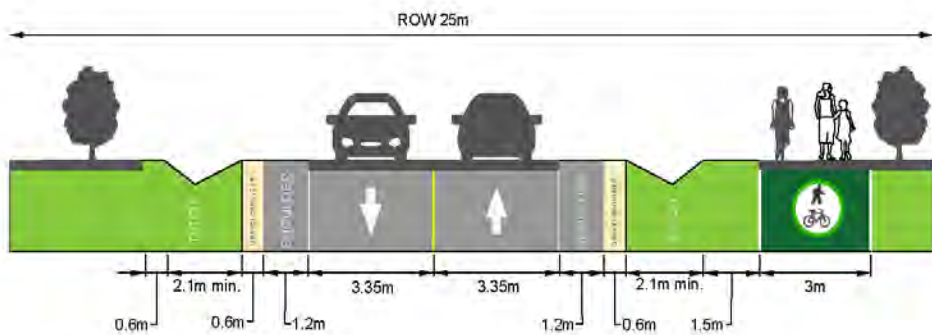
Existing Major Rural Road



Proposed Accessible Shoulder & Footpath

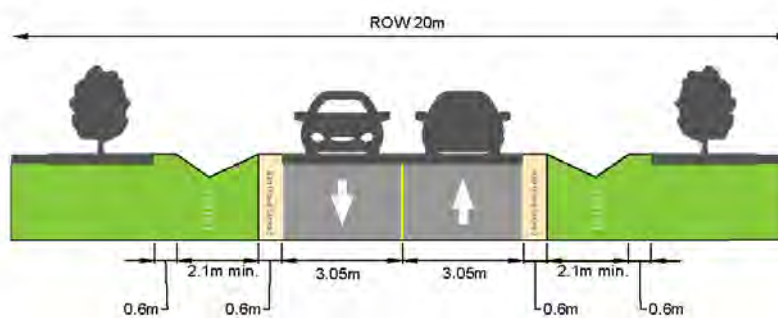


Proposed Narrowed Travel Lanes & Accessible Shoulder & Footpath

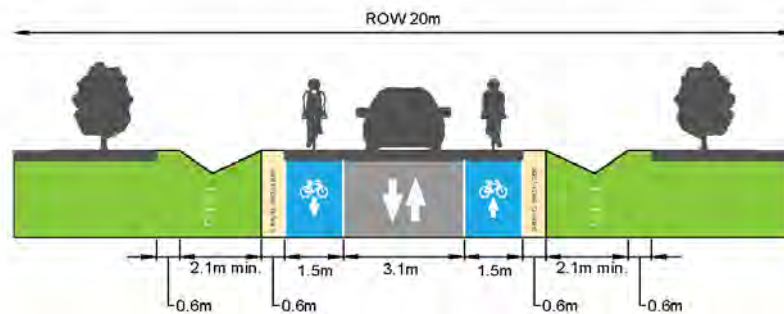


Proposed Multi-Use Pathway

6.2.3 Minor Rural Road

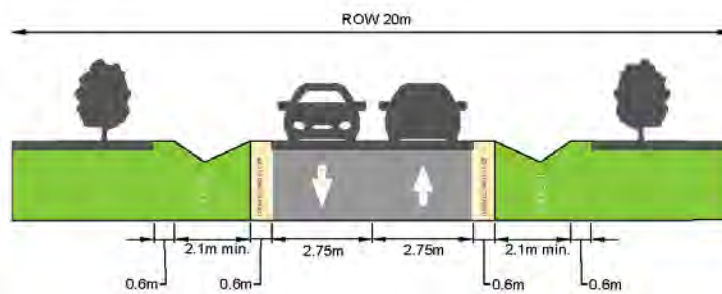


Existing Minor Rural Road



Proposed Advisory Shoulders

6.2.4 Residential / Local Road



Existing Residential / Local Rural Road



Proposed Shared Lanes

6.2 Road Standards

The SGI Road network is not in compliance with current road standards defined by the MoTI. These roads were constructed at a time when these standards did not exist. Road standards defined by the Islands Trust are described below, these minimum dimensions could be applicable in planning work for SGI roadside transportation trails.

ISLAND ROAD STANDARDS

| Islands Trust Nomenclature | R/W Width | Design Speed | Cleared Width | Driving Lanes | Constructed (Top) Width | Surfaced Shoulder Standard | Gravel Shoulder | Cycle Lanes |
|-------------------------------|--------------|-----------------|------------------|---------------------------------------|---|----------------------------------|--------------------|----------------|
| Residential Rural/Local | 20m(66') | 50km/hr | 13.9m(45.6') | 5.5m(18.0') | 6.7m(22') | not required | 0.6m | No lanes |
| Minor Rural | 20m(66') | 50km/hr | 14.5m(47.6') | 6.1m(20') | 7.3m(24') | not required | 0.6m | 2 lanes * |
| Main Rural | 20m(66') | 60 km/hr | 15.6m(51.1') | 6.7m(22') 7.3m(24') crest/curve | 9.1m(29.8') or 9.7m crest/curve | 0.6m/lane | 0.6m | 2 lanes ** |
| Major Rural | 25m/80' | 80km/hr | 18.1m(59.4') | 6.7m(22') 7.3m(24') crest/curve | 10.3m(34.8') or 10.9m crest/curve | 1.2m/lane (3.9') | 0.6m | 2 lanes |

Source: MoTI : Road Standards, Classification and MoTI Consultative Process in the Islands Trust Area 1992



Section 7 –Active Transportation Priorities

7.0 ACTIVE TRANSPORTATION PRIORITIES

Based on feedback from engagement, the gap analysis, and issues and opportunities review, four themes of priorities emerged to guide Active Transportation related improvements on the SGI in the near term. These five themes broadly align with the Active Transportation objectives identified in the policy documents of the islands discussed in Section 4 of this report and include:

1. **Coordination**
2. **Funding**
3. **Safety and Accessibility**
4. **Improved Connectivity**
5. **Convenience and Comfort**

The five themes are described in detail on the following pages and include a series of strategies and recommended actions on which to follow through.

7.1 Coordination



Defined as “cooperative effort resulting in an effective relationship and outcomes,” coordination is important in several areas related to transportation on the SGI in general but is especially significant for the development of the Active Transportation network on the islands. Several suggested priorities are presented under this theme.

Coordination with a CRD Integrated Transportation Function

A key barrier to improving transportation in the Southern Gulf Islands is the lack of sustainable and predictable funding for the local transportation organizations who help make it happen.

Establishing a formal Regional District transportation function in the SGI could help fund and support community transportation organizations and initiatives in the Southern Gulf Islands, similar to what already exists for the Salt Spring Island Electoral Area.

Without establishing a formal SGI transportation function, the CRD does not have the authority to provide sustainable transportation funding to local operators in the SGI or secure grants from other sources to support local transportation projects, and nor can it use funding from other budget areas to do so.

Similar to Salt Spring, a transportation function would be guided by a Southern Gulf Islands Transportation Commission made up of island representatives to more directly guide local priorities. The transportation function would focus on means of travel other than the private vehicle, including walking, cycling, public transportation, car sharing, Car Stops, and inter-island connection via passenger-only water taxis, where feasible.

If approved by SGI residents, such a transportation function could potentially:

- **Fund grants to local trail societies** to help them more easily plan for and build walking and cycling routes connecting key community destinations.
- **Provide stable funding to island community bus societies** to help them continue operations, provide service across more times of the year, and be able to financially support a larger share of their drivers.
- **Create the coordinating tools that support multiple types of travel**, such as a website showing travel options across the SGI, as well as online trip booking software to support on-demand community bus services and available private water taxi trips.

- **Provide the CRD sponsorship and staff support needed to access even more funding for projects in the SGI through provincial and federal programs**, such as funding for walking and cycling routes and to offset the cost of transit vans.
- **Provide other CRD support as needed** to help local organizations make transportation happen, such as developing partnerships, holding the Licences of Occupation required to develop roadside trails, maintaining insurance, and leasing or owning land and vehicles if required and a local organization is not able to do so.

Establishing a formal Regional District transportation service for the Southern Gulf Islands Electoral Area would require CRD Board approval of a service establishment bylaw and bringing it forward for referendum, which could be timed to take place as part of the October 2022 municipal elections.

The larger Southern Gulf Islands Transportation Integration Plan provides more context and background on the possibility of establishing a formal CRD transportation function for the SGI. Such a function would enhance the ability to pursue the other coordination priorities listed here. However, the other priorities shown here have also been designed in such a way that they could be considered without such a function in place but will need to be community-driven and supported by volunteers from the community.

Coordination with the MoTI

All the policy plans of the islands underscore the importance of working with MoTI to address safety concerns related to the road network. Salt Spring Island has succeeded in signing an agreement with MoTI that outlines what types of infrastructure can be built in their ROW and to what standards they should be built. This agreement is the result of several years of discussions and coordination between local groups, MoTI and the Salt Spring Island Transportation Commission.

For the SGI, coordination with MoTI and its contracted maintenance provider could follow a few different trajectories, all leading to a single goal, that of improved safety on the islands and coordinated road improvement efforts.

Ideally this coordination would be led by a CRD SGI Transportation Service on behalf of all the islands (see box on previous two pages). In the absence of a service currently, **GITS** could potentially take on this coordination role specific to Active Transportation issues, if MoTI were agreeable to this as well. Some of the ways of improving and maintaining sustained coordination and communication are to:

- Conduct quarterly coordination meetings to discuss new projects (road network and trail improvement) to determine ways of working together.
- Develop an annual action plan for local trail organizations and MoTI based on discussions at these quarterly meetings.
- Developing an agreement that clearly outlines roles and responsibilities of each organization, allowed uses in MoTI ROW, restrictions associated with this and standards to adhere to while building in or adjacent to MoTI ROW.
- If a transportation service is formed, it would be important to clarify the role of the service in coordinating with MoTI on behalf of the local trail organizations.

These initial activities will go a long way in not only improving the relationship between MoTI and the local trail organizations, but also in increasing the sense of safety in the community.

Updated Mapping

An important element of coordination is information sharing and working towards common goals from a shared base. Mapping is one such element. One of the main deliverables from this project has been to produce a set of maps that identifies all the trails on the islands irrespective of jurisdiction or organization responsible. This consolidated set of maps creates a foundation that can be updated and maintained going forward.

These updated maps can be used to:

- Update trail network information for residents and visitors alike.
- Promote use of non-vehicular modes of travel for visitors.
- Improve wayfinding on all four islands.

- Create a database of all existing trails and the organization responsible for them, keep maintenance records, and track when inspections due, etc. This database can then be shared between organizations and updated on an annual basis.

Annual Trail Network Coordination Event

As mentioned previously there are multiple organizations working on issues related to the development of trails and pathways within the SGI, each with differing mandates, jurisdictions, and priorities. While it can be harder to align timelines across multiple governmental and non-governmental organizations, the project team heard from many of the groups interviewed for this project that they tend to focus trail construction and maintenance activity in the spring of every year, using slower times in the fall to prepare and plan for this busy spring season of construction, and maintenance.

Organizing an annual forum or workshop in the fall to bring these organizations together would enable them to discuss upcoming projects with the objective of defining common goals, maximizing coordination, and sharing resources and information where possible. Potentially a second meeting just prior to the spring construction season could also be beneficial.

Ideally such a meeting would involve not only CRD SGI Electoral Area and Regional Trails staff, Parks and Recreation Commission representation and the various local trail societies, but also Parks Canada and BC Parks staff and potentially also local Ministry of Transportation and Infrastructure and their maintenance provider staff. While roles and partnerships to conduct such a meeting would need to be defined, suggested involvement could include the **CRD** helping to convene an annual meeting potentially in partnership with the **Gulf Islands Trails Society (GITS)** which could also be the organizing body for this event, given its regional scope across all islands.

While there may be differences in priorities between the groups, continuing to build the communication channels between the various organizations can lead to small coordination gains initially, and perhaps even economies of scale if, for instance, coordination enables the bulk purchase or barging of construction materials needed for the upcoming season.

Topic areas that could be the focus of the forum(s) include:

- Sharing resources and expertise when it comes to building and maintaining trails on the islands
- Sharing priorities for the upcoming construction season and determining if support and coordination is needed in any areas
- Exploring the possibility of bulk ordering materials for the upcoming construction season
- Identifying and addressing gaps in the trail network
- Creating updated, comprehensive and coordinated trail information site/database for the islands, using the updated trail maps from this Plan.

7.2 Funding



There are several grant funding opportunities available currently that can be used for some of the priorities discussed in this document. An overview of Active Transportation funding opportunities at the time of this Plan's writing. Grant programs are continually changing but in general funding available for pedestrian and cycling infrastructure has

been increasing over the last decade at the provincial and federal levels, as have programs with a focus on smaller or more rural communities. In most cases some matching funding is required but this varies with each program.

CARIP

The Climate Action Revenue Incentive Program (CARIP) is a conditional grant program that provides funding to local governments that have signed the B.C. Climate Action Charter equal to 100 percent of the carbon taxes they pay directly to support local government operations. The program encourages investment in climate action. The CARIP allows municipalities to spend monies on a variety of programs / infrastructure including active transportation. In order to apply for this fund, the CRD's SGI Electoral Area would require a transportation function as the CRD would need to be the sponsoring local government. At the time of writing this report, there was some flux in the availability of this funding source and confirmation of an upcoming round of funding would be required.

B.C. Active Transportation Infrastructure Grant Program

The B.C. Active Transportation Infrastructure Grants Program¹ offers two grant options for Indigenous governments and local governments, including municipalities, regional districts, and Islands Trust. Specifically, the Active Transportation Infrastructure Grant allows eligible governments to apply for a maximum of two grants if they satisfy the following criteria:

- Previously funded active transportation projects (formerly BikeBC) awarded before 2020/2021 are complete by the time of the application submission.
- Project is part of an active transportation network plan or equivalent.
- Project can begin construction once provincial funding has been announced.
- Projects will be completed by March 2023 (projects under \$1 million) or by March 2024 (projects over \$1 million).
- Projects are open to the public.

Based on the criteria above, the Southern Gulf Islands could apply to the grant program either via the CRD (if a Transportation Function was initiated) or via the Islands Trust to receive funds to help towards implementing some of the priority connections noted here. The province cost-shares to a maximum of \$500,000 per project and the local government applicant would be eligible for 60% of the provincial funding.

ICBC

ICBC provides funding for road improvements including pedestrian and cycling infrastructure to help to reduce crashes, improve safety, and reduce claims costs to ICBC. Funding is available through the following programs:

- ICBC's Road Improvement Program.
- Speed Watch Program (through the Community Policing Centres).
- Speed and Intersection Safety Program.
- Counter Attack Program.
- Operation Red Nose Program.
- Road Sense Speaker Program for Schools.

National Active Transportation Fund

The Active Transportation Fund (ATF)² is a national, merit-based contribution program intended to support projects that improve active transportation infrastructure across Canada. Announced in March 2021, the Fund will make available \$400 million over five years to help build new and expanded networks of pathways, bike lanes, trails and pedestrian bridges, as well as support Active Transportation planning and stakeholder engagement activities.

Contributions are available for capital projects that build new or enhance existing active transportation infrastructure, or which provide ancillary features and facilities that promote active transportation or enhance user safety and security. The maximum program contribution rate from Canada is 60% for municipal projects. In order to apply for this fund, the CRD's SGI Electoral Area would require a transportation function as the CRD would need to be the sponsoring local government as well as the remaining 40% funding.

Green Municipal Funds

The Green Municipal Fund (GMF) is a program administered by the Federation of Canadian Municipalities intended to help Canadian communities expand their sustainability initiatives. Since 2000, the GMF has deployed \$900M in financing to 1,250+ sustainability initiatives and a further \$1 billion has been committed to the fund through the Federal 2019 budget.

The specific GMF initiative that is relevant to the SGI is the "Capital Project Transportation Networks Commuting Options," which is a combined loan and grant funding program for capital projects that reduce pollution by improving transportation systems and networks. This program covers a number of topics including bike paths, walking and cycling networks that promote accessibility and safety, and evaluation of active transportation infrastructure, among others. In order to apply for this fund, the CRD's SGI Electoral Area would require a transportation function as the CRD would need to be the sponsoring local government.

² More information about the Active Transportation Fund is available online at:
<https://www.infrastructure.gc.ca/trans/active-actif-eng.html>

7.2 Safety and Accessibility



As mentioned in the Engagement section of this report, road safety is a major concern on all the Gulf Islands. While the first step to addressing safety concerns is increased coordination with MoTI, some additional actions that can be taken to improve the the sense of safety on the islands are:

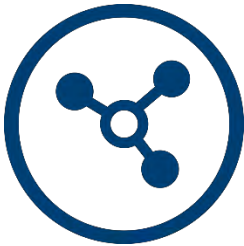
- **Safety Initiatives.** Other jurisdictions have found it helpful to undertake a safety audit of major roadways. If there is improved capacity around Active Transportation coordination on the islands and identified roles for it, it may be useful to conduct such a program for the SGI. Under such a program, a safety audit would be completed for all major roadways on the island.
- **Education and awareness programs around speed reduction limitations** and challenges and identifying and implementing some basic traffic calming measures especially near the village centres, ferry terminals, school yards etc.
- **Agreement on the coordination possible about roadside trails**, identification of locations where such trails are safe, from an MoTI perspective and useful for connectivity from a local perspective.
- **Finalize design standards or typologies for sharing current roads with cyclists and pedestrians**, that are applicable to the rural context of the SGI. Some initial concepts were developed by the WATT team for the SGI in Section 6. These are some ideas that address road sharing within the constraints of the road network on the SGI today, namely:
 - Lack of specific standards for the road widths and speeds
 - Limited funding
 - Narrow Rights of Way
 - Narrow shoulders

Example Initiative: Road Safety Audit

A Safety Audit should clearly classify island roads based on usage levels and safety issues: speed, visibility, conflict, pavement condition etc. Creating a scoring system which enables the roads to be scored as “least safe” to “most safe” will help develop a priority ranking of the road network and the resulting mitigation measures.

Once a prioritized list of roadways is developed and there is consensus among the different organizations and the public, it is important to use this list to guide next steps, apply for grant funding and report out on successful completion of small and big projects. This keeps the community informed of progress and maintains community involvement in the process.

7.3 Improved Connectivity



While the focus of most of the trail organizations on the SGI is the development of recreational trails on the islands for the enjoyment of residents as well as visitors, developing transportation trails to improve the connectivity on islands is important from a number of perspectives:

- Improving health, to enable an active lifestyle
- Increasing mode share of transportation by means other than by private automobile by better accommodating travel using alternate modes
- Improving independence of traditionally more dependent populations like youth and older seniors, allowing them to walk or cycle to schools, grocery stores, community centres, ferry terminals, without depending on others for their transportation needs

On almost all the Gulf Islands, the major origins and destinations are well connected by the road network but using alternate modes to access these destinations can be challenging and, in some cases, impossible. In most of the cases, linkages for walking and cycling do not exist and if they do, there are gaps that make these connections challenging to use.

Some examples of current key connectivity gaps and potential priorities for improvement are described on the following pages.

North Pender Island

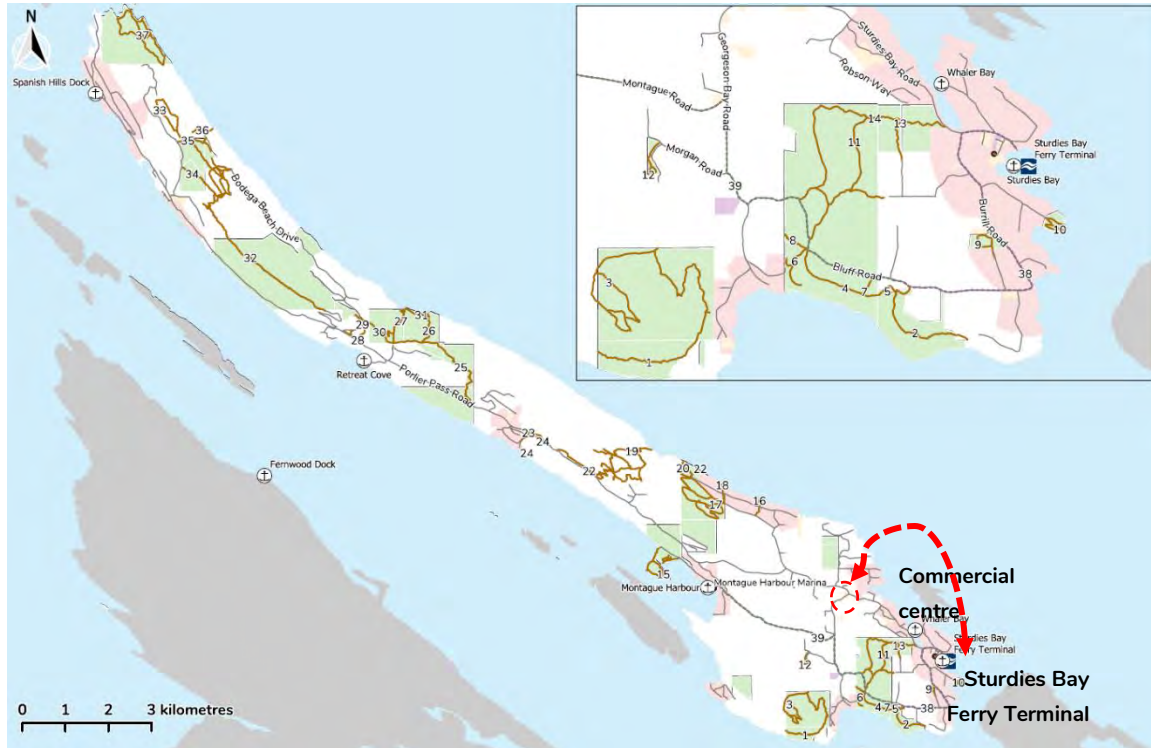


On Pender Island, the Magic Lake area (shown in pink and labeled) is the most populated residential area. **There is currently no transportation trail connecting Magic Lake to the BC Ferries terminal at Otter Bay or the core shopping area at Driftwood Centre which is enroute to Otter Bay.** If a direct active transportation connection existed, this would enable people to bike to the ferry terminal and walk on to the ferry. This would save them money, encourage them to be active by biking to the ferry terminal and help alleviate the congestion at the ferry terminal and free up parking adjacent to the terminal. Other potential desired alternate connections are discussed below.

N Pender Island – Potential Active Transportation Connection Priorities

| Priority | Local/ Regional | Connection from | Connection to | Routing | Next steps/Comment | Status |
|----------|--------------------|--------------------------|----------------------------|---|--|---------|
| 1 | Regional | Otter Bay Ferry terminal | Community Centre | Via Otter Bay Rd | Assess costs and feasibility of an alternate travel corridor | Planned |
| 2 | Local | Magic Lake Community | Ferry Terminal | Via South Otter Bay Rd (roadside) or Lively peak trail to Bedwell Harbour trail to connect to regional trail at Driftwood Centre | Assess costs and feasibility of an alternate travel corridor | Concept |
| 3 | Local | Community Hall | Driftwood Community Center | Complete existing community trail (incomplete due to private properties) | Assess costs and feasibility of completing trail | Concept |
| 4 | Local | Magic Lake Community | Medicine Bay | Internal trail (actual routing to be decided) | Develop feasible options | Concept |

Galiano Island



On Galiano Island, the Sturdies Bay Trail does connect the Sturdies Bay Ferry Terminal to the Commercial Hub of the island (groceries, pub etc.) and the ferry terminal but it is a narrow trail through the forest with bumpy tree roots and steep sections that are not suitable for bicycles or people using other wheeled devices (strollers, wheelchairs, buggies, etc.)

If a more accessible direct connection existed, this would enable people to more easily walk or bike to the commercial hub from neighbouring residential development, as well encourage visitors to arrive at the ferry terminal using non-vehicular modes. Other potential desired alternate connections are discussed below.

Galiano Island – Potential Active Transportation Connection Priorities

| Priority | Local/ Regional | Connection from | Connection to | Routing | Next steps/Comment | Status |
|----------|--------------------|---|---|--|--|---------|
| 1 | Local | Sturdies Bay Ferry Terminal | Commercial hub (few local stores/pub/restaurants) at the intersection of Porlier Pass Drive and Sturdies Bay Road | Ferry terminal to intersection of Sturdies Bay Rd and Porlier Pass Drive (this is specifically the addition of a bike trail to the existing trail and any connection needed to existing trail) Trail also passes Galiano Community School, Daycare, Library, and Fitness Centre | Assessment to determine best approach to building the bike trail (addition to existing or a whole new trail). | Concept |
| 2 | Local | Commercial complex (few local stores/pub/restaurants) | Community Housing (seniors and affordable) | Commercial complex to Housing complex (this could be an addition to trail above or a separate connection between Housing and Commercial complex) | Assessment on whether this would be a continuation of trail above or done separately. | Concept |
| 3 | Regional | Sturdies Bay Ferry Terminal | Montague Harbour | Via Burril Rd/Bluff Rd/Georgeson Rd/Montague Harbour Rd | Planned already, CRD to determine next steps. | Planned |
| 4 | Local | Georgiaview Road | Porlier Pass Rd/Sturdies Bay Trail | Via Georgiaview Rd (Roadside trail or internal trail (possibly parkland)) | Connecting dense residential in the Sticks Allison neighbourhood to Commercial at the intersection of Porlier Pass Road/Sturdies Bay Rd. | Concept |
| 5 | Local | Sticks Allison neighbourhood | Commercial destinations at the north end of the Island, will form another north-south connection on the island | East Side Haul Road | Runs almost parallel to Porlier Pass Drive, could be a non-motorised (except for emergency vehicles) AT facility for both recreation and transportation use. | Concept |
| 6 | Local | Commercial hub or community housing | Montague Harbour/Montague Campground | Georgeson Road to Montague Harbour Road to campground | This would be an additional connection to the campground, but via the commercial areas of Galiano Island. Next step feasibility study. | Concept |

Saturna Island



On Saturna Island, there is currently no transportation trail connecting Lyall Harbour to the Commercial Hub of the island (groceries, pub etc.)

A regional multi-use transportation trail is planned to address this gap in connectivity. Other potential desired alternate connections are discussed below.

Saturna Island – Potential Active Transportation Connection Priorities

| Priority | Local/ Regional | Connection from | Connection to | Routing | Next steps/Comment | Status |
|----------|--------------------|--------------------|----------------------------------|--|--|---------|
| 1 | Regional | Lyall Harbour | Narvaez Bay Campground | Via E Point Rd/Narvaez Bay Rd | Assess costs and feasibility of an alternate travel corridor | Planned |
| 2 | Local | General Store | Valley | Via E Point Rd/Money | Assess costs and feasibility of an alternate travel corridor | Concept |
| 3 | Local | General Store | E Point Rd (top of Missing Link) | Via E Point Rd/Bonny Bank Rd or Internal trail | Assess costs and feasibility of an alternate travel corridor | Concept |

Mayne Island



On Mayne Island, if a transportation trail could connect the residential on the southwest side of the island to the Village Bay Ferry Terminal, this would allow alternate access to the terminal. There is currently an existing road connection between the two (Village Bay Road).

Based on a connectivity analysis and the feedback received during engagement, these are some of the top priorities for transportation trail connections on each of the islands. Other potential alternate connections are discussed below.

Mayne Island – Potential Active Transportation Connection Priorities

| Priority | Local/Regional | Connection from | Connection to | Routing | Next steps/Comment | Status |
|----------|----------------|-----------------|---------------|---|--|---------|
| 1 | Regional | Miner's Bay | Village Bay | Village Bay Road | Assess costs and feasibility of an alternate travel corridor | Planned |
| 2 | Local | Miner's Bay | Bennett Bay | Fernhill Rd (existing infrastructure is wide and allows sharing with pedestrian and bicyclists) requires safety mitigation measures (traffic calming, signage) that make the existing path safe | Assess traffic calming measures needed in this corridor | Concept |

| | | | | | | |
|---|-------|----------------------------|---------------------|---|--|---------|
| 3 | Local | Miner's Bay | Bennett Bay | An alternative (less busy) option is to connect the two via Wilkes Road/Bell Bay Road/Campbell Bay Road | Assess costs and feasibility of an alternate travel corridor | Concept |
| 4 | Local | Mariner's Way (Dinner Bay) | Ferry Terminal | Via Dalton Dr to Mariner's Way (roadside trail) or Internal trail through parkland/private property easements (if possible) | Assess costs and feasibility of an alternate travel corridor | Concept |
| 5 | Local | Bennett Bay Rd | Mayne Island School | Via Deacon Rd/Bell Bay/Wilkes Rd | Assess costs and feasibility of an alternate travel corridor | Concept |

Implementing these connections will enable children to walk or bike to school, seniors from the seniors housing to safely walk to get groceries.

It is to be noted here that while these connections have been identified based on public engagement feedback as well existing gaps in connectivity, no analysis has been conducted regarding existing grade, available land, jurisdiction and ownership etc. to determine the feasibility of establishing these connections. It is anticipated that when this work moves forward, determining the feasibility of making these connections would be the first step in that process.



7.4 Convenience and Comfort



To increase the viability and desirability of walking and biking trips to happen on SGI, additional improvements that target not only residents but tourists and visitors to the islands.

- Bike Parking** Install more short- and long-term bike parking at key community and regional destinations like campgrounds. Encourage all developments to install both types of parking and to require outlets so that someone can securely lock/park their e-bike at the same time as they charge it.
- Wayfinding and Signage** – Develop a wayfinding program and install signage to help guide visitors to community and regional destinations (example Salt spring Island)
- Integration with Transit and Ferry Terminals** – People traversing the island need to have seamless connectivity between where they are going and transit service such as the Ferries and buses. The CRD should prioritize efforts to ensure that the previously planned Regional Trails are constructed.



- **Rest Areas with E-bike Charging** – People traversing an island need places to rest, snack and recharge. With the rise in popularity of e-bikes, people cycling across each of the islands will get range anxiety. To reduce this anxiety and to encourage more people to bike, CRD should develop a Rest Area Strategy on the Southern Gulf Islands to identify the number and location of each. Amenities of rest areas should, at a minimum include, shade/cover from the sun and rain, drinking water, benches, toilets, local and regional information, and several electrical outlets for e-bike and phone charging. A simple rest area along the Lochside Trail is pictured.



- **Information Sharing.** A single point of information like a transportation website that has maps, major connection points, available modes of transportation, ways of connecting to the ferry, ferry timings etc. would go a long way in supporting residents and tourists adopt a more active lifestyle. In the event a transportation function is approved for the SGI, this website could also provide information about other modes, connections to these other modes like public transit.

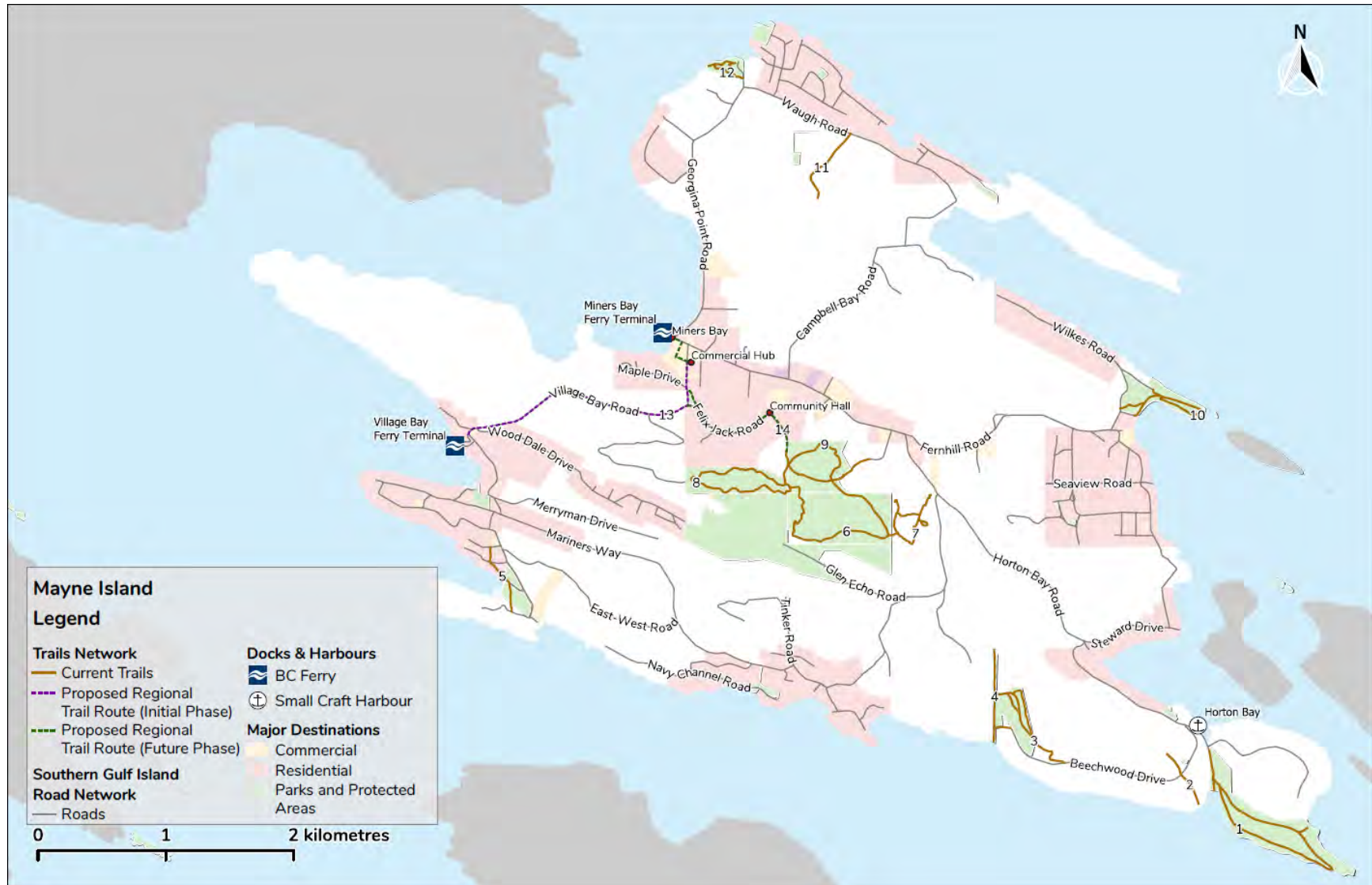
8.0 NEXT STEPS

The SGI EA is unique: the rural nature of the communities, its low population and density, spread out development, lower-than-average income make addressing transportation challenging but there are opportunities for small and big changes. This Plan has identified some of these opportunities related to Active Transportation on all four Gulf Islands. It puts forward some potential solutions for consideration with and without an integrated transportation network on the SGI EA. The prioritization section (section 7) provides insight into a few different approaches to improve connectivity and safety on the islands.

Next steps would include seeking community feedback as well as comment from organizations like MoTI, local trail organizations and the Islands Trust in future planning and implementation work on the islands.

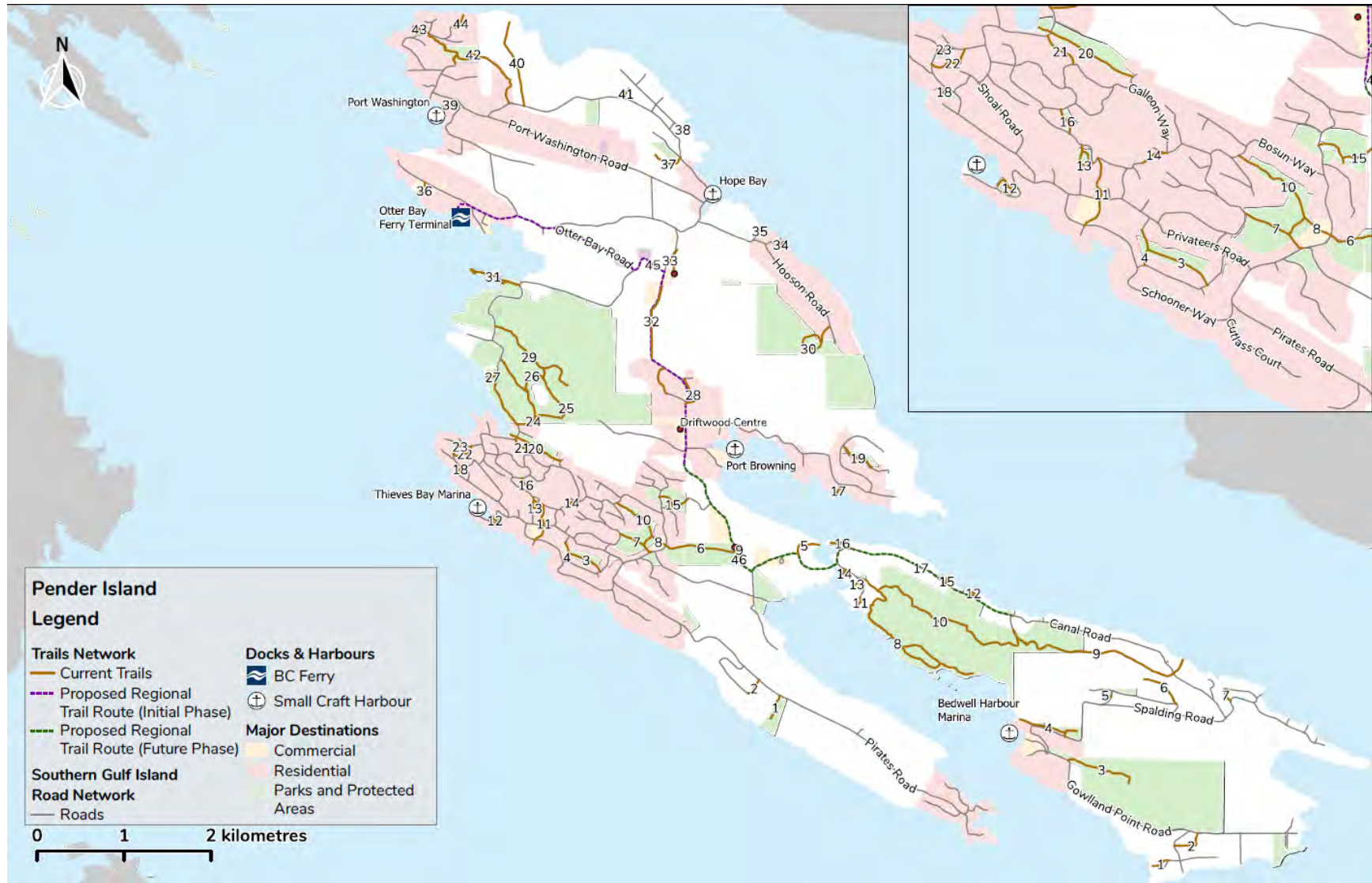
APPENDIX A: TRAIL MAPS

MAYNE ISLAND TRAILS MAP



| Trail Number | Name | Status | Type | Managed By |
|--------------|------------------------------------|---|---|--------------------|
| 1 | St. John Point | Current | Hiking Trail | CRD Regional Parks |
| 2 | Kadonaga Bay | Current | Hiking Trail | MIPRC |
| 3 | Henderson Community Park | Current | Hiking Trail | MIPRC |
| 4 | Punch's Alley | Current | Hiking Trail | Private Land *TBD |
| 5 | Ed Williams Memorial Trail | Current | Hiking Trail | MIPRC |
| 6 | Halliday Ridge Lookout Trail | Current | Hiking Trail | CRD Regional Parks |
| 7 | Glenwood Hiking Trail | Current | Hiking Trail | Private |
| 8 | Mt. Parke Loop Trail | Current | Hiking Trail | MIPRC |
| 9 | Lowland Nature Trail | Current | Hiking Trail | CRD Regional Parks |
| 10 | Campbell Point | Current | Hiking Trail | Federal |
| 10 | Neil Road Seaview | Current | Shore Access | MIPRC |
| 11 | Chu-An Park | Current | Hiking Trail | MIPRC |
| 12 | Edith Point Trail | Current | Shore Access | MIPRC |
| 12 | Fred & Bette Cotton Community Park | Current | Hiking Trail | MIPRC |
| 13 | Mayne Island Regional Trail | Proposed Regional Trail Route (Initial Phase) | Proposed Regional Trail Route (Initial Phase) | CRD Regional Parks |
| 14 | Mayne Island Regional Trail | Proposed Regional Trail Route (Future Phase) | Proposed Regional Trail Route (Future Phase) | CRD Regional Parks |

PENDER ISLAND(S) TRAILS MAP



| Trail Number | Name | Island | Status | Type | Managed By |
|--------------|---|--------------|---------|--------------|----------------------------|
| 1 | Oaks Bluff Park Trail | North Pender | Current | Hiking Trail | PIPRC |
| 2 | | North Pender | Current | Hiking Trail | PIPRC |
| 3 | Capstan Lane Park/Rope Road Lane | North Pender | Current | Hiking Trail | PIPRC |
| 4 | Capstan Lane Park | North Pender | Current | Hiking Trail | PIPRC |
| 5 | Mumford Road Viewpoint | North Pender | Current | Hiking Trail | PIPRC |
| 6 | Heart Trail & Ketch/Prior Park | North Pender | Current | Hiking Trail | Multi: Federal & Community |
| 6 | Plumper Way Viewpoint | North Pender | Current | Shore Access | PIPRC |
| 7 | Disk Golf Trail | North Pender | Current | Hiking Trail | PIPRC |
| 7 | Peter Cove Ocean Access | North Pender | Current | Shore Access | PIPRC |
| 8 | Starvation Bay Ocean Access | North Pender | Current | Shore Access | PIPRC |
| 8 | Heart Trail & Ketch/Prior Park | North Pender | Current | Hiking Trail | PIPRC |
| 9 | Bedwell Drive Ocean Access | North Pender | Current | Shore Access | PIPRC |
| 9 | Shoot Trail | North Pender | Current | Hiking Trail | Moving Around Pender |
| 10 | Bosun Way Trail | North Pender | Current | Hiking Trail | PIPRC |
| 11 | Schooner / Privateers Trail | North Pender | Current | Hiking Trail | PIPRC |
| 12 | Thieves Bay Park Trail | North Pender | Current | Hiking Trail | PIPRC |
| 13 | J.M. Abbot Park Trails/Buck Lake Trail | North Pender | Current | Hiking Trail | PIPRC |
| 14 | Compass Crescent/Starboard Crescent Trail/Tiller Crescent Trail | North Pender | Current | Hiking Trail | PIPRC |
| 15 | Lively Peak Park | North Pender | Current | Hiking Trail | PIPRC |
| 16 | Sandy Sievert Park | North Pender | Current | Hiking Trail | PIPRC |

| Trail Number | Name | Island | Status | Type | Managed By |
|--------------|--|--------------|---------|--------------|----------------------|
| 17 | Skeeles Road Trail | North Pender | Current | Hiking Trail | PIPRC |
| 18 | Schooner At Reef Park | North Pender | Current | Hiking Trail | PIPRC |
| 19 | Gardom Pond Trail | North Pender | Current | Hiking Trail | PIPRC |
| 20 | Masthead Crescent/Shingle Bay Park Trail | North Pender | Current | Hiking Trail | PIPRC |
| 21 | Yardarm/Shingle Bay Trail | North Pender | Current | Hiking Trail | PIPRC |
| 21 | Wallace Road Ocean Access | North Pender | Current | Shore Access | PIPRC |
| 22 | Boat Nook | North Pender | Current | Shore Access | PIPRC |
| 22 | Ursula Poepel Park | North Pender | Current | Hiking Trail | PIPRC |
| 23 | Schooner Way/Chart Drive Trail | North Pender | Current | Hiking Trail | PIPRC |
| 24 | Roe Lake Trails | North Pender | Current | Hiking Trail | Federal |
| 25 | Roe Lake Loop | North Pender | Current | Hiking Trail | Federal |
| 26 | Roe Lake Loop | North Pender | Current | Hiking Trail | Federal |
| 27 | Shingle Bay Trail | North Pender | Current | Hiking Trail | PIPRC |
| 28 | Einers Bypasses | North Pender | Current | Hiking Trail | Moving Around Pender |
| 29 | Roe Lake Loop | North Pender | Current | Hiking Trail | Federal |
| 30 | Mt. Menzies Trail | North Pender | Current | Hiking Trail | Federal |
| 31 | Roe Islet Trail | North Pender | Current | Hiking Trail | Federal |
| 32 | Valley Home Farm Trail | North Pender | Current | Hiking Trail | Moving Around Pender |
| 33 | Monty's Trail | North Pender | Current | Hiking Trail | Moving Around Pender |
| 34 | Harpoon Road/Panda Bay Ocean Access | North Pender | Current | Shore Access | PIPRC |
| 34 | Lock Road Trail | North Pender | Current | Hiking Trail | PIPRC |
| 35 | Magic Lake Picnic Site Park | North Pender | Current | Boat Trail | PIPRC |
| 35 | Wilson Road Viewpoint | North Pender | Current | Hiking Trail | PIPRC |
| 36 | Shorecliff Viewpoint | North Pender | Current | Hiking Trail | PIPRC |
| 37 | Mt. Elizabeth | North Pender | Current | Hiking Trail | PIPRC |
| 38 | Bricky Bay Trail | North Pender | Current | Hiking Trail | PIPRC |
| 39 | Percival Cove Ocean Access | North Pender | Current | Hiking Trail | PIPRC |
| 40 | Found Road Trail | North Pender | Current | Hiking Trail | PIPRC |
| 40 | Irene Bay Ocean Access | North Pender | Current | Shore Access | PIPRC |

| Trail Number | Name | Island | Status | Type | Managed By |
|--------------|--|--------------|--|--|------------------------|
| 1 | Southlands Drive/Tilly Road Viewpoint | South Pender | Current | Hiking Trail | PIPRC |
| 1 | Drummond Bay Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 2 | Craddock Drive Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 2 | Craddock Drive Gowlland Point Road Trail | South Pender | Current | Hiking Trail | PIPRC |
| 3 | Greenburn Lake Trail | South Pender | Current | Hiking Trail | Federal |
| 4 | Enchanted Forest Trail | South Pender | Current | Hiking Trail | PIPRC |
| 4 | Gowlland Point Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 5 | Lilias Spalding Heritage Park | South Pender | Current | Hiking Trail | PIPRC |
| 6 | Castle Road Trail | South Pender | Current | Hiking Trail | PIPRC |
| 7 | Conery Crescent Trail/Viewpoint | South Pender | Current | Hiking Trail | PIPRC |
| 8 | Beaumont Marine Trails | South Pender | Current | Hiking Trail | Federal |
| 9 | William Walker Trail | South Pender | Current | Hiking Trail | Multi: Federal & Other |
| 10 | MT. Norman Trails | South Pender | Current | Hiking Trail | Federal |
| 10 | Bidgood Road Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 11 | Ainslie Point Park | South Pender | Current | Hiking Trail | PIPRC |
| 12 | Ellena Road Trail Loop | South Pender | Current | Hiking Trail | PIPRC |
| 13 | Fawn Creek Park | South Pender | Current | Hiking Trail | PIPRC |
| 14 | Bridge Park Viewpoint | South Pender | Current | Hiking Trail | PIPRC |
| 14 | Boundary Pass Drive Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 15 | Canal Road Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 15 | Saturna View Loop Trail | South Pender | Current | Hiking Trail | PIPRC |
| 16 | Mortimer Spit Trail | South Pender | Current | Hiking Trail | PIPRC |
| 16 | Ancia Road Ocean Access | South Pender | Current | Shore Access | PIPRC |
| 17 | South Pender Regional Trail | South Pender | Proposed Regional Trail Route (Future Phase) | Proposed Regional Trail Route (Future Phase) | CRD Regional Parks |

SATURNA ISLAND TRAILS MAP



| Trail Number | Name | Status | Type | Managed By |
|--------------|-----------------------------------|---|---|------------------------|
| 1 | Taylor Bay Trail | Current | Hiking Trail | Federal |
| 2 | Quarry Trail | Current | Hiking Trail | SIPRC |
| 3 | Monarch Head | Current | Hiking Trail | Federal |
| 4 | Brown Ridge Trail | Current | Hiking Trail | Multi: Federal & Other |
| 5 | Narvaez Bay | Current | Hiking Trail | Federal |
| 6 | Boundary Pass Lookout | Current | Hiking Trail | SIPRC |
| 7 | Eastpoint Community Park | Current | Hiking Trail | CRD Regional Parks |
| 8 | Eastpoint Community Park | Current | Hiking Trail | SIPRC |
| 9 | Eastpoint Community Park | Current | Hiking Trail | Federal Parks |
| 10 | Lyll Creek Trail | Current | Hiking Trail | Federal |
| 11 | Bonnybank Trail | Current | Hiking Trail | SIPRC |
| 12 | Boat Pass Trail/Winter Cove Trail | Current | Hiking Trail | Federal |
| 13 | Saturna Island Regional Trail | Proposed Regional Trail Route (Initial Phase) | Proposed Regional Trail Route (Initial Phase) | CRD Regional Parks |
| 14 | Saturna Island Regional Trail | Proposed Regional Trail Route (Future Phase) | Proposed Regional Trail Route (Future Phase) | CRD Regional Parks |

GALIANO ISLAND TRAILS MAP



| Trail Number | Name | Status | Type | Managed By |
|--------------|---|---------|--------------|--------------------|
| 1 | Collinson Point Trail | Current | Hiking Trail | Provincial |
| 2 | Mount Galiano | Current | Hiking Trail | Galiano Club |
| 3 | Ridge Trail | Current | Hiking Trail | CRD Regional Parks |
| 4 | Georgeson Bay Trails 2nd Leg | Current | Hiking Trail | Galiano Club |
| 5 | CRD Link Trail | Current | Hiking Trail | CRD Regional Parks |
| 6 | Japanses Charcoal Kiln Trail | Current | Hiking Trail | Galiano Club |
| 7 | Moss Trail | Current | Hiking Trail | Galiano Club |
| 8 | Georgeson Bay Trails 1st Leg | Current | Hiking Trail | Galiano Club |
| 9 | Esther Gillespie Walking Trail | Current | Hiking Trail | Lions Club |
| 10 | Bellhouse Provincial Park Trails | Current | Hiking Trail | Provincial |
| 11 | Lord Community Park | Current | Hiking Trail | GIPRC |
| 12 | Bluffs Park Trails | Current | Hiking Trail | Galiano Club |
| 13 | Bluffs Park Trails | Current | Hiking Trail | Provincial |
| 14 | Bluffs Park Trails | Current | Hiking Trail | Galiano Club |
| 15 | Sturdies Bay Trail | Current | Hiking Trail | GIPRC |
| 16 | Gray Peninsula Loop Trail | Current | Hiking Trail | Provincial |
| 17 | Tricia Way | Current | Hiking Trail | GIPRC |
| 18 | Community Forest Trail | Current | Hiking Trail | Galiano Club |
| 19 | Sticks Community Park (Community Forest Trail) | Current | Hiking Trail | GIPRC |
| 20 | Tapovan Peace Park Trails | Current | Hiking Trail | Private |
| 21 | Stick's West Community Park Trail | Current | Hiking Trail | GIPRC |

| Trail Number | Name | Status | Type | Managed By |
|--------------|--|---|---|---|
| 22 | Community Forest Trail (GC) | Current | Hiking Trail | GIPRC |
| 23 | Tapovan North Ravine Trail | New GTS Trails | Hiking Trail | Galiano Trails Society |
| 24 | Deer Trail | New GTS Trails | Hiking Trail | Galiano Trails Society |
| 25 | Ravine Trail | New GTS Trails | Hiking Trail | Galiano Trails Society |
| 26 | Vanilla Leaf Land Trail | Current | Hiking Trail | Galiano Conservancy Association & Islands Trust Conservancy |
| 27 | Pebble Beach Reserve Loop-Pebble Beach Trail | Current | Hiking Trail | Crown |
| 28 | Pebble Beach Reserve Loop-Cable Bay Trail | Current | Hiking Trail | Galiano Conservancy |
| 29 | Red-Legged Frog Trail | Current | Hiking Trail | Private |
| 30 | Bell Trail | Current | Hiking Trail | GIPRC |
| 31 | Laughlin Lake to Melissa Road | Current | Hiking Trail | Galiano Conservancy |
| 32 | Pebble Beach Reserve Loop-Shoreline Trail | Current | Hiking Trail | Galiano Conservancy |
| 33 | Bodega Ridge Trail | Current | Hiking Trail | Provincial |
| 34 | North Galiano Trails | Current | Hiking Trail | CDFLUO - Private |
| 35 | North Galiano Trails | Current | Hiking Trail | Provincial |
| 36 | North Galiano Trails | Current | Hiking Trail | Provincial & Ecological Reserve |
| 37 | Silú Park | Current | Hiking Trail | GIPRC |
| 38 | Dionisio Park Trails | Current | Hiking Trail | Provincial |
| 39 | Galiano Island Regional Trail | Proposed Regional Trail Route (Initial Phase) | Proposed Regional Trail Route (Initial Phase) | CRD Regional Parks |
| 40 | Galiano Island Regional Trail | Proposed Regional Trail Route (Future Phase) | Proposed Regional Trail Route (Future Phase) | CRD Regional Parks |

APPENDIX B: WHAT WE HEARD REPORT – ROUND 1



SOUTHERN GULF ISLANDS TRANSPORTATION INTEGRATION PLAN

Round 1 Engagement – What We Heard Report

Prepared For: Capital Regional District (CRD)

Date: December 17, 2021

Our File No: 3007.B01

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1.0 PROJECT OVERVIEW

The Capital Regional District is developing a Southern Gulf Islands (SGI) Transportation Integration Plan. Building on past studies and community feedback,

the purpose of the project is to create a blueprint for the future to move from ideas to action when it comes to transportation on and between the largest Southern Gulf Islands: Galiano, Mayne, Saturna, and North and South Pender Islands, with possible links to Sidney and Salt Spring Island.



The objective of this project is to understand the demand in the SGI and propose future improvements to walking and cycling networks integrated with proposals for public transit and passenger ferry services to complement other travel. The CRD is undertaking this project in response to resident requests for regional coordination of public transit and transportation alternatives. As a Regional District, the CRD can facilitate outcomes on behalf of the community such as administrative coordination and access to funding from other levels of government. Also, unlike non-profit societies, CRD can hold Licences of Occupation in the Provincial Road Right of Way that are needed for road side trails, meaning that the CRD could support the local volunteer organizations with improvements on the SGI that are currently not possible.

Two of the three planned rounds of public engagement have been undertaken for this project:

- **Targeted Outreach** took place in Spring 2021 and involved virtual workshops with the Transit Advisory Groups (TAG), stakeholder outreach, and information provided to the community via the CRD website, posters, and a media release.
- **Round 1 engagement** took place in Fall 2021 and invited the public to provide feedback using the CRD's digital engagement platform which included interactive mapping, quick polls, a survey, and an ideas forum. A mailout FAQ was sent to every SGI mailbox to encourage people to fill out the survey.
- **Round 2 engagement is scheduled to begin in January 2022.**



1.1 Objectives of the SGI Transportation Integration Plan

The main project deliverables for the SGI Transportation Integration Plan include:

- Developing and costing out transportation service options that are practical, feasible and right-sized to meet the needs for each community and inter-island connection.
- Undertaking community mapping and engagement to capture existing and proposed trails envisioned by stakeholder organizations and community members, determining community needs and future priorities, and refining recommendations.
- Outlining the action steps and recommendations for how a CRD transportation service could be structured to enable the creation, phasing and integration of land-based public transportation, inter-island water passenger service, and supporting active transportation improvements on each of the Southern Gulf Islands (Galiano, North and South Pender, Mayne and Saturna).
- Understanding the CRD's role in supporting identified community needs and integrated transportation going forward.





2.0 WHAT WE DID

The second round of engagement took place from **October 13 to November 14, 2021**. It used a variety of engagement tools available via the [CRD Get Involved website](#), including:

- An **Interactive Map** to gather suggestions for infrastructure improvements
- **Quick Polls** and a **Survey** to gather feedback on the system
- The **Ideas** tool to gather additional ideas
- Photos and background resources including past plans and studies

The survey and other online engagement tools were promoted using social media, posters, mail-out advertisements, and local advertising/paid media.

Engagement by the numbers:



2.5K engagement site visitors



106 contributions to the interactive map

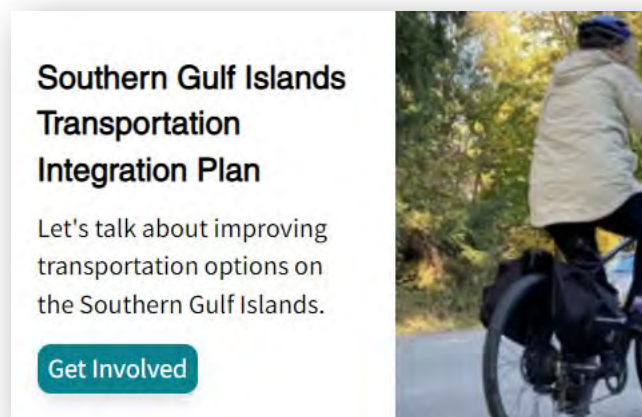


969 participants in quick polls



695 surveys completed

Related comments made via Facebook and email during the engagement period have also been reviewed and summarized here by the project team.





3.0 KEY TAKEAWAYS

The list below outlines the key takeaways from the Round 1 Engagement activities:

- The most common destinations (other than respondents' primary islands) are the Saanich Peninsula area, other areas within the Capital Regional District / Greater Victoria region, and Metro Vancouver / Lower Mainland region.
- Currently, the most common transportation modes are BC Ferries and private vehicle as a driver, followed by walking and private vehicle as a passenger.
- There is general dissatisfaction with active, public, and water transportation across the islands, as well as the ability to coordinate and connect travel.
- Improving infrastructure and connections for walking and cycling is a high priority, with safety being a main concern.
- There is a need for better public transportation, especially for seniors and people who are unable to walk or cycle. Car stops, ridesharing, and taxi service are preferable to traditional bus service.
- Water transportation services should connect with other modes and need to be affordable. They should also align with school schedules and allow for day trips.



4.0 WHO WE HEARD FROM

The online survey included several demographic questions to allow the project team to better understand who participated. The following results are specific to the online survey only and do not reflect the demographics of the participants who used the other tools.

4.1 Age

As shown in **Figure 1**, over half of respondents were between the age of 55-74 years. **The largest age groups were 65-74 years (29%), 55-64 years (26%), and 45-54 years (16%).** Youth representation was low, with the fewest responses coming from the 18-24 and Under 18 age categories at 1% and 3%, respectively.

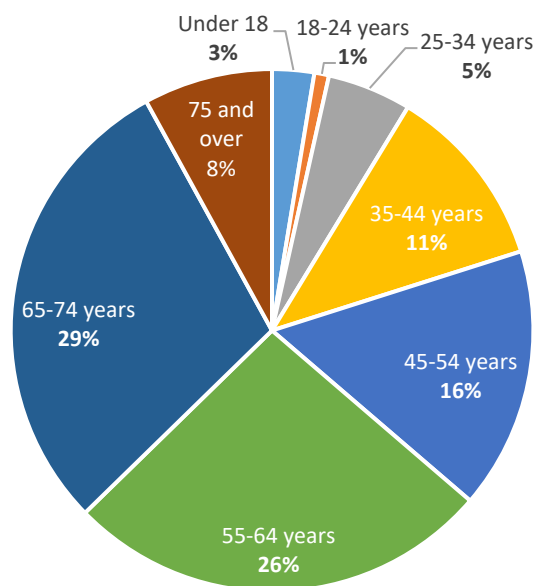


Figure 1. Survey Respondent Ages



4.2 Geographic Representation

Respondents were asked the following question: “What is your connection with the Southern Gulf Islands? Please select all that apply.” **Figure 2** shows their responses. Most participants (80%) live on an island.

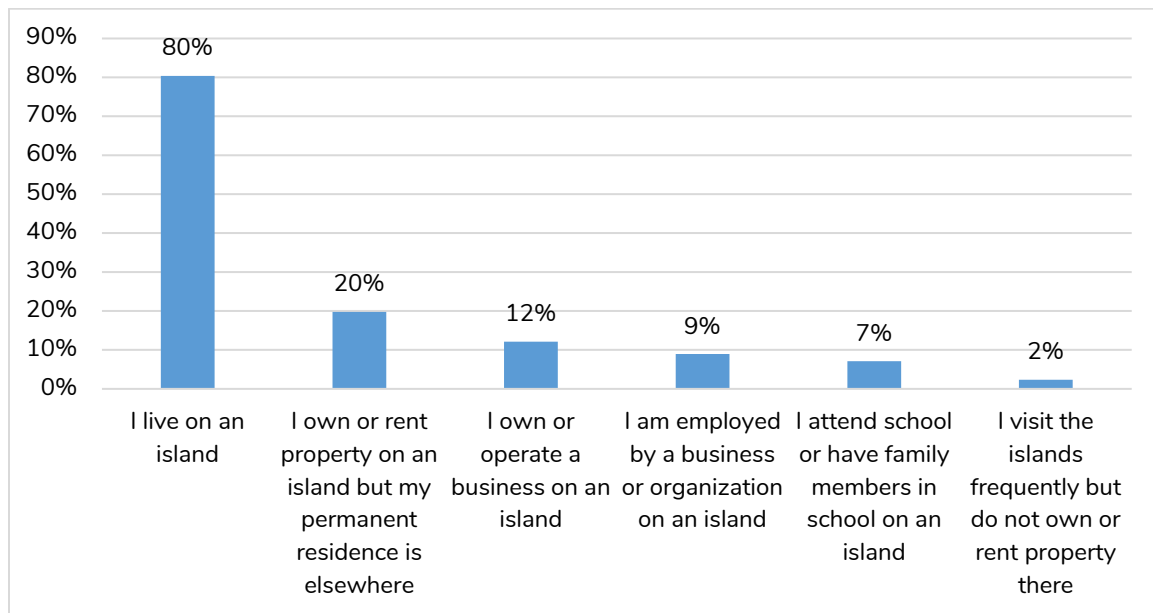


Figure 2. Survey Respondent Connection with Islands

Respondents who indicated that they live on an island were also asked how long they have lived in the Southern Gulf Islands community. **Figure 3** shows their responses.

70% of participants have lived in the community for at least six years, with the majority (57%) being residents for 10+ years. 16% of respondents have lived in the community for two years or less.

Additionally, respondents were asked: “Within the Southern Gulf Islands area, on which island do you spend most of your time?”. As shown in **Figure 4**, North Pender Island had the most responses (43%), followed by Galiano Island (21%), Mayne Island (18%), and Saturna Island (9%). Salt Spring Island and South Pender Island had the fewest responses at 4% and 5%, respectively. Comparing participation against the population of each island, participation ranges from 18% to 14% of island population, indicating a fairly equitable involvement across islands.

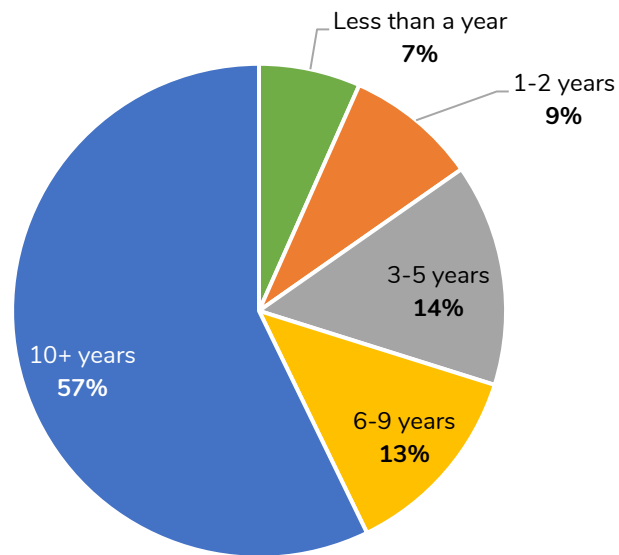


Figure 3. Survey Respondent Time Spent in Southern Gulf Islands Community

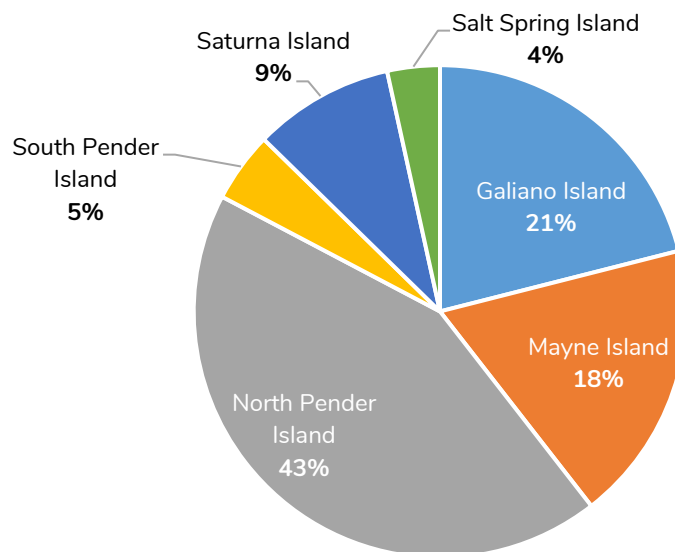


Figure 4. Survey Respondent Primary Island



Next, respondents were asked to select up to three other locations where they commonly travel (besides the primary island they chose in the previous question). This could be for purposes such as work, school, recreation or to access services, or their place of residence if they are a part-time resident or visitor to the Southern Gulf Islands. As shown in **Figure 5**, the **most common other destinations are the Saanich Peninsula area (61%), other areas within the Capital Regional District / Greater Victoria region (51%), and Metro Vancouver / Lower Mainland region (37%)**. The results also suggest that travel between the islands is lower, except for North Pender Island and Salt Spring Island which were selected by 24% and 19% of respondents, respectively.

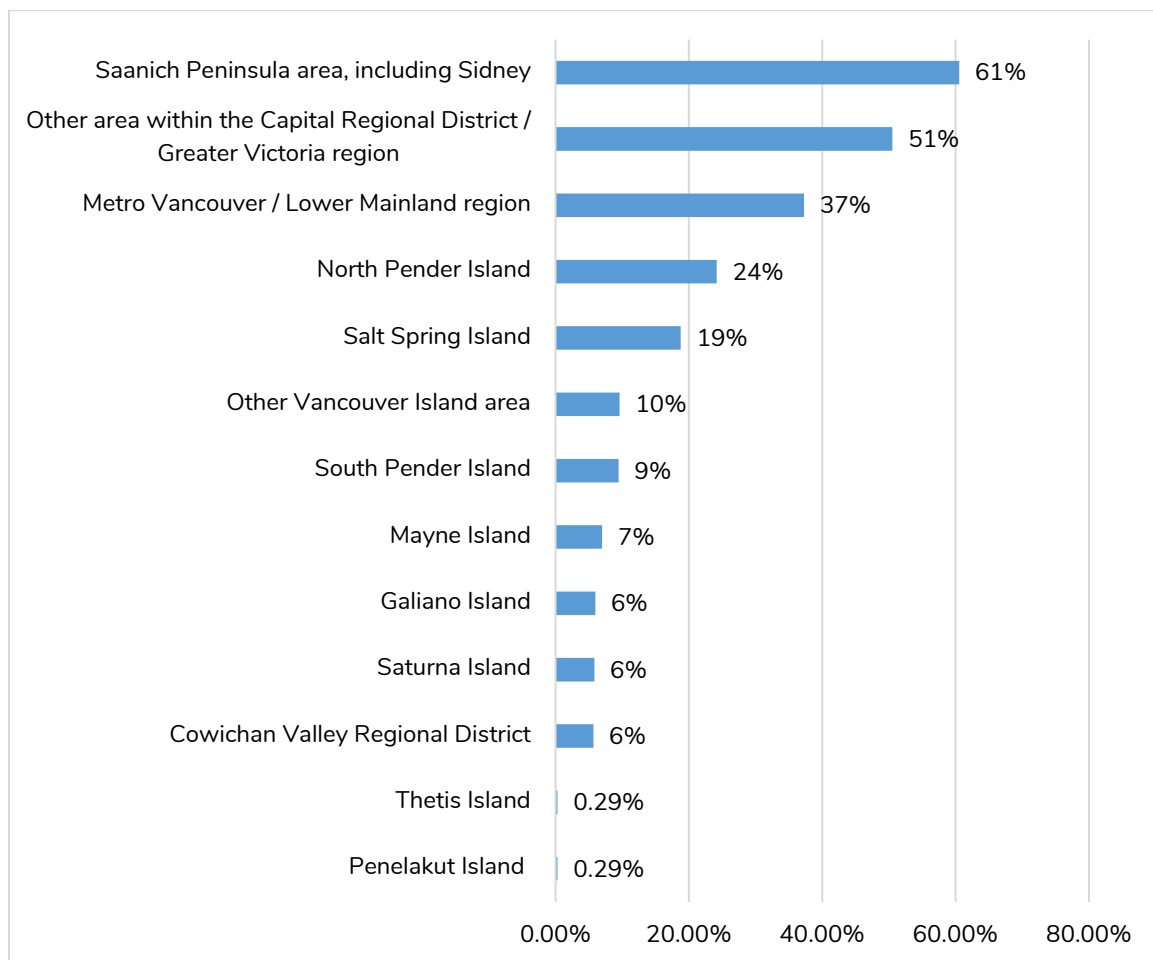


Figure 5. Survey Respondent Other Destinations

These results are consistent with those seen in the BC Ferries survey from 2016.



Respondents were also asked to indicate their main modes of transportation on and between the Southern Gulf Islands before and during the COVID-19 pandemic. They were able to select up to five modes and their responses are shown in **Figure 6. BC Ferries and private vehicle as a driver were the most common choices, followed by walking and private vehicle as a passenger.** The modes that saw the biggest decrease from before COVID-19 to during COVID-19 were community bus (-6%), car stop / hitchhiking (-6%), BC Ferries (-4%), and taxi (-3%).

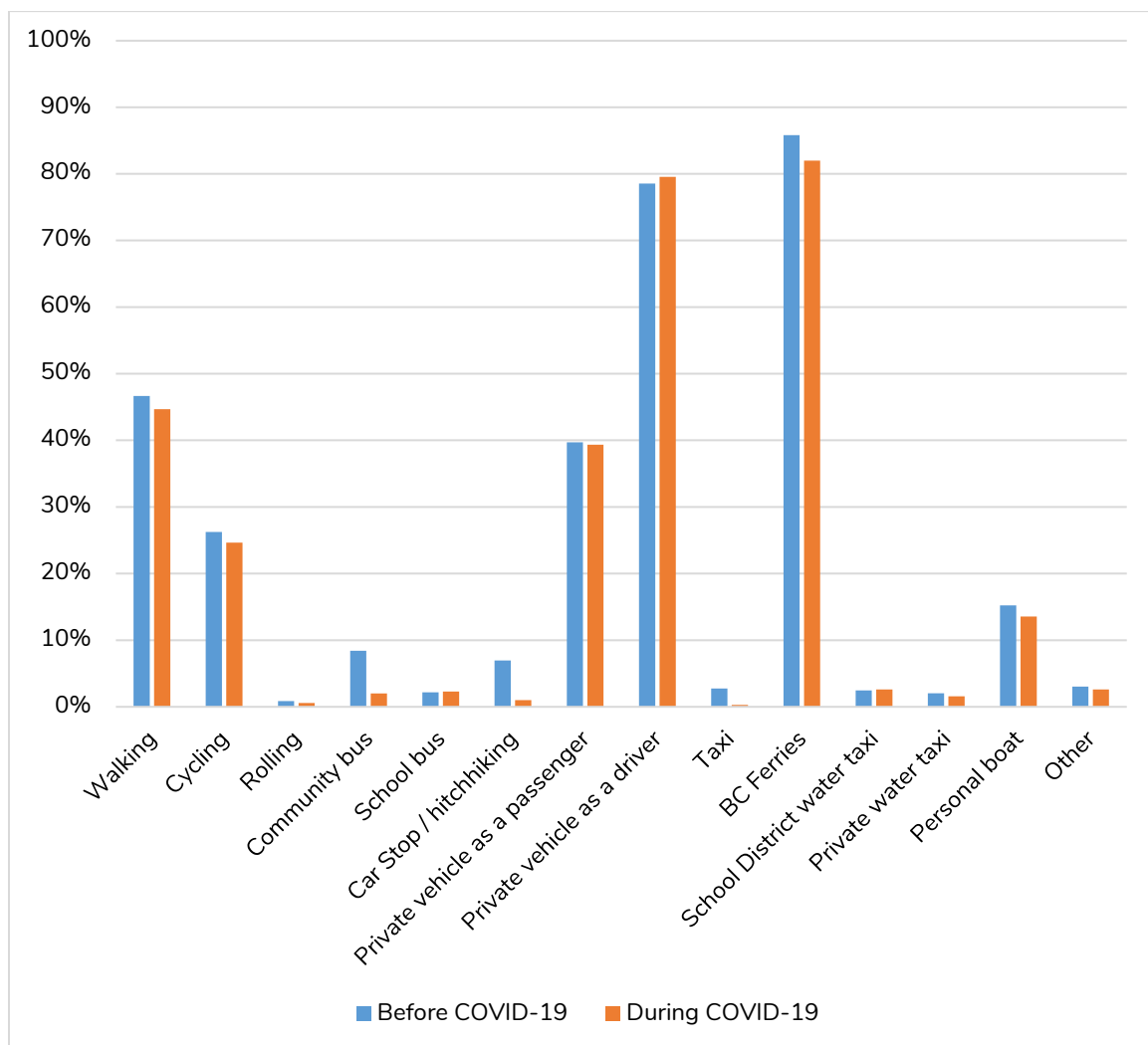


Figure 6. Survey Respondent Transportation Modes Before and During COVID-19



5.0 WHAT WE HEARD

5.1 Interactive Map

The Interactive Map on the engagement site gave people the opportunity to pinpoint locations across the Southern Gulf Islands where they frequently travel, as well as where they would like to see infrastructure improvements. They could also provide comments about why they think change is needed. A total of **106 pins** were added to the map. Participants could select from the following pin types:

- Key community destination to serve by public transit
- Key community destination to serve by an Active Transportation route
- Dock / water transportation improvement
- Inter-island connection
- Walking / rolling improvement (e.g., sidewalks, crosswalks, accessibility)
- Walking connection (e.g., trails, pathways)
- Cycling connections (e.g., bike lanes, shared paths)
- Road safety or vehicle speed concern / suggestion
- Bike parking / bike racks
- Public transportation stop improvement (bench, shelter)
- Other on-street amenities (e.g., lighting, bench, garbage)
- Directional or wayfinding signage on-street or on trails

Figure 7 shows how many pins were distributed throughout the islands. Specific pin locations are not shown at this level as the map is zoomed out to show all the islands.

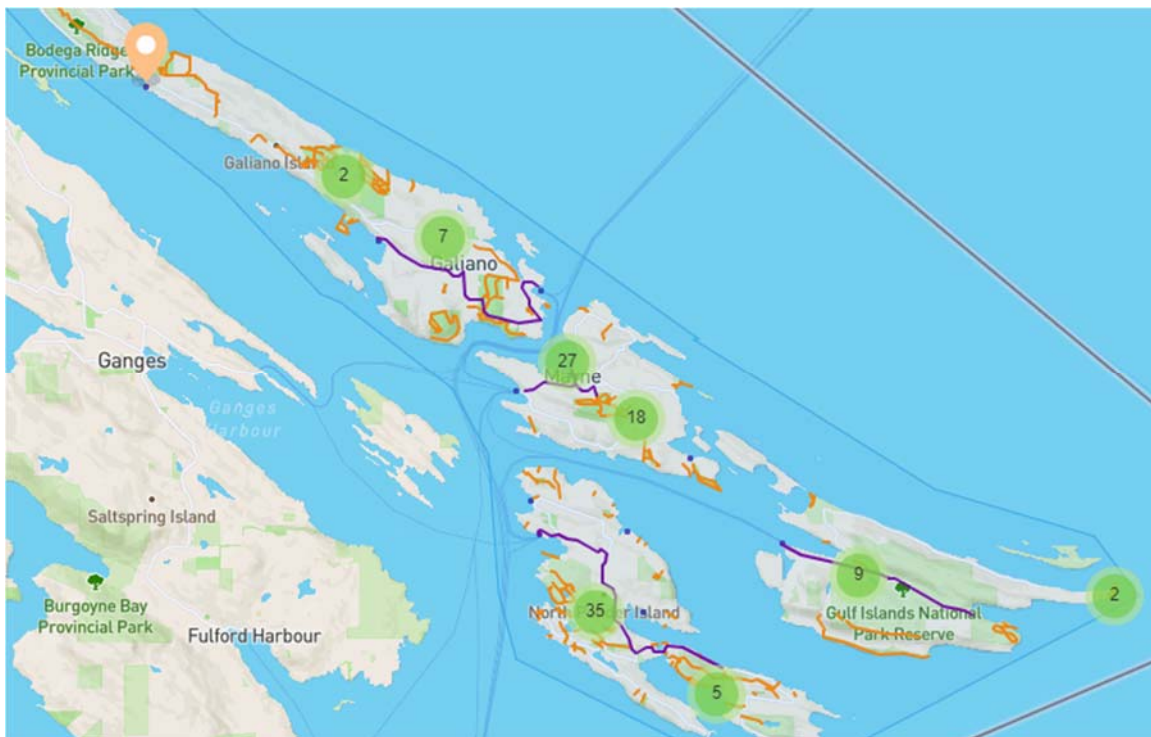


Figure 7. Pin Distribution on Interactive Map

From the comments provided, the following emerged as the top 10 community desires:

| | | |
|-----|---|--------------|
| 1. | Magic Lake Active Transportation Connections | North Pender |
| 2. | Bedwell Harbour Road Walking/Rolling Improvements | North Pender |
| 3. | Driftwood Centre Active Transportation Connections | North Pender |
| 4. | Otter Bay Active Transportation Connection | North Pender |
| 5. | Sturdies Bay Trail Extensions | Galiano |
| 6. | Sturdies Bay Trail Safety | Galiano |
| 7. | Mackinnon Road Active and Public Transportation Connections | North Pender |
| 8. | Brooks Point Active Transportation Extension | South Pender |
| 9. | Thieves Bay Active Transportation Connection | North Pender |
| 10. | General Safety Concerns | All |



5.2 Quick Polls

Community members were able to participate in a series of polls to indicate their support for various potential transportation improvements. They were also asked whether they would use different types of services and infrastructure including water taxis, community buses/public transit, bike lanes, and designated sidewalks/safe shoulders. There was an average of about **120 contributions** to each poll. Responses to these polls are shown in **Figure 8**.

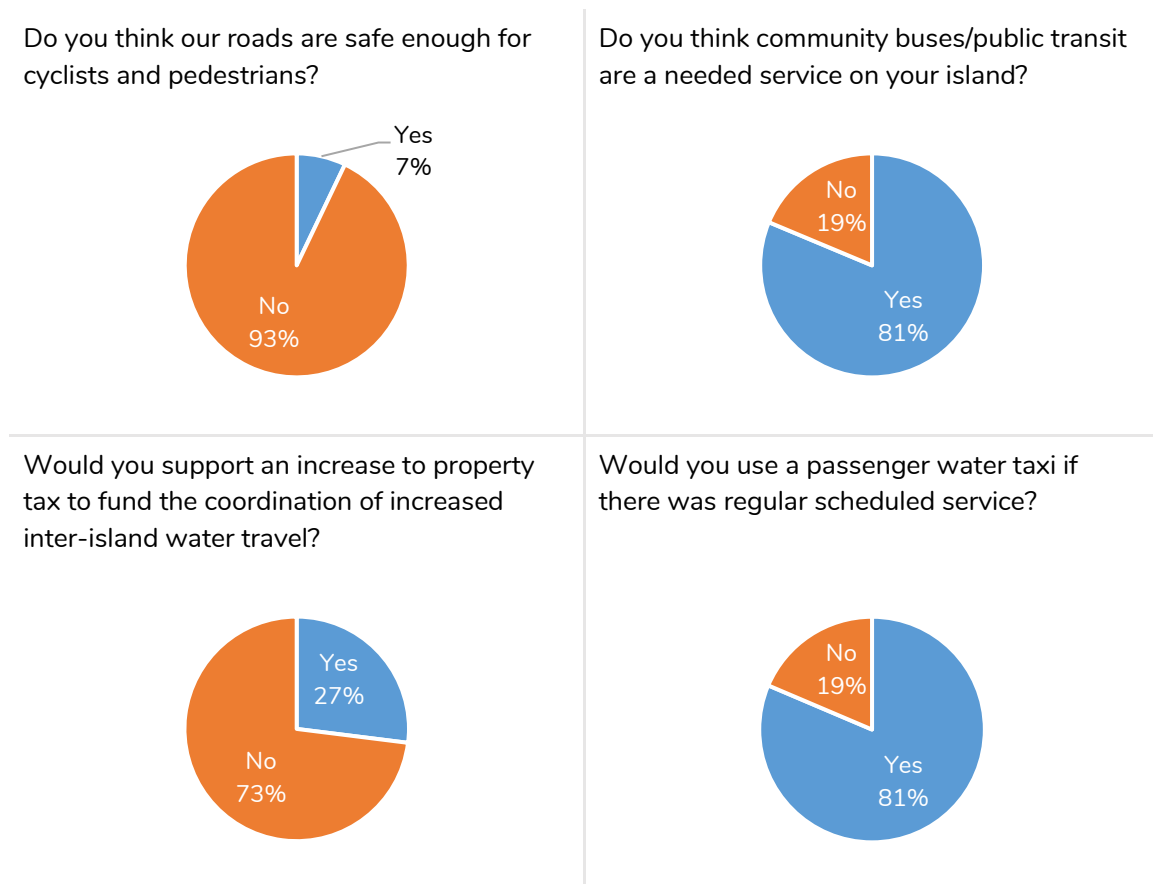
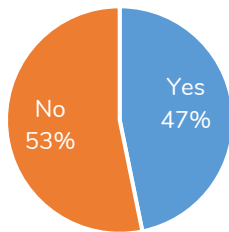


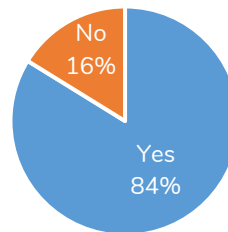
Figure 8. Quick Polls Results



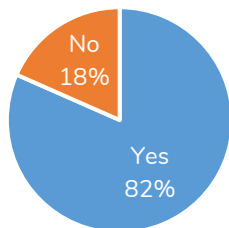
Would you support an increase to property tax to help build safe walking and cycling trails to key destinations?



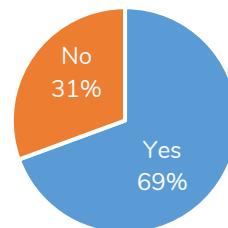
Would you use a community bus/public transit for some of your travel?



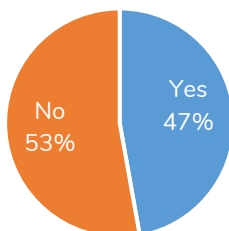
Would you cycle, walk or roll more if there were bike lanes or designated sidewalks/safe shoulders?



Do you think regular passenger water taxi service is needed for travel between the Southern Gulf Islands?



Would you support an increase to property tax to fund community buses/public transit?



Do you see integrated transportation options as an effective way to reduce our climate impact?

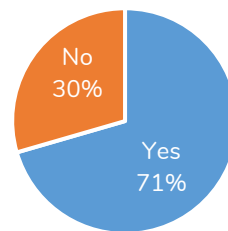


Figure 8. Quick Polls Results



5.3 Online Survey

The online survey received a total of **695 responses**. Respondents were asked about the following topics:

- Satisfaction with current transportation services and infrastructure
- Satisfaction with ability to coordinate travel
- Transportation planning priorities
- Priorities for improving active, public, and water-based transportation

See **Appendix A** for the full set of survey questions.

5.3.1 Satisfaction with Current Transportation

Respondents were asked: “Thinking of the Southern Gulf Island where you spend the most time, how satisfied / unsatisfied are you with the current transportation services and infrastructure available on your island?”. **As shown in Figure 9, most respondents (about 50-60%) are unsatisfied or very unsatisfied with each mode of transportation, while about 10-25% are satisfied or very satisfied.** Respondents are the least satisfied with public transportation services and infrastructure.

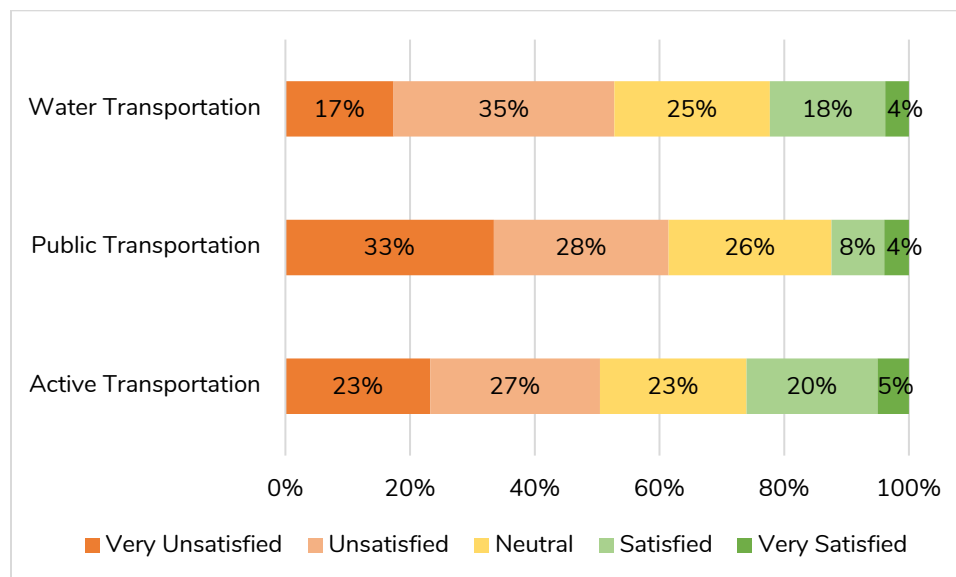


Figure 9. Satisfaction with Current Transportation Services and Infrastructure



Respondents were also asked: “Thinking of the Southern Gulf Islands area as a whole, how satisfied / unsatisfied are you with the ability to coordinate travel?”. Their responses are shown in **Figure 10**. Between 50-70% of respondents are unsatisfied or very unsatisfied with the ability to coordinate travel and connect between islands, while only 12% were satisfied or very satisfied.

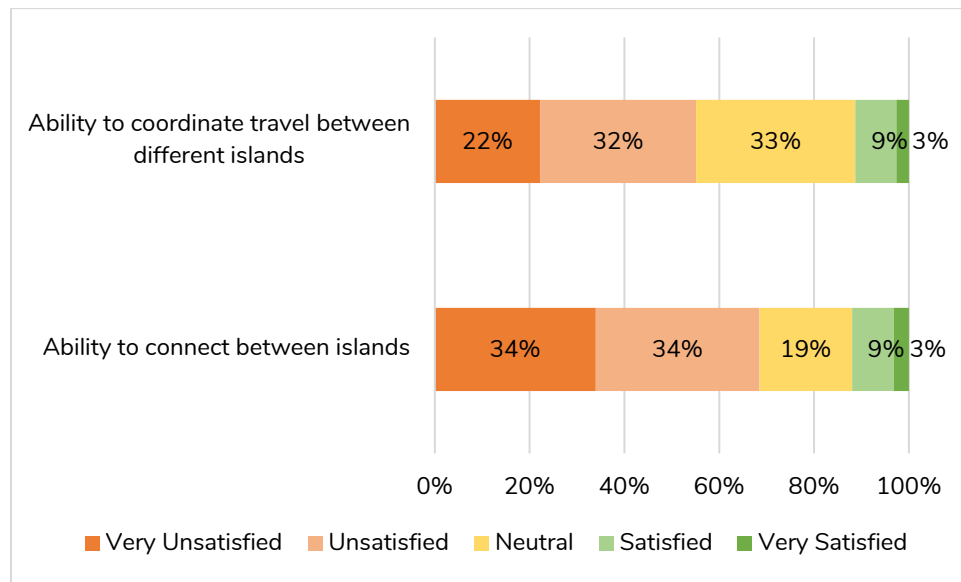


Figure 10. Satisfaction with Ability to Coordinate Travel



5.3.2 Transportation Planning Priorities

Respondents were asked: “Thinking across all forms of transportation beyond private vehicles, what are the top transportation planning priorities that you think should be considered for the Southern Gulf Islands? Rank in order of priority. (Most prioritized need first).” The order of priority for each option is shown in **Figure 11**.

| Rank | Transportation Planning Priority |
|-------------|--|
| Priority #1 | Improve public transportation options available on each island, such as community bus, shuttles, taxis or Car Stop programs to complement transit. |
| Priority #2 | Improve pedestrian trails and walking routes connecting community destinations. |
| Priority #3 | Improve water transportation between islands, such as small passenger ferry services to complement BC Ferries. |
| Priority #4 | Improve cycling routes between community destinations. |
| Priority #5 | Better coordinate transportation services and schedules between islands. |
| Priority #6 | Improve signage and information to communicate transportation options. |

Figure 11. Ranking of Transportation Planning Priorities

As illustrated in the table above, the highest priority was given to improving public transportation options on the SGI including a range of options on how to provide this service, including shuttles, taxis, Car Stops and ride share options. The lowest priority was “Improve signage and information to communicate transportation options”.



Respondents were also able to provide comments on any other transportation planning priorities that they think should be considered for the Southern Gulf Islands. The following themes arose:

- **Roads are currently narrow, windy, and have cars travelling at high speeds, making them unsafe for walking / rolling and cycling.** This was especially noted by respondents from the Pender Islands and Galiano Island. Better active transportation infrastructure is required, including trails that connect neighbourhoods and key destinations.
- **Better connectivity is required between Galiano Island and Salt Spring Island for people attending Gulf Islands Secondary School.** Better / more frequent water transportation between the Southern Gulf Islands in general is also desired.
- **Ferries schedules need to better align with bus connections at Swartz Bay and Tsawwassen ferry terminals.** The need for a better ferry connection between Saturna Island and the mainland was also expressed.
- There is a desire for more **environmentally friendly transportation options**, including electric bike and car charging infrastructure.
- There is support for taxi and / or car share service.

"I would bicycle all over the island with my family if there were safe trails to do so."

"As a senior losing my mobility public transportation is important to me to be able to remain in my home in a place I love."

"I would like more pedestrian options for inter island travel between gulf islands so my teens can stay for after school event and still be able to get home."

Many people expressed that they are car-dependent because no other options exist but indicated that they would use active or public transportation if better infrastructure and services were available. However, there were also concerns about making the islands too urban and causing them to lose their rural character.



5.3.3 Active Transportation Improvement Priorities

When asked whether improvements are required to better support active transportation in the Southern Gulf Islands, 89% of respondents said “Yes” and 11% of respondents said “No”. See **Figure 12**.

Do you think that improvements are required to better support active transportation in the Southern Gulf Islands?

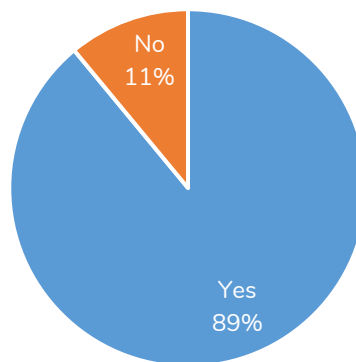


Figure 12. Support for Active Transportation Improvements

Respondents were also asked to choose up to three priorities for improving active transportation on their island and their responses are summarized in **Figure 13**. **Across the islands, creating more space and connections for walking and cycling was seen as the top priority.** Installing more bike racks / bike and scooter parking, including charging stations for electric bikes, was seen as the lowest priority.

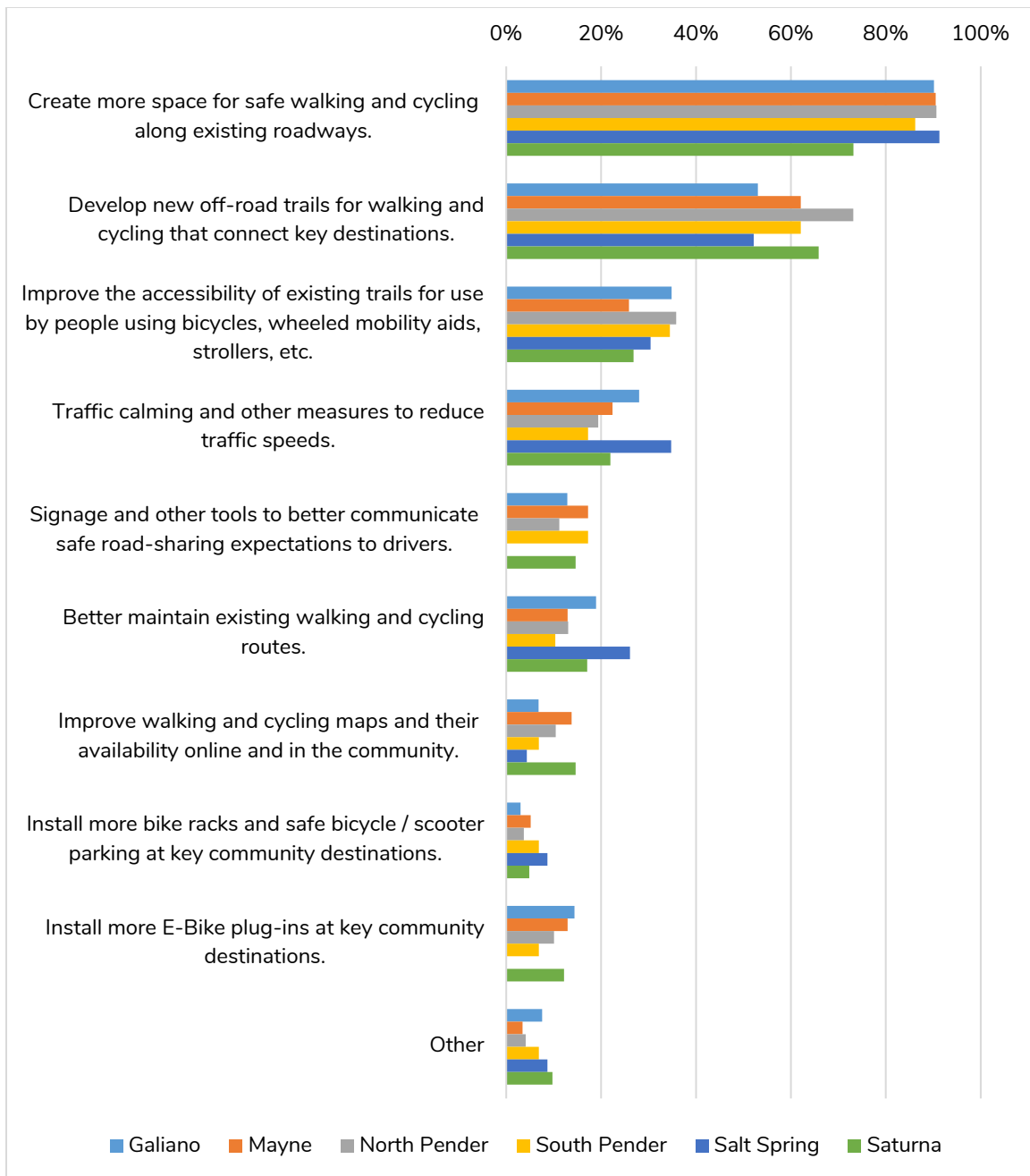


Figure 13. Active Transportation Priorities by Island



5.3.4 Public Transportation Improvement Priorities

When asked whether improvements are required to better support public transportation in the Southern Gulf Islands, 81% of respondents said “Yes” and 19% of respondents said “No”. See **Figure 14**.

Do you think that improvements are required to better support public transportation in the Southern Gulf Islands?

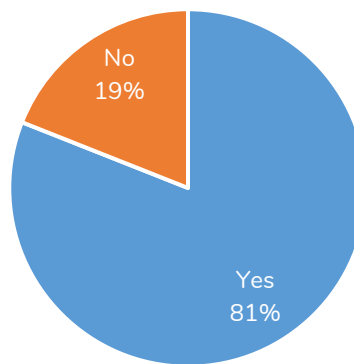


Figure 14. Support for Public Transportation Improvements

Respondents were also asked to choose up to three top priorities for improving public transportation options on their island and their responses are summarized in **Figure 15**. Responses varied across the islands, but overall there was **higher support for community bus service operating year-round, especially from respondents who primarily spend time on Salt Spring Island**, and lower support for community bus service operating during the summer season only. There was also significantly higher support from Saturna Island respondents for a special event shuttle service, as well as higher support from South Pender, North Pender, and Galiano Island respondents for taxi or ride-hailing options.

Additionally, respondents were asked to indicate how important they think different public transportation supports are and were given the opportunity to provide additional comments. Responses from each island are shown in on the following pages.

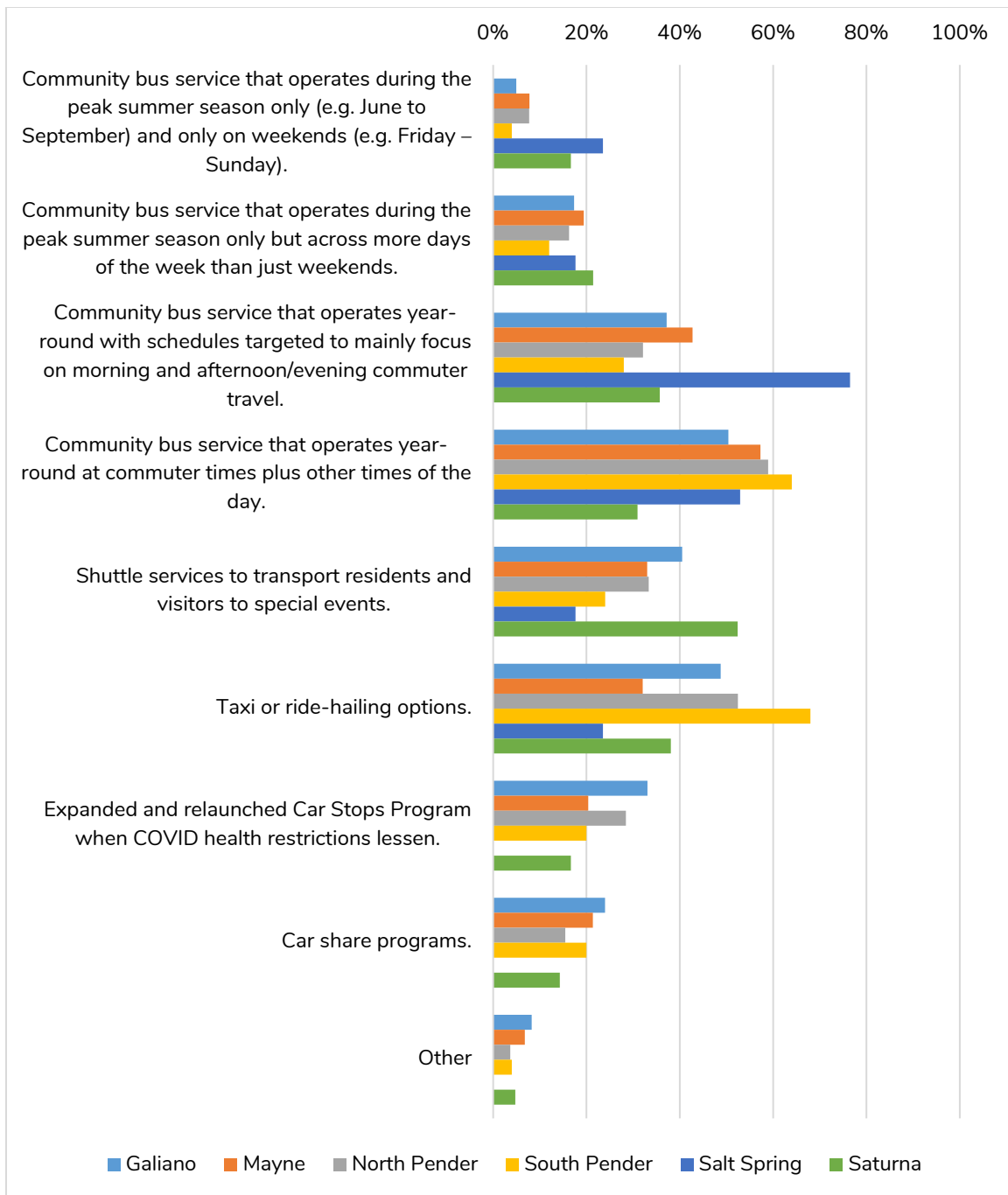


Figure 15. Public Transportation Priorities by Island

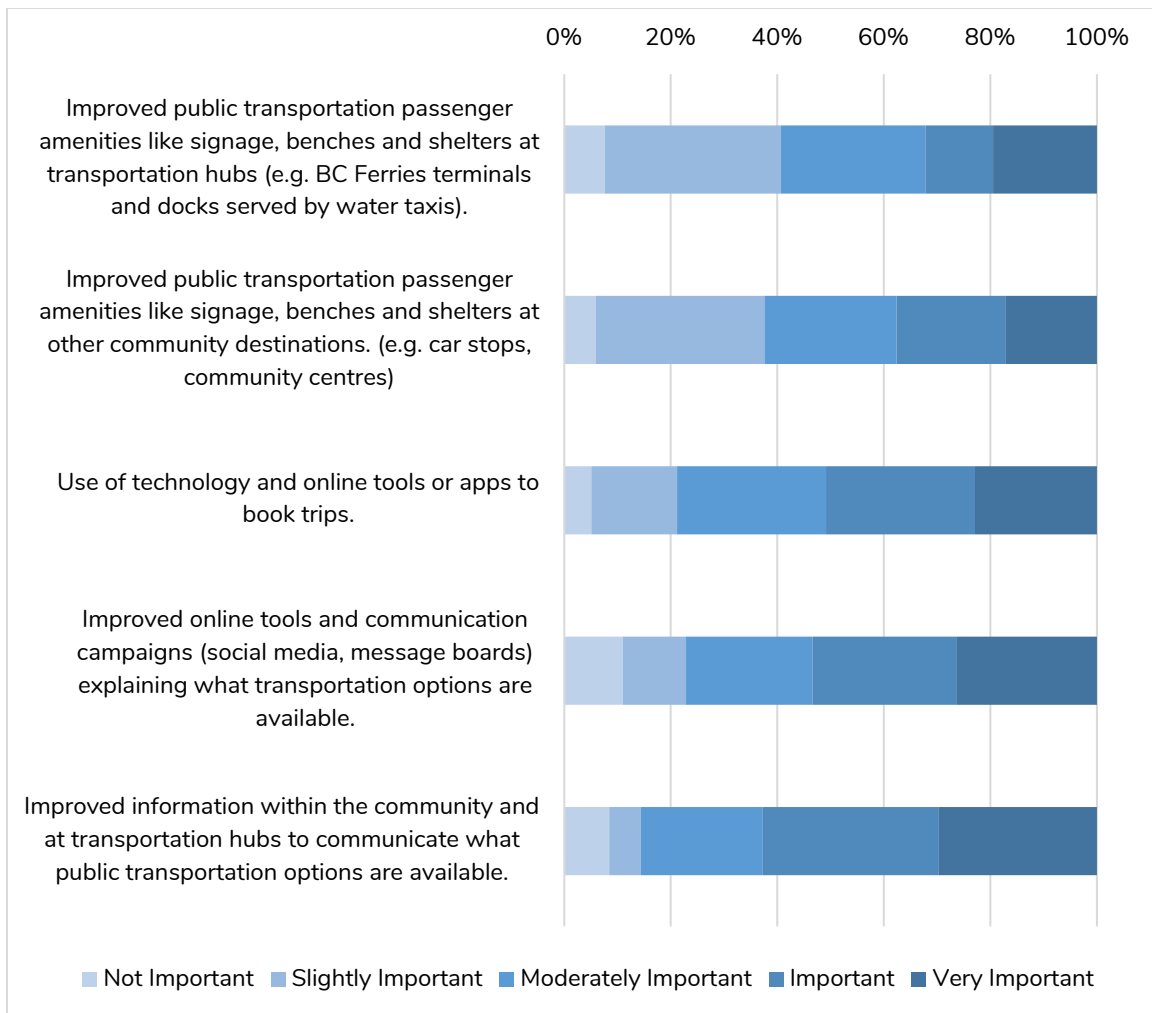


Figure 16. Importance of Public Transportation Supports - Galiano Island

Many of the comments were relating to the fact that Galiano Island does not currently have a public transit service; however, there is a desire for one. Respondents have indicated that due to the island’s long and narrow shape and fewer residents at the north end, a car stop program may be a better option but a circular bus route at the south end could still be useful. Developing consistent and reliable schedules was also important to respondents.

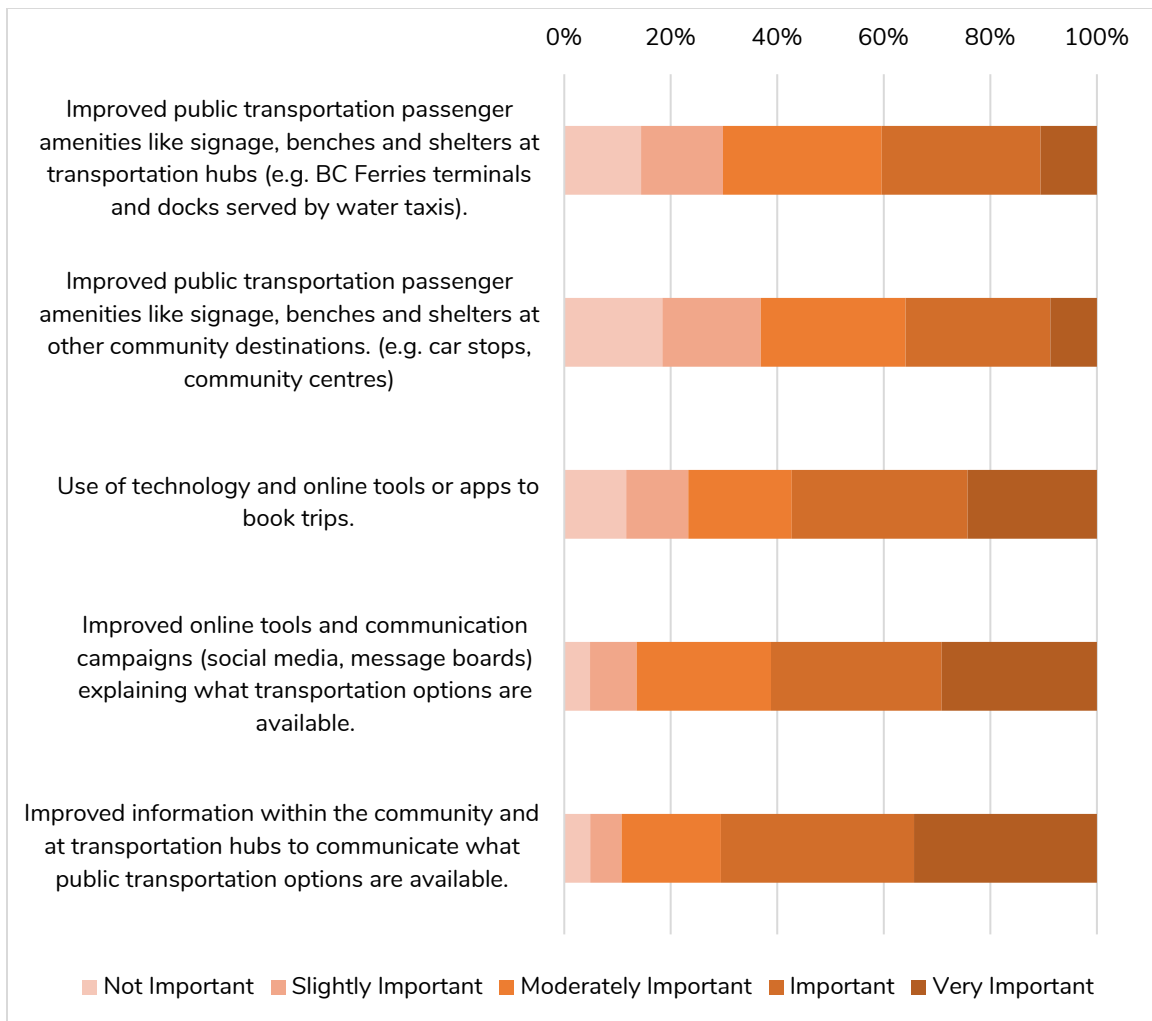


Figure 17. Importance of Public Transportation Supports - Mayne Island

Respondents from Mayne Island were supportive of a community bus service, as well as a taxi or ride share option. In particular, the comments indicated that public transportation services and supports need to be accessible for seniors and people who do not drive, and that printed schedules are important for those without internet or who have difficulties navigating the internet.

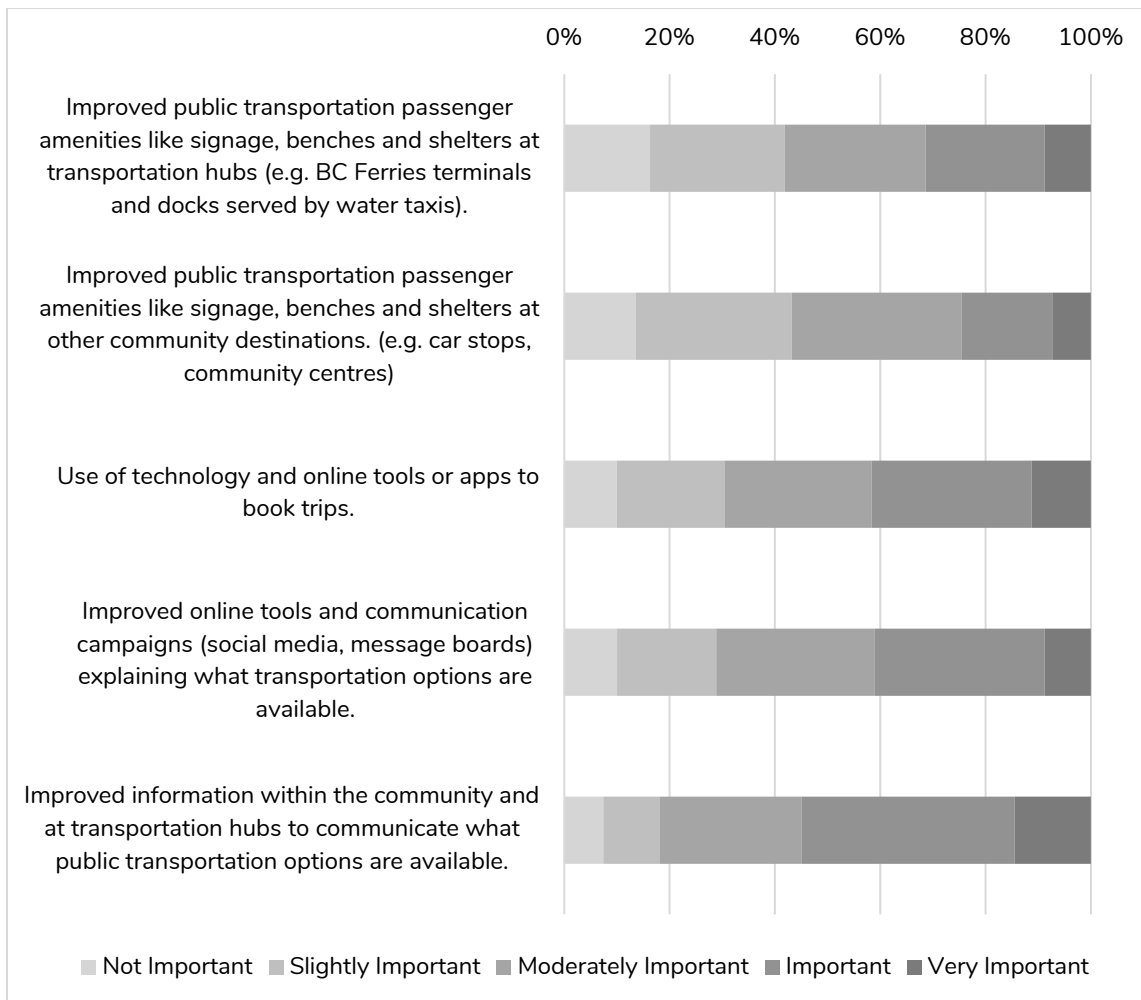


Figure 18. Importance of Public Transportation Supports - North Pender Island

Many of the comments from North Pender Island noted the lack of current public transportation on the island. Respondents indicated that flexible public transportation options such as car stops or passenger-directed bus service would work well as opposed to fixed-route bus service. Taxi and ridesharing services were also requested. Respondents also expressed the need to coordinate public transportation with ferry schedules, as well as to connect key locations such as Magic Lake and Driftwood Centre. Additionally, integrating bicycle infrastructure such as racks on buses and at bus stops is desired.

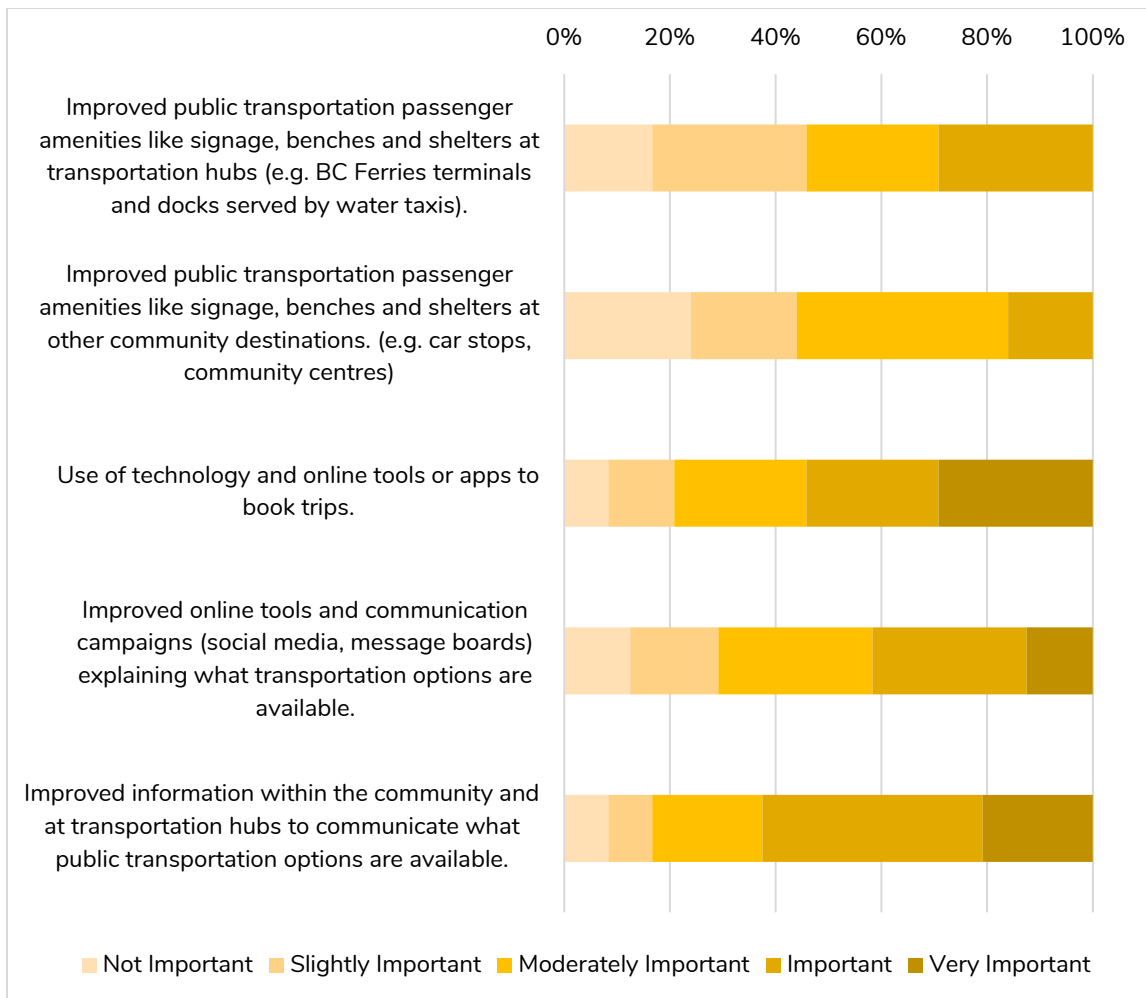


Figure 19. Importance of Public Transportation Supports - South Pender Island

There were limited comments about public transportation supports from respondents who selected South Pender Island as their primary island. Generally, people have indicated that a regular schedule is important, as well as reliable and user-friendly online tools and other information sources.

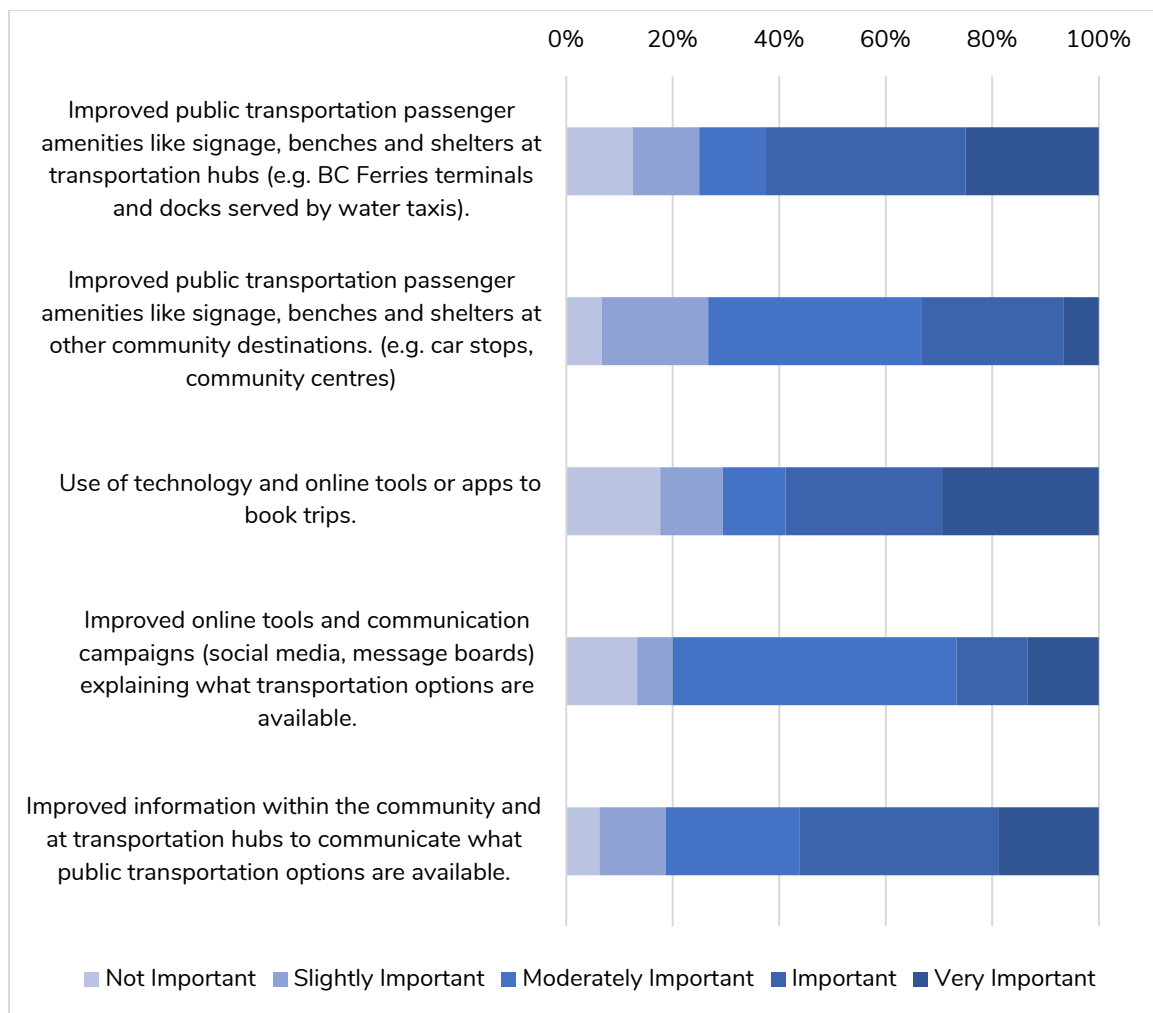


Figure 20. Importance of Public Transportation Supports - Salt Spring Island

Comments from respondents who chose Salt Spring Island as their primary island were also limited. Respondents indicated a need for upgraded, accessible public transportation infrastructure.

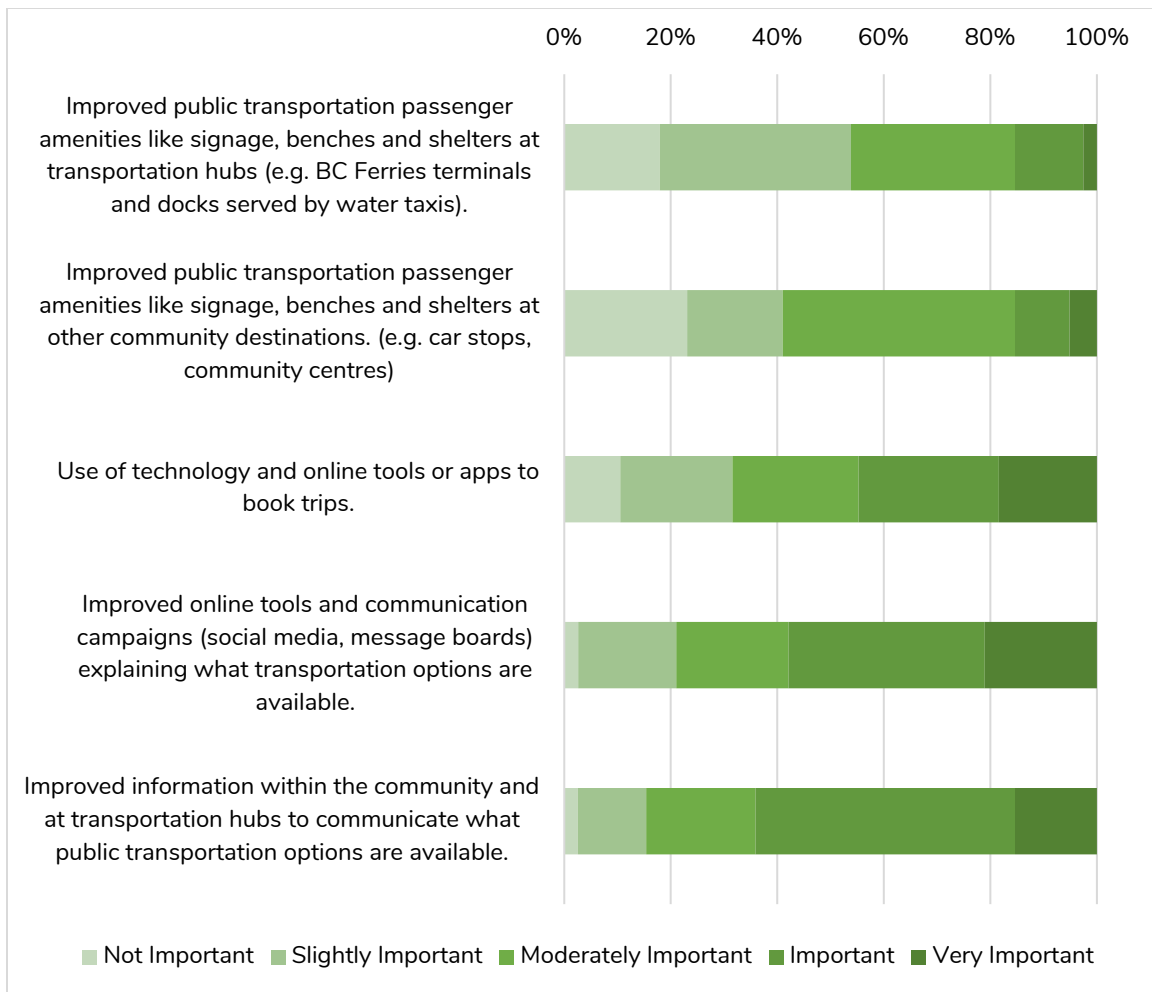


Figure 21. Importance of Public Transportation Supports - Saturna Island

Comments from Saturna Island respondents were primarily focused on a greater need for improved water transportation. However, the need for ride-hailing or community buses was also expressed, as well as bike racks on buses.



5.3.5 Water-Based Transportation Improvement Priorities

When asked whether improvements are required to better support public transportation in the Southern Gulf Islands, 77% of respondents said “Yes” and 23% of respondents said “No”. See **Figure 22**.

Do you think that improvements are required to support increased water-based transportation in the Southern Gulf Islands?

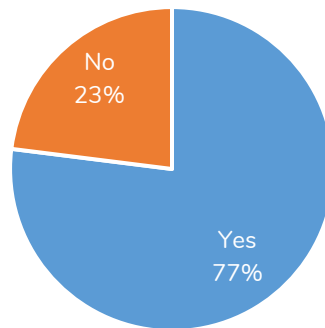


Figure 22. Support for Increased Water-Based Transportation

Respondents were also asked to indicate how important they think different amenities or service features are when considering whether to support a water-based transportation service. Their responses are summarized in **Figure 23**.

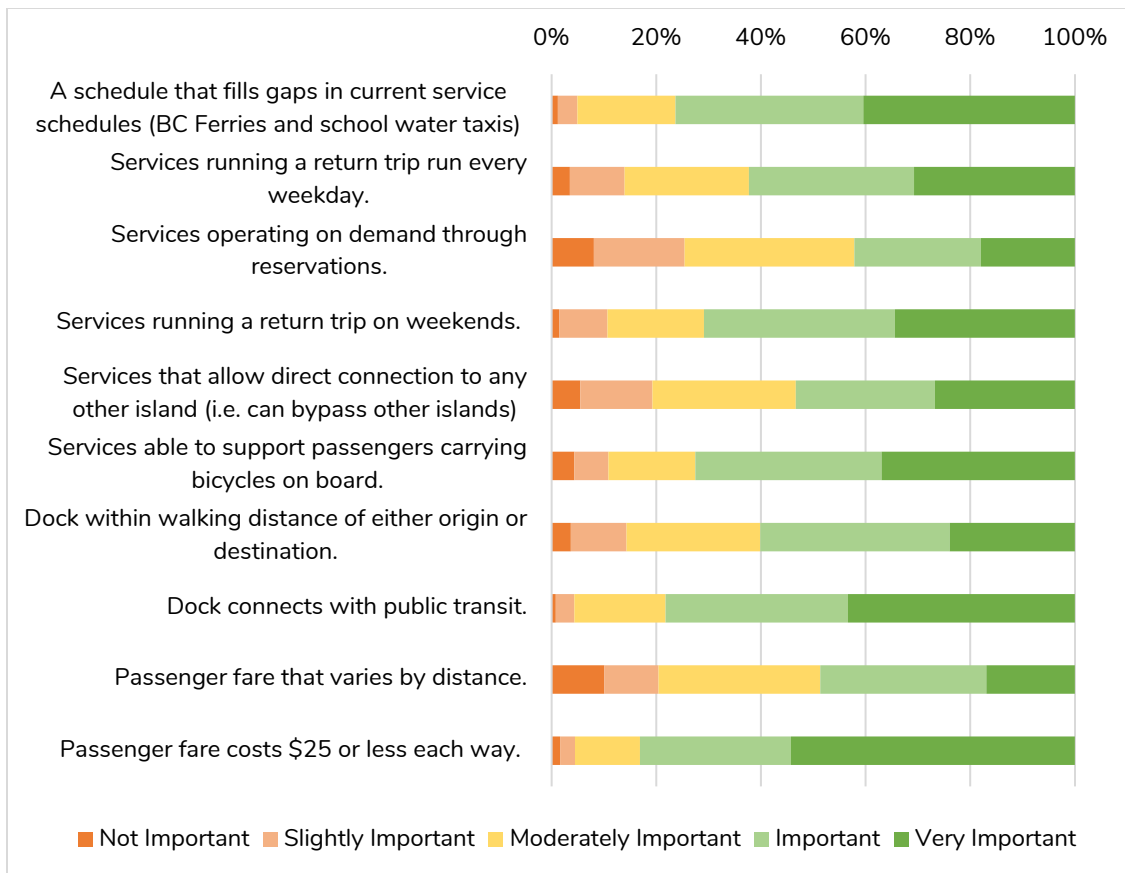


Figure 23. Importance of Water-Based Amenities or Service Features

Respondents were also asked whether there are any other water-based transportation amenities or service features that they think are important. The following themes arose from the comments:

- The need to allow for multi-modal connections when taking water transportation (e.g., connecting with bike routes or public transportation services).
- Services need to be aligned with school schedules and should also allow for day trips (i.e., people can travel to an island in the morning and return in the evening).
- \$25 was seen as too high for passenger fare, especially when considering families. Suggestions for fare payment included frequent traveler cards and a rate that integrates with public transportation fares.
- Vessels need to be accessible for wheelchairs, walkers, and strollers, and should accommodate bikes. There were also requests to make them pet friendly.



5.3.6 Other Ideas and Comments

The survey also asked respondents if they have any other ideas or comments on how the CRD could improve transportation options within the Southern Gulf Islands. Many of the previous themes were echoed here, including the need to make roads safer for pedestrians and cyclists as one of the top priorities. Other ideas included:

- Assistance with trip planning to make for more seamless journeys
- Using low-emission or emission-free vessels for water transportation
- Offering an electric bike share program

There were also several comments that were not in favour of paying additional taxes for transportation improvements, as well as some expressing that there are no issues and the islands should be left as is.

5.4 Ideas Tool

Visitors to the engagement site were able to submit their ideas for improving active, public, and water transportation. **91 contributions** were made in total and are summarized below.

Active Transportation

Comments were largely focused on implementing bike lanes, including safe bike routes to school. There was also a suggestion to provide incentives for landowners to allow public pathways on their properties.

Public Transportation

Ideas included electric buses, car sharing, and integration with ferry service. There were also several ideas relating to active transportation. Using public transportation as a way to prevent impaired driving was mentioned in a few of the comments.

Water Transportation

Comments included an ask for travel between the islands at a reasonable cost, as well as providing kids with a way to get home after extra-curricular activities on Salt Spring Island. Ideas for water taxi routes were also provided.



5.5 Additional Comments

Community members also submitted feedback via Facebook and email. These included the following topics:

- Unsafe roads for pedestrians and cyclists
- Vehicle speeds
- Support for a water taxi service
- Road maintenance concerns
- Rationale for increased taxes
- Accessible transportation options for seniors
- Desire to keep rural nature of islands

6.0 NEXT STEPS

The next steps in developing the Transportation Integration Plan are:

- Develop/cost out options and make recommendations
- Community consultation on draft options / costing
- Deliver final report to the CRD Board; seek direction on implementation



APPENDIX A – ONLINE SURVEY QUESTIONS

Southern Gulf Islands Transportation Integration

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Community Survey

We want to hear from you!

Complete this survey to help us better understand your transportation experiences, needs, and priorities on and between the Southern Gulf Islands, with a focus on **active transportation** (such as walking, cycling, and rolling), **public transportation** (community buses, taxis, and shuttles), and **water transportation** (passenger ferries and water taxis).

Your feedback will be used to build from and confirm what has been heard so far from past community projects and stakeholders, as well as to determine support for funding community transportation in the Southern Gulf Islands Electoral Area. The intention is to bring options back to the community later this fall for your feedback.

The survey should take approximately **10-15 minutes to complete**. All responses will be kept confidential and anonymous. Please do not provide your name, address or any other personal information that directly or indirectly identifies yourself and/or others. The survey will be open until November 14, 2021 at 11:55 pm.

Thank you for your time and participation! Let's get started.

Your Existing Travel Patterns

Please help us understand how you get around the Southern Gulf Islands right now.

What is your connection with the Southern Gulf Islands? Please select all that apply.

(Choose all that apply)

- ☐ I live on an island
- ☐ I own or rent property on an island but my permanent residence is elsewhere
- ☐ I own or operate a business on an island
- ☐ I am employed by a business or organization on an island
- ☐ I attend school or have family members in school on an island
- ☐ I visit the islands frequently but do not own or rent property there

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Answer this question only if you have chosen I live on an island for What is your connection with the Southern Gulf Islands? Please select all that apply.

How long have you lived in the Southern Gulf Islands community?

(Choose any one option)

- ☐ Less than a year
- ☐ 1-2 years
- ☐ 3-5 years
- ☐ 6-9 years
- ☐ 10+ years

Within the Southern Gulf Islands area, on which island do you spend most of your time?

(Choose any one option)

- ☐ Galiano Island
- ☐ Mayne Island
- ☐ North Pender Island
- ☐ South Pender Island
- ☐ Saturna Island
- ☐ Piers Island
- ☐ Salt Spring Island
- ☐ Penelakut Island
- ☐ Thetis Island

Besides the primary island you chose in the question above, where else do you commonly travel? This could be for purposes such as work, school, recreation or to access services, or your place of residence if you are a part-time resident or visitor to the Southern Gulf Islands. (Choose up to 3)

(Choose any 3 options)

- ☐ Galiano Island
- ☐ Mayne Island
- ☐ North Pender Island
- ☐ South Pender Island
- ☐ Saturna Island
- ☐ Piers Island
- ☐ Salt Spring Island
- ☐ Penelakut Island
- ☐ Thetis Island
- ☐ Saanich Peninsula area, including Sidney
- ☐ Other area within the Capital Regional District / Greater Victoria region
- ☐ Cowichan Valley Regional District
- ☐ Other Vancouver Island area
- ☐ Metro Vancouver / Lower Mainland region

When thinking of your transportation on and between the Southern Gulf Islands **before** the COVID-19 pandemic, what were your main ways of getting around? (Select up to five)

(Choose any 5 options)

- ☐ Walking

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- ☐ Cycling
- ☐ Rolling (e.g., using a wheelchair, other mobility aid, skateboard, scooter)
- ☐ Community bus
- ☐ School bus
- ☐ Car Stop / hitchhiking
- ☐ Private vehicle as a passenger (i.e. as a shared ride with family or friend)
- ☐ Private vehicle as a driver
- ☐ Taxi
- ☐ BC Ferries
- ☐ School District water taxi
- ☐ Private water taxi
- ☐ Personal boat
- ☐ Other (please specify)

When thinking of your transportation on and between the Southern Gulf Islands **during** the COVID-19 pandemic, what have been your main ways of getting around? (Select up to five)

(Choose any 5 options)

- ☐ Walking
- ☐ Cycling
- ☐ Rolling (e.g., using a wheelchair, other mobility aid, skateboard, scooter)
- ☐ Community bus
- ☐ School bus
- ☐ Car Stop / hitchhiking
- ☐ Private vehicle as a passenger (i.e. as a shared ride with family or friend)
- ☐ Private vehicle as a driver
- ☐ Taxi
- ☐ BC Ferries
- ☐ School District water taxi
- ☐ Private water taxi
- ☐ Personal boat
- ☐ Other (please specify)

Satisfaction with Existing Transportation Options

The Southern Gulf Islands Transportation Integration Plan is primarily focusing on forms of transportation other than private vehicles and BC Ferries services. These other forms include **active transportation** (such as walking, cycling, and rolling), **public transportation** (community buses, taxis, and shuttles), and **water transportation** (passenger ferries and water taxis).

Thinking of the Southern Gulf Island where you spend the most time, how satisfied / unsatisfied are you with the current transportation services and infrastructure available **on your island**?

| Questions | Very unsatisfied | Unsatisfied | Neutral | Satisfied | Very satisfied |
|-----------------------|------------------|-------------|---------|-----------|----------------|
| Active transportation | | | | | |
| Public transportation | | | | | |
| Water transportation | | | | | |

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Thinking of the Southern Gulf Islands area **as a whole**, how satisfied / unsatisfied are you with the ability to coordinate travel?

| Questions | Very unsatisfied | Unsatisfied | Neutral | Satisfied | Very satisfied |
|--|------------------|-------------|---------|-----------|----------------|
| Ability to connect between islands | | | | | |
| Ability to coordinate travel between different types of transportation | | | | | |

Priorities for Improving Transportation Options

Please tell us what priorities you support to improve transportation options by **active transportation** (such as walking, cycling, and rolling), **public transportation** (community buses, taxis, and shuttles), and **water transportation** (passenger ferries and water taxis) on the Southern Gulf Islands.

Priorities Across All Modes of Travel - Thinking across all forms of transportation beyond private vehicles, what are the top transportation planning priorities that you think should be considered for the Southern Gulf Islands? Rank in order of priority. (Most prioritized need first)

(Rank each option)

- _____ Improve pedestrian trails and walking routes connecting community destinations.
- _____ Improve cycling routes between community destinations.
- _____ Improve public transportation options available on each island, such as community bus, shuttles, taxis or Car Stop programs to complement transit.
- _____ Improve water transportation between islands, such as small passenger ferry services to complement BC Ferries.
- _____ Better coordinate transportation services and schedules between islands.
- _____ Improve signage and information to communicate transportation options.

Are there any other transportation planning priorities that you think should be considered for the Southern Gulf Islands?

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Active Transportation Priorities

What It Is: Any type of transportation that is human-powered. Most commonly referring to walking and cycling, it can also mean rolling using a wheelchair, scooter, skateboard, or inline skates.

Current State: Each of the Southern Gulf Islands has a diverse set of existing trails and road options that have been developed over time by many different organizations, including local trail societies, Parks and Recreation Commissions, BC Parks, Parks Canada, the BC Ministry of Transportation and Infrastructure (MoTI) and the CRD. However, some of the challenges that have been heard so far from stakeholders in this project include:

- Trails that do exist often have a recreational focus, and may not work as well for transportation purposes to connect key community destinations.
- Trail societies are an effective means to develop trails locally but often do not have access to secure funding sources, including those that are earmarked for governments
- Existing trails that do support transportation may not allow bicycles or support accessibility.
- There is often little space on road shoulders for pedestrians and cyclists. Developing pedestrian and cycling trails on or adjacent to road shoulders can be a more complex task as it requires coordinating with other agencies like MoTI, acquiring a License of Occupation to hold the trail, and undertaking a more technical engineering process to ensure drainage, maintenance and safety requirements are met.

Do you think that improvements are required to better support active transportation in the Southern Gulf Islands?

(Choose any one option)

☐ Yes

☐ No

Answer this question only if you have chosen Yes for Do you think that improvements are required to better support active transportation in the Southern Gulf Islands?

What do you think are the top three priorities to improve active transportation on your island? (choose up to 3)

(Choose any 3 options)

- ☐ Create more space for safe walking and cycling along existing roadways.
- ☐ Develop new off-road trails for walking and cycling that connect key destinations.
- ☐ Improve the accessibility of existing trails for use by people using bicycles, wheeled mobility aids, strollers, etc.
- ☐ Traffic calming and other measures to reduce traffic speeds.
- ☐ Signage and other tools to better communicate safe road-sharing expectations to drivers.
- ☐ Better maintain existing walking and cycling routes.
- ☐ Improve walking and cycling maps and their availability online and in the community.
- ☐ Install more bike racks and safe bicycle / scooter parking at key community destinations.
- ☐ Install more e-bike plug ins at key community destinations.
- ☐ Other (please specify)

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Public Transportation Priorities

What It Is: Public transportation can take many forms in smaller and more rural communities and usually looks very different from the large buses seen operating transit in more urban communities.

Services appropriate for the Southern Gulf Islands typically use smaller vehicles, may be operated by non-profits and volunteers, and may also operate on demand rather than following a specific route and bus schedule.

Some types of services include:

- **Community bus services** connecting key destinations and neighbourhoods, either using a schedule or on demand
- **Shuttle services**, such as for larger groups travelling together or special events
- **Taxi** services and other forms like ride-hailing where transportation is provided by a driver in a private vehicle for payment.
- **Car Stop programs** (and other volunteer driver programs) where Car Stop signs are in key spots where people who need rides wait for willing drivers.

Current State: Prior to COVID-19, the four largest Southern Gulf Islands each had community bus and shuttle services operating, as well as Car Stop Programs on most islands and volunteer coordination between the islands for major events like Tour des Iles.

Due to financial insecurity, at this time only Mayne has a community bus and Saturna has an on-demand shuttle program still operating. There is currently no taxi service on any of the islands and COVID health considerations also impacted the use of Car Stop programs. Some islands have school bus service, but non-students are not allowed to ride.

Do you think that improvements are required to better support public transportation in the Southern Gulf Islands?

(Choose any one option)

- ☐ Yes
- ☐ No

Answer this question only if you have chosen Yes for Do you think that improvements are required to better support public transportation in the Southern Gulf Islands?

What are your top three priorities to improve public transportation options on your island? (choose up to 3)

(Choose any 3 options)

- ☐ Community bus service that operates during the peak summer season only (e.g. June to September) and only on weekends (e.g. Friday – Sunday).
- ☐ Community bus service that operates during the peak summer season only but across more days of the week than just weekends.
- ☐ Community bus service that operates year-round with schedules targeted to mainly focus on morning and afternoon/evening commuter travel.
- ☐ Community bus service that operates year-round at commuter times plus other times of the day.
- ☐ Shuttle services to transport residents and visitors to special events.
- ☐ Taxi or ride-hailing options.
- ☐ Expanded and relaunched Car Stops Program when COVID health restrictions lessen.
- ☐ Car share programs.
- ☐ Other (please specify)

Answer this question only if you have chosen Yes for Do you think that improvements are required to better support public transportation in the Southern Gulf Islands?

Please indicate how important you think the following public transportation supports are for your island. (on a scale of 1 to 5 where 1 is

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Rate how important you think the following public transportation supports are for your island (1 is not important and 5 is very important)

| Questions | 1 - Not important | 2 - Slightly Important | 3 - Moderately Important | 4 - Important | 5 - Very Important |
|---|-------------------|------------------------|--------------------------|---------------|--------------------|
| Improved public transportation passenger amenities like signage, benches and shelters at transportation hubs (e.g. BC Ferries terminals and docks served by water taxis). | | | | | |
| Improved public transportation passenger amenities like signage, benches and shelters at other community destinations. (e.g. car stops, community centres) | | | | | |
| Use of technology and online tools or apps to book trips. | | | | | |
| Improved online tools and communication campaigns (social media, message boards) explaining what transportation options are available. | | | | | |
| Improved information within the community and at transportation hubs to communicate what public transportation options are available. | | | | | |

Answer this question only if you have chosen Yes for Do you think that improvements are required to better support public transportation in the Southern Gulf Islands?

Are there any other public transit supports that you think are important for your island?

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Water-Based Transportation Priorities

What It Is: Water-based transportation is intended to complement existing BC Ferries service. Helping to connect the individual Southern Gulf Islands as a region, water transportation serves smaller docks that may include those operated by the CRD Southern Gulf Islands Harbour Commission or private marinas. These services typically operate using water taxis or passenger ferries that may operate using routes and schedules or on demand.

Current State: There are currently a number of existing private water taxi operators within the Southern Gulf Islands and surrounding region, and School District 64 also contracts out water-based school transportation services between the islands. Events like Tour des Iles have showcased how coordinated water transportation between islands can potentially work. Most recently, the Southern Gulf Islands Tourism Partnership operated the AquaLink Pilot Project on weekends in early fall 2021 that connected Galiano, Mayne, Saturna, North Pender and Salt Spring.

Some of the considerations around water transportation include its cost, regulatory requirements and operating conditions:

- Smaller boats have fewer regulatory requirements and can be a viable option in fair weather and for year-round operation in more protected routes (such as between Galiano and Mayne).
- Larger vessels are required for year-round operation that can serve more open routes such as connection to Salt Spring Island and remain reliable during more severe weather. However, these boats also cost approximately more to operate than smaller boats due to certification and regulatory requirements.

Do you think that improvements are required to support increased water-based transportation in the Southern Gulf Islands?

(Choose any one option)

- ☐ Yes
☐ No

Answer this question only if you have chosen Yes for Do you think that improvements are required to support increased water-based transportation in the Southern Gulf Islands?

Please indicate how important the following amenities or service features are for you when considering whether to support a water-based transportation service. (on a scale of 1 to 5 where 1 is not important and 5 is very important)

| Questions | 1 - Not important | 2 - Slightly important | 3 - Moderately important | 4 - Important | 5 - Very important |
|---|-------------------|------------------------|--------------------------|---------------|--------------------|
| A schedule that fills gaps in current service schedules (BC Ferries and school water taxis) | | | | | |
| Services running a return trip run every weekday. | | | | | |
| Services operating on demand through reservations. | | | | | |
| Services running a return trip on weekends. | | | | | |
| Services that allow direct connection to any other island (i.e. can bypass other islands) | | | | | |
| Services able to support passengers carrying bicycles on board. | | | | | |
| Dock within walking distance of either origin or destination. | | | | | |
| Dock connects with public transit. | | | | | |
| Passenger fare that varies by distance. | | | | | |
| Passenger fare costs \$25 or less each way. | | | | | |

Southern Gulf Islands Transportation Integration

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Answer this question only if you have chosen Yes for Do you think that improvements are required to support increased water-based transportation in the Southern Gulf Islands?

Are there any other amenities or service features that you think are important when considering a water-based transportation service?

Southern Gulf Islands Transportation Integration

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Other Thoughts on Transportation Needs and Priorities

Do you have any other ideas or comments on how best we could improve transportation options within the Southern Gulf Islands?

Southern Gulf Islands Transportation Integration

Get Involved CRD

About You

To help us better understand responses, please tell us more about yourself.

Which age category do you belong to?

(Choose any one option)

- ☐ Under 18
- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75 and over



Southern Gulf Islands Updated Housing Market Analysis Report

February 2022

Prepared for the Capital Regional District



Making a difference...together

By Urban Matters CCC

urban
matters

Acknowledgements

The Capital Regional District Southern Gulf Islands is located on the traditional territories of the territories of the Coast and Straits Salish peoples.

We are grateful for the contributions, time, and energy from the Capital Regional District Community Liaisons, Victoria Real Estate Board, and community members who participated in the development of this report.

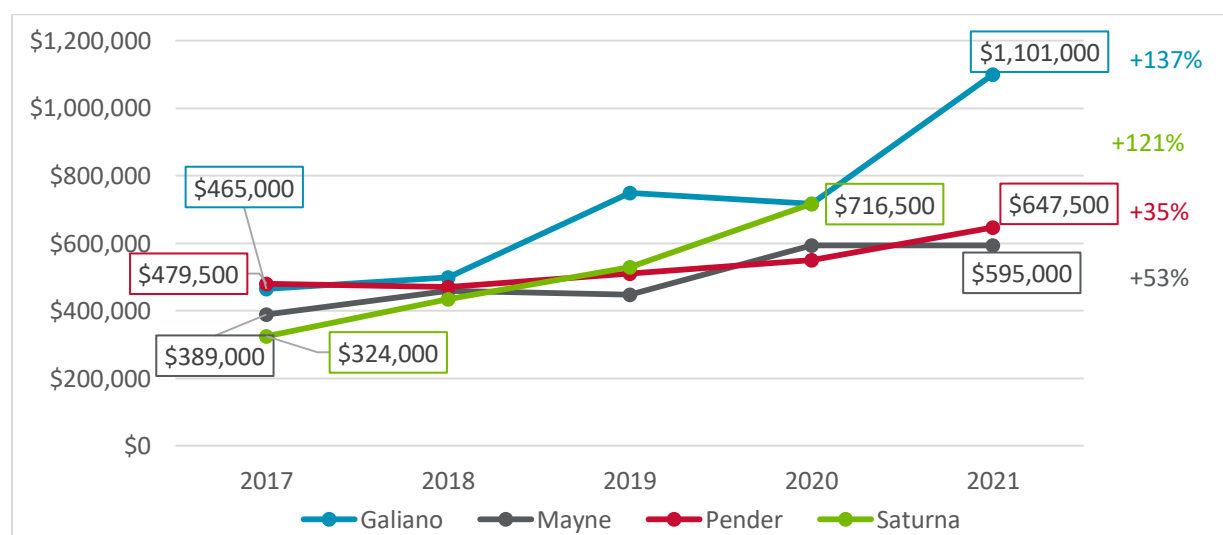
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Executive Summary

The Southern Gulf Islands (SGI) Housing Needs Assessment completed in 2018 provided the Capital Regional District (CRD) with insights on baseline and projected housing needs. Due to COVID-19, housing prices (sales and rentals) have increased. This is consistent with significant real estate increases seen in other parts of the province. This reporting provides an updated market analysis of the housing market across the SGI communities.

Between 2017 and 2021, median sales prices have increased significantly: between 35% to 137% depending on the island.

Median Sales Price for Single-Detached Dwellings by Southern Gulf Island¹, 2017-2021



From 2018 to 2021, the housing inventory and market conditions have made purchasing or renting housing less accessible for residents and workers on the SGI. Across the SGI, there has been moderate gains in new housing builds and starts (Recent Completions by Building Permit Data), primarily focused across Galiano Island and North and South Pender Islands.

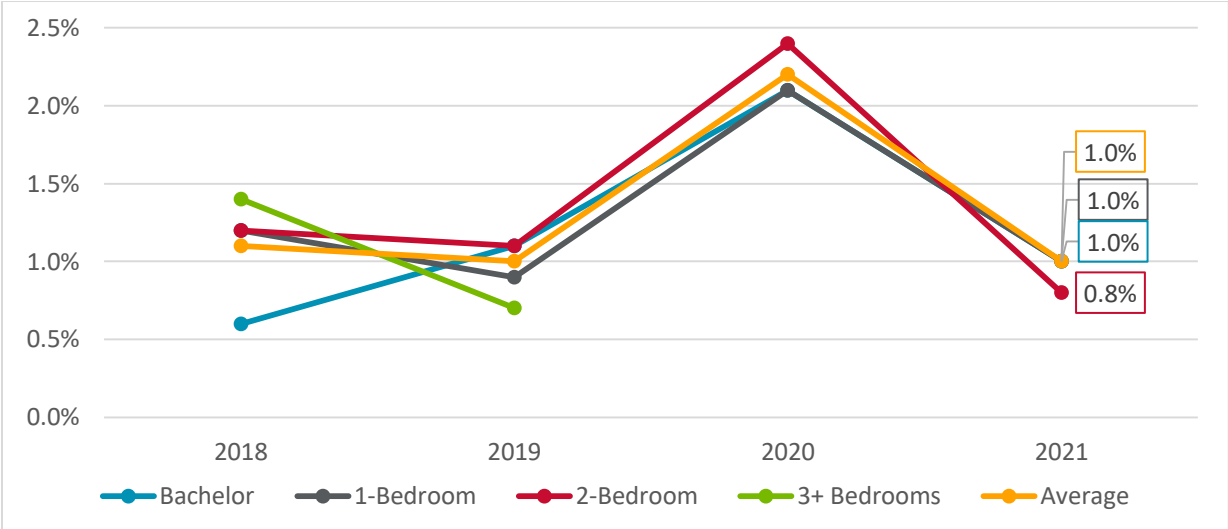
Since 2018, there has been limited improvement in housing affordability for homeowners and renters. Home ownership remains out of reach for many households due to increasing housing costs and challenges with attaining affordable mortgages.

Data on the primary rental market is limited and is not collected through the Canada Mortgage Housing Corporation's (CMHC) Rental Market Survey. To understand the rental market across the SGI communities, a background review of Islands Trust and CRD documentation was completed, in conjunction with targeted interviews. Community members rely on word-of-mouth communication to prioritize housing for local residents due to the competitive nature of the limited rental housing stock. Rental stock is difficult to track due to the informal nature of how rental availability is shared (i.e., not through real estate platforms).

¹ Single-detached dwelling sales data is not available for Saturna Island for 2021. The percent change for Saturna is calculated from 2017-2020.

Regionally (i.e., across the CRD), the data shows rental pressures across all communities. Even where there is a high number of purpose-built rentals, rental pressures are high. The SGI has minimal purpose-built rental units, and communities face their own unique rental housing issues, which exacerbate existing regional rental pressures. Vacancy rates in purpose-built rentals have remained low averaging at 1%, where a healthy rate is 3%-5%.

Primary Market Rental Vacancy Rates, Capital Region (Victoria CMA), 2018-2021

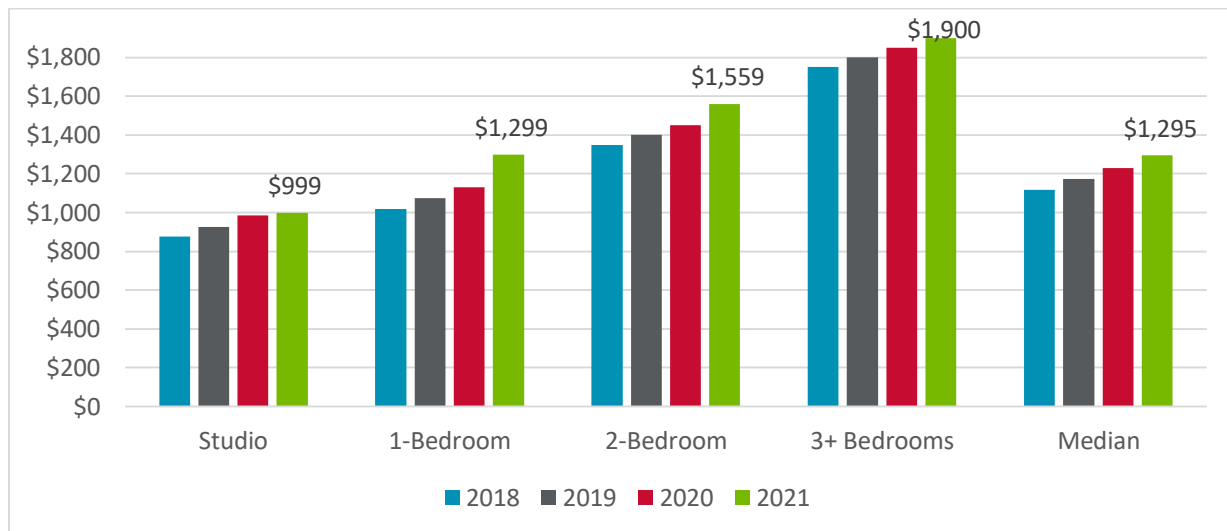


Renters face insecurity with the majority of rental housing across SGI comprising of secondary market rental units.² Seasonal housing demands places increased burdens on the rental market, which is limited across the SGI. Employers face challenges with staffing due to the employee challenges with securing affordable housing.

Between 2018 and 2021, regional median rental rates have increased between 9% to 27%. Rental rate increases in the primary market are somewhat controlled due to legislation which limits the annual amount rental rates can increase by.

² Fee simple single-family homes, secondary suites, strata condominiums, and townhouses being rented out by private owners.

Primary Market Rental Median Rent by Bedroom Type, Capital Region (Victoria CMA), 2018-2021



Key Areas of Need

The following outline the key areas of need across the SGI:



The 2018 Housing Needs Assessment showed that incomes and costs of housing were misaligned. This gap appears to have widened in the last 4 years.



The rental situation on the islands is desperate and is adversely impacting the local economy and the ability to deliver services.



Primary market rental stock is limited. The majority of rental units are through the secondary market which leads to insecurity for the renter. Renters are often precariously housed with a lack of proper renter protections. Rental pressures across the region are high, and this pressure is heightened across the SGI due to a lack of primary rental stock.



Hidden homelessness is being experienced by individuals across all islands. This continues to be an issue with individuals couch surfing, living out of cars and boats, and camping.



Housing supply is limited and lacks diversity, with development lagging, this has resulted in a persistent challenge for owners and renters trying to source affordable, adequate, and suitable housing.

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1 Introduction

The Southern Gulf Islands (SGI) are comprised of Galiano, Mayne, North and South Pender (Penders), and Saturna Islands, located within the traditional territories of the Coast and Straits Salish peoples. The Capital Regional District (CRD) is undertaking work across the SGI to make strategic recommendations to address housing challenges identified through the Housing Strategy (2022).

This report builds on the baseline data and key findings from the Southern Gulf Islands Housing Needs Assessment report completed in 2018. The following are key findings from the 2018 Housing Needs Assessment:

- Critical shortage of supply of suitable and affordable rental units
- Home ownership is out of reach for most households across the SGI
- Rental housing is impacted by seasonal short-term rental demands
- Local businesses and employees face serious housing challenges due to affordability and availability

Since 2018, market data indicates housing sales prices have continued to grow on each of the islands and the housing markets in each of the four communities have been impacted by the broader pandemic and economic conditions. This report provides an overview of market housing needs and challenges based on analysis of quantitative data from AirDNA, BC Assessment, BC Housing, Canada Mortgage and Housing Corporation, Capital Regional District, Vancouver Island Real Estate Board, Victoria Real Estate Board.

The market data was contextualized through background review produced by Islands Trust, Capital Regional District, and selective targeted interviews. This report is comprised of the following sections:

- Market Housing
- Rental Housing
- Non-Market Housing
- Community Context and Research Summary
- Conclusion

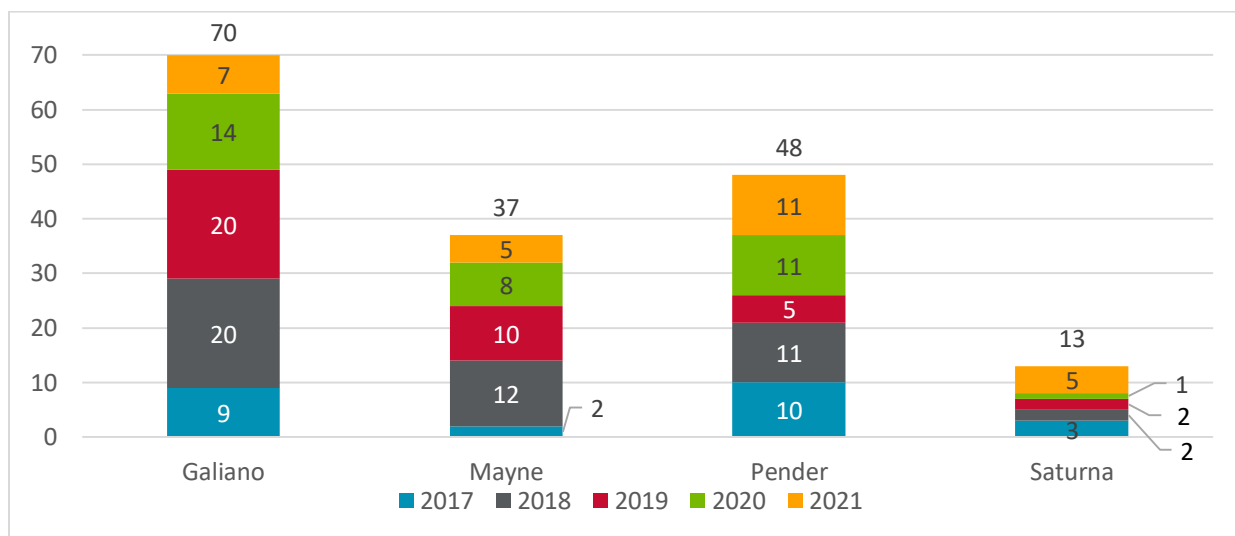
2 Market Housing

Housing across the SGI remains limited. Communities use internal networks to help prioritize housing for local residents due to challenges with supply. Housing stock continues to remain low due to increased material costs and labour support challenges (i.e., limited contractors across SGI).

2.1 Recent Completions by Building Permit Data

The SGI Electoral Area has seen a modest increase in the number of new dwelling units from 2017 to 2021 as shown by the CRD building permit data. In total, the CRD issued building permits for 168 new single-detached dwellings and 22 secondary suites and auxiliary dwellings during this time period.

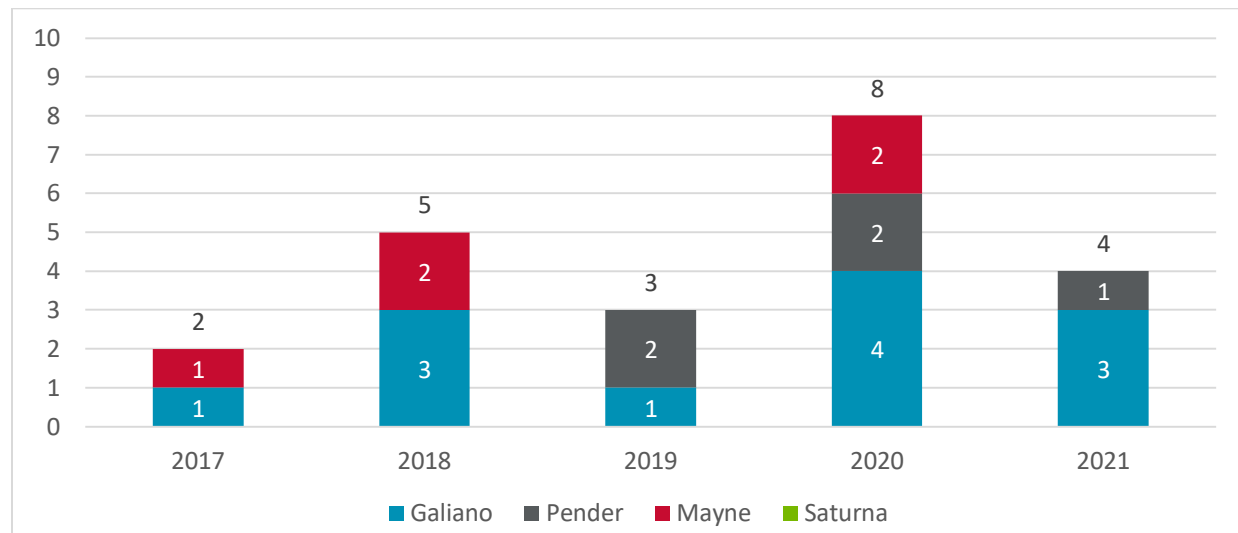
Figure 1: Building Permits Issued for New Single-Family Dwellings, Southern Gulf Islands, 2017-2021



Source: Capital Regional District Building Permit Data, Southern Gulf Islands Electoral Area

The SGI Electoral Area has seen a consistent number of building permits issued for accessory dwelling units (e.g., cabins, carriage houses, cottages). Between 2017 to 2021, a total of 22 building permits were issued. Of the 22, only 3 permits were issued for secondary suites, solely located on the Penders. Galiano Island held the largest share of the building permits for these two dwelling categories at 55%, with no building permits issued for Saturna Island.

Figure 2: Building Permits Issued for Secondary Suites and Auxiliary Dwellings, Southern Gulf Islands, 2017-2021



Source: Capital Regional District Building Permit Data, Southern Gulf Islands Electoral Area

2.2 Homeownership

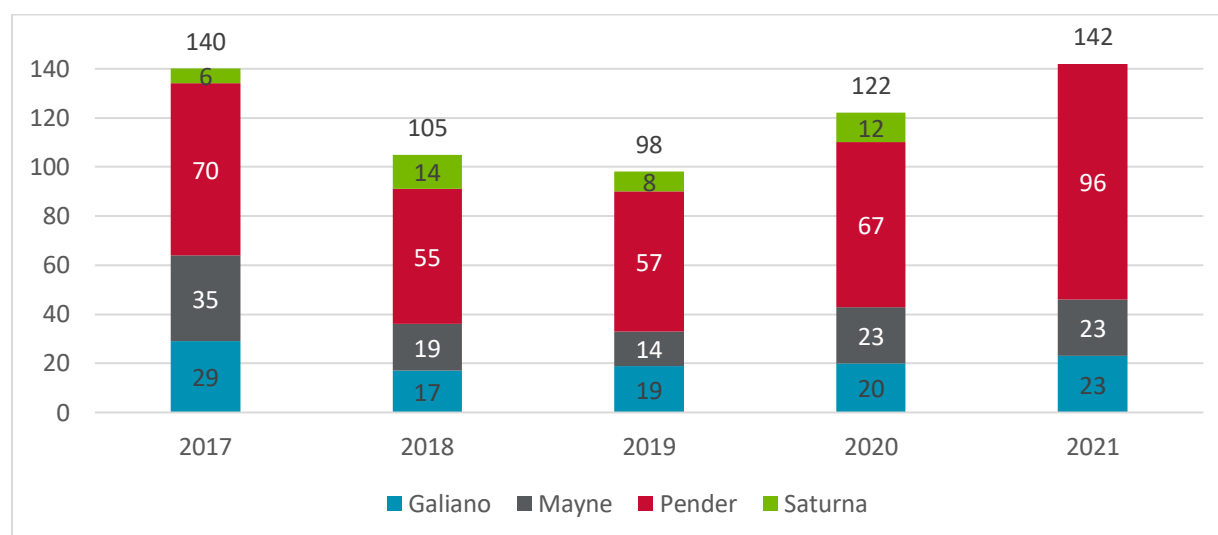
Single-detached dwellings are the primary form of housing available for prospective homeowners to purchase across the SGI. This reflects SGI's housing composition as it is primarily made up of single-detached dwellings (96% in 2016). Recent housing sales data for the SGI indicate that the number of single-detached dwellings sold in 2020 and 2021 has not been impacted due to the pandemic and its economic impacts. Despite a slowdown in home sales in 2018-19, 2020 and 2021 saw an increase and has grown back to 2017 levels.

From 2017 to 2021, the Penders held the largest proportion of single-detached dwellings sold across the SGI, reflecting the relative availability of housing for purchase compared to the other islands. Saturna Island held the smallest proportion of single-detached dwellings sold during the same period.

Through this process, we heard that policies and regulations across all islands (i.e., Islands Trust policies, Capital Regional District bylaws) create a complex environment that limits development due to challenges with permitting approvals and density limits. Additionally, development across all islands is limited due to labour availability and the high costs of procuring construction materials, which face the additional cost of material transportation to the islands.

Key informants explained that the high sales prices of homes and land make it challenging for local prospective homebuyers to secure financing. Banks require high down payments and consider the SGI a high-risk lending zone. There are financing obstacles when purchasing raw land, which has discouraged new builds. As a result, many prospective home buyers need to source multiple incomes to afford living in the community. The increased cost of housing prices and land have widened the affordability gap for homeownership.

Figure 3: Number of Single-detached Dwellings Sold, Southern Gulf Islands³, 2017-2021



Source: Vancouver Island Real Estate Board and Victoria Real Estate Board

From 2016 to 2021, the average assessed value for a single-detached dwelling across the SGI has grown by 52% from \$382,753 to \$581,273. The average assessment value increases if the dwelling contains a suite or is located on a property with 2 acres or more. For single-detached dwellings and duplexes on 2 acres or more, the average assessed value in 2021 is over one million dollars at \$1,013,410.

Table 1: Average Assessment Value by Dwelling Type, Southern Gulf Islands⁴, 2016-2020

| | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2016-2021 (%) |
|--|-----------|-----------|-----------|-----------|-----------|-------------|---------------|
| Single Family | \$382,753 | \$413,770 | \$469,615 | \$515,569 | \$548,825 | \$581,273 | 52% |
| Dwelling with Suite | \$447,314 | \$482,678 | \$534,406 | \$588,261 | \$633,073 | \$667,775 | 49% |
| Seasonal Dwelling | \$310,177 | \$344,975 | \$389,275 | \$422,538 | \$429,072 | \$454,414 | 47% |
| 2+ Acres (Single Family Dwelling, Duplex) | \$724,580 | \$759,898 | \$833,581 | \$933,110 | \$953,780 | \$1,013,410 | 40% |

Source: BC Assessment

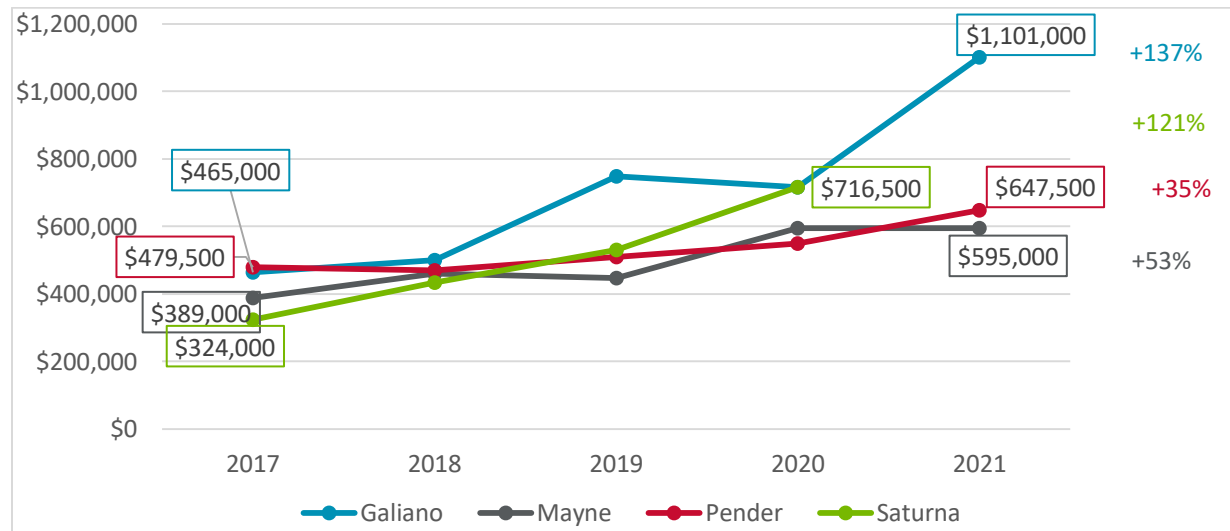
Recent sales data for single-detached dwellings on the SGI show the average sales prices are higher than the average assessed value, indicating strong demand for housing. Galiano Island leads in housing prices

³ Single-detached dwelling sales data is not available for Saturna Island for 2021.

⁴ Average assessment values for other dwelling type categories are not available for the Southern Gulf Islands due to limited public data.

across the SGI, with an average sales price of \$1,101,000 for a single-detached dwelling in 2021. Notably, Galiano Island saw the highest average sales prices jump for single-detached dwellings from 2017 to 2021, growing 137% and is followed by Mayne Island (53%) and the Penders (35%).

Figure 4: Median Sales Price for Single-Detached Dwellings by Southern Gulf Island⁵, 2017-2021



Source: Vancouver Island Real Estate Board and Victoria Real Estate Board

The homeownership market remains competitive for those seeking affordable homes. Across the SGI, the market for home sales has rebounded; however, homes over \$1M tend to remain on the market for longer periods due to the high price point.

⁵ Single-detached dwelling sales data is not available for Saturna Island for 2021. The percent change for Saturna is calculated from 2017-2020.

3 Rental Housing

The SGI's climate and recreation opportunities draw an influx of visitors throughout the year and the visitations peak during the summer months of the year, which results in seasonal evictions as homeowners return during the summer months. As such, rental housing is an important part of the housing stock year-round for visitors and for workers that support the tourism and hospitality sector across the SGI.

3.1 Primary Rental Market (Regional Trends)

While it is estimated from BC Assessment data that there were 14 units in the primary rental market on the SGI in 2020, there is no data currently collected and available on the market rents or vacancy rates for this component of the rental housing inventory.

To understand rental housing trends across the SGI, data on the Victoria Census Metropolitan Area (CMA)⁶, is used to provide context on the region. Regionally, there has been an increase in primary market rents and low vacancy rates for the last few years even while the total number of units in the primary market has increased. This indicates that rental housing is limited across the region and that there is significant demand for rental housing.

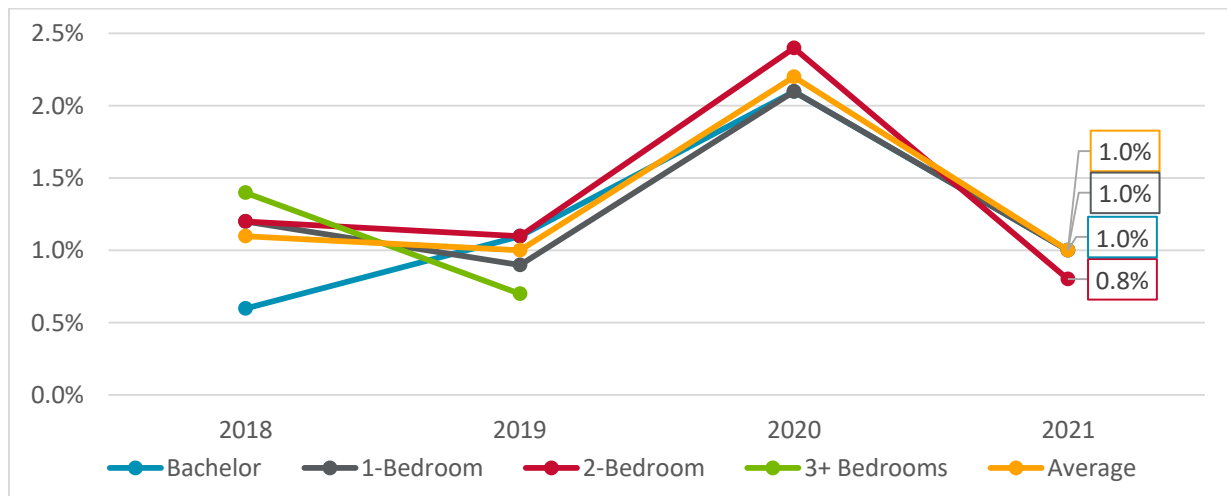
The primary market rental vacancy rates for the Capital Region have remained below 3% from 2018 to 2021 indicating low availability of rental housing. A healthy rental market usually has a vacancy rate between 3% to 5%.

Across the SGI communities, there are extremely low vacancy rates where community members are often seeking housing for extended periods of time.

Due to the limited primary rental market housing stock, the majority of rental housing is sought out through the secondary market which leads to insecurity for the renter. Renters are often precariously housed with a lack of proper renter protections. As a result of the limited affordable rental stock, hidden homelessness (e.g., living in boats, camping, overcrowded homes) has increased across the SGI.

⁶ The Victoria CMA consists of the following communities: District of Saanich, City of Victoria, City of Langford, District of Oak Bay, District of Esquimalt, City of Colwood, District of Central Saanich, District of Sooke, Town of Sidney, District of North Saanich, Town of View Royal, District of Metchosin, Electoral Area of Juan De Fuca (Part 1), District of Highlands, New Songhees IR 1A, East Saanich IR 2, South Saanich IR 1, Cole Bay IR 3, T'Sou-ke IR, Becher Bay IR 1, Union Bay IR 4, and Esquimalt IR.

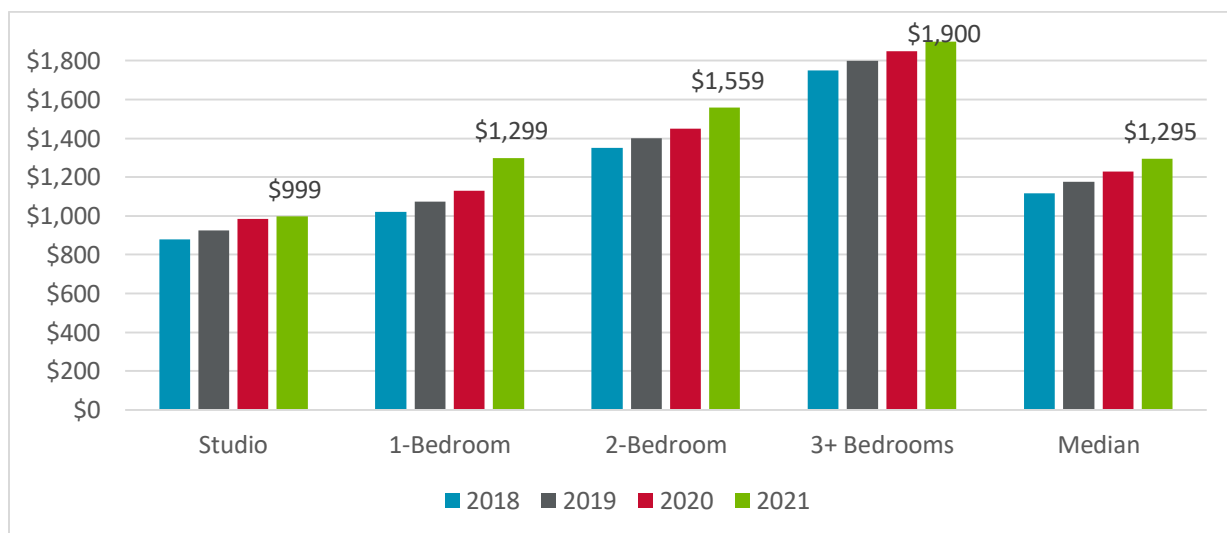
Figure 5: Primary Market Rental Vacancy Rates, Victoria CMA, 2018-2021



Source: CMHC Rental Market Survey

The median rent for all unit types in the primary rental market in the Capital Region has increased by 16% from 2018 to 2021 or an average annual rate of 5%. An increase in median market rents was experienced across all bedroom types in the Capital Region during this period.

Figure 6: Primary Market Rental Median Rent by Bedroom Type, Victoria CMA, 2018-2021



Source: CMHC Rental Market Survey

Rental housing availability across the SGI is communicated through informal networks such as word-of-mouth communication, social media groups, and community bulletin boards. As a result, fluctuations in rental housing stock are difficult to track.

3.2 Short-Term Rental Housing

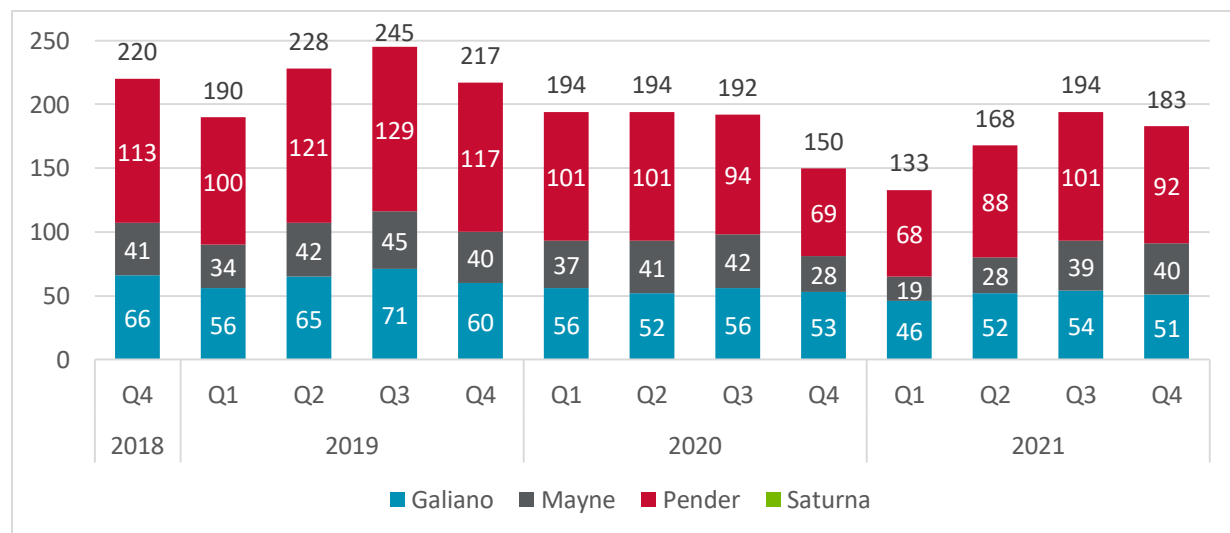
According to AirDNA⁷ short-term rental data, between 2018 to 2021 there was an average of 192 short-term rental units listed for rent across the SGI at any given quarter of the year. From 2019 to 2020 there was a 20% decrease in total short-term rental units between Q2 and Q3, likely due to COVID-19. This may be a trend worth monitoring to see if this increases in 2022 with the removal of COVID-19 travel restrictions.

There were no seasonal fluctuations in the number of available units, except for the last quarter of 2020 and the first quarter of 2021, and no major changes in the number of total units available for rent. This data indicates that the proportion of short-term rental units on Galiano Island, Mayne Island and the Penders has stayed consistent over the last few years.

Community employers struggle with staffing due to employees having challenges with sourcing affordable housing. Some employers have taken it upon themselves to source housing for their employees. Seasonal employment to address additional tourism demands have increased the burden of seasonal housing.

There is typically a significant increase in Q3 (summer months) to accommodate seasonal tourism (e.g., hiring staff / recreational visitors). Short-term rentals have decreased across all islands due to changes in ownership where household demographics have shifted to full-time residents, thereby reducing the rental units available over time.

Figure 7: Number of Short-Term Units Available for Rent, Southern Gulf Islands⁸, 2018-2021



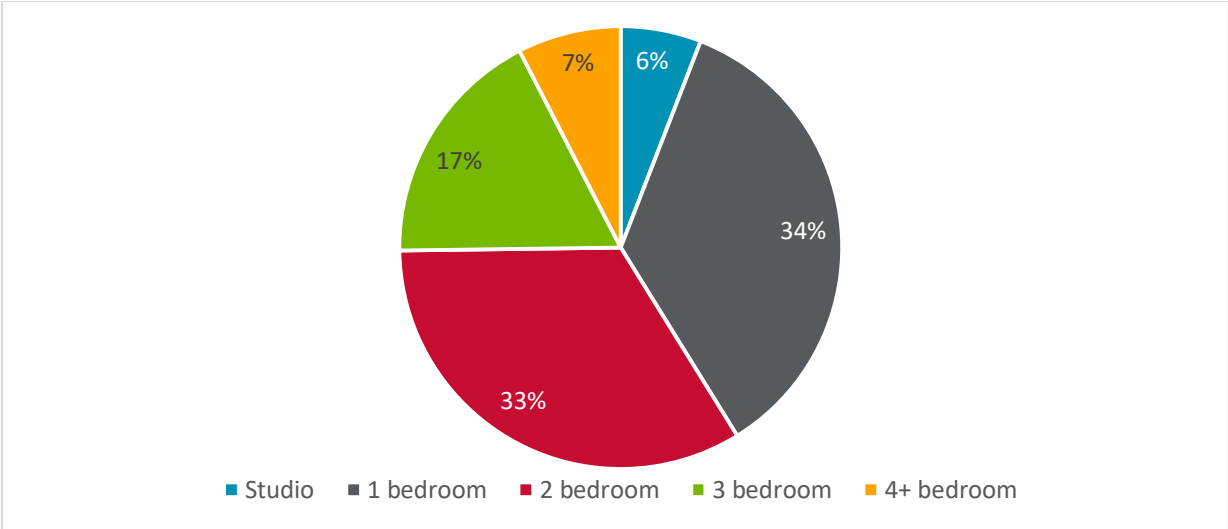
Source: AirDNA

⁷ AirDNA is a data analytics source for short-term rental data which tracks daily performance of properties on Airbnb and VRBO in 120,000 global markets.

⁸ Short-term rental data for Saturna Island is not available.

Short-term rental units on the SGI are offered in a variety of sizes and are available across a number of bedroom units per listing. Forty percent (40%) of the short-term rental units available for rent on the SGI as of January 19, 2022, are studio and 1-bedroom units, followed by 33% in 2-bedroom units and 30% of 3-bedroom or larger units. The data does differentiate between whole dwellings for rent or single rooms for rent.

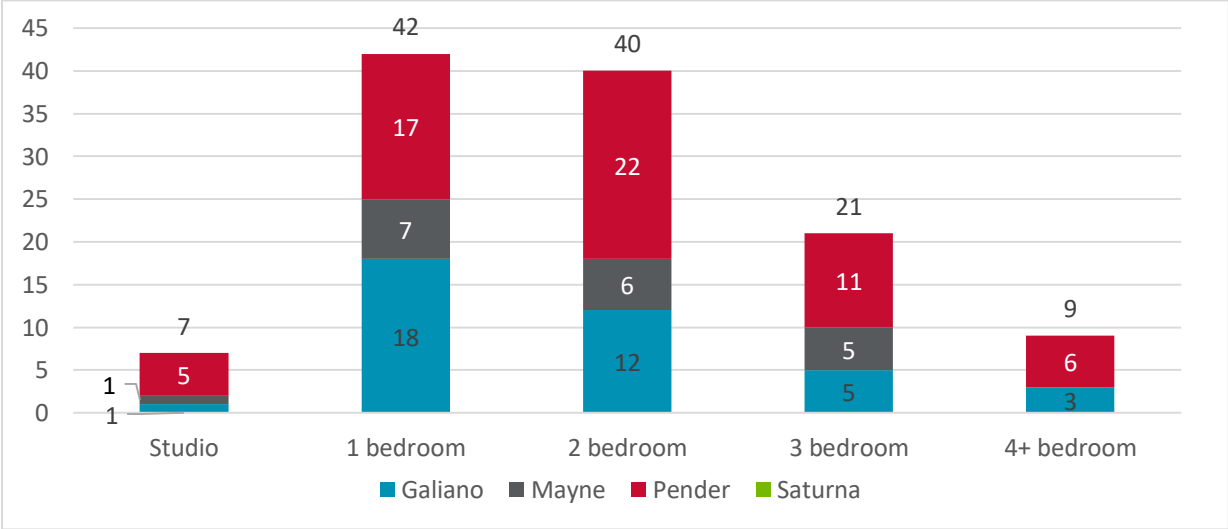
Figure 8: Short-Term Rental Availability by Rental Size, Southern Gulf Islands, January 2022



Source: AirDNA

The Penders and Galiano Islands provide the most short-term rental housing in the SGI as of January 2022, making up 85% of short-term rentals in the SGI. These two islands also have the largest share of short-term in each of the rental size categories.

Figure 9: Short-Term Rental Availability by Rental Size and Geography, January 2022

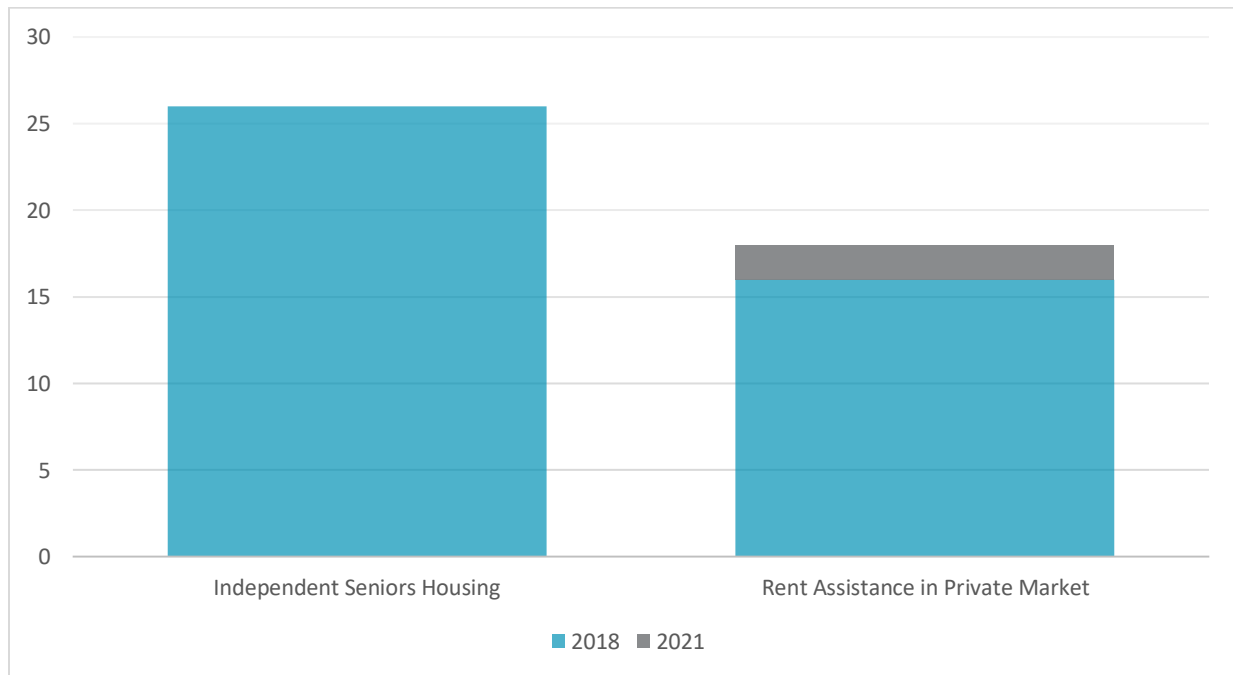


Source: AirDNA

4 Non-Market Housing

Since 2018, the SGI have seen no change in non-market housing, with 26 seniors' units located across the Penders, Galiano and Saturna Island. The number of households receiving rent assistance in the private market grew more modestly from 16 supplements to 18 supplements from 2018 to 2021.

Figure 10: Non-Market Housing Units, Southern Gulf Islands, 2021



Source: BC Housing

SGI communities have reported significant demand for non-market housing for lone-parent households, low-income families, seniors, and recent retirees.

5 Community Context and Research Summary

To better understand housing needs and challenges faced by the SGI communities, community context was developed through a background review of existing Islands Trust and CRD reporting, as well as selective targeted interviews. The following themes were identified:

Homelessness

Individuals experiencing homelessness are present across islands. Hidden homelessness continues to be an issue with individuals couch surfing, living out of cars and boats, and camping.

Land Use and Development

Building policy and zoning regulations have been challenging to navigate due to Islands Trust and Capital Regional District overlapping jurisdictions. Housing development could be expedited with more leniency in requirements for housing to be built.

Housing Stock

Communities use internal networks to help prioritize housing for local residents as housing supply remains limited across the SGI. Affordable rental and entry-level housing stock for homeownership remains low; opportunity to build new housing stock is limited due to increased material cost, labour support challenges and restrictive building policy and zoning regulation.

Employee Housing

Due to the lack of affordable short-term rental housing during the summer season, local businesses need to create their own staff housing solutions.

Homeownership

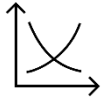
There is limited housing stock for those wishing to transition to home ownership. A high demand exists for affordable studio, 1- and 2- bedroom units. Home ownership changes has impacted volunteer-run community boards and services.

Rental Market

Rental housing stock is limited with minimal purpose-built rental housing units available. Seasonal housing demands increase the need for more short and long-term rental supply. The limited rental stock and fluctuating seasonal demand has created additional pressure on the secondary rental housing market. Vacancy rates are low across the SGI.

6 Conclusion

Since the 2018 Housing Needs Assessment, not much has changed across the SGI – the following are key takeaways between 2018 and 2021.



The 2018 Housing Needs Assessment showed that incomes and costs of housing were misaligned. This gap appears to have widened in the last 4 years.



The rental situation on the islands is desperate and is adversely impacting the local economy and the ability to deliver services.



Primary market rental stock is limited. The majority of rental units are through the secondary market which leads to insecurity for the renter. Renters are often precariously housed with a lack of proper renter protections. Rental pressures across the region are high, and this pressure is heightened across the SGI due to a lack of primary rental stock.



Hidden homelessness is being experienced by individuals across all islands. This continues to be an issue with individuals couch surfing, living out of cars and boats, and camping.



Housing supply is limited and lacks diversity, with development lagging, this has resulted in a persistent challenge for owners and renters trying to source affordable, adequate, and suitable housing.



SOUTHERN GULF ISLANDS TRANSPORTATION INTEGRATION PLAN

Round 2 Engagement – What We Heard Report

Prepared For: Capital Regional District (CRD)

Date: March 28, 2022

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1.0 PROJECT OVERVIEW

The Capital Regional District is developing a Southern Gulf Islands (SGI) Transportation Integration Plan. Building on past studies and community feedback, the purpose of the project is to create a blueprint for the future to move from ideas to action when it comes to transportation on and between the largest Southern Gulf Islands: Galiano, Mayne, Saturna, and North and South Pender Islands, with possible links to Sidney and Salt Spring Island.

The objective of this project is to understand the demand and propose future improvements to walking and cycling networks integrated with proposals for public transit and passenger ferry services to complement other travel. The CRD is undertaking this project in response to resident requests for regional coordination of public transit and transportation alternatives. As a Regional District, the CRD can facilitate outcomes on behalf of the community such as administrative coordination and access to funding from other levels of government. Also, unlike non-profit societies, CRD can hold Licences of Occupation in the Provincial Road Right of Way that are needed for roadside trails, meaning that the CRD could support the local volunteer organizations with improvements on the SGI that are currently not possible.

A few rounds of public engagement have been undertaken for this project:

- **Targeted outreach** took place in Spring 2021 and involved virtual workshops with the Transit Advisory Groups (TAG), stakeholder outreach, and information provided to the community via the CRD website, posters, and a media release.
- **Community mapping events** were held at tables that were part of farmers markets and other community events during late August and early September to gather public feedback on gaps and opportunities
- **Round 1 engagement** took place in Fall 2021 and invited the public to provide feedback using the CRD's online engagement platform which included interactive mapping, quick polls, a survey, and an ideas forum. A mailout FAQ was sent to every SGI mailbox to encourage people to fill out the survey.



- **Round 2 engagement** took place in Winter 2022 and sought to understand the level of support for funding various potential transportation solutions. It involved an online survey and four virtual Q&A sessions. A mailout FAQ was sent to every SGI mailbox to encourage people to fill out the survey.

1.1 Objectives of the SGI Transportation Integration Plan

The main project deliverables for the SGI Transportation Integration Plan include:

- Developing and costing out transportation service options that are practical, feasible and right-sized to meet the needs for each community and inter-island connection.
- Undertaking community mapping and engagement to capture existing and proposed trails envisioned by stakeholder organizations and community members, determining community needs and future priorities, and refining recommendations.
- Outlining the action steps and recommendations for how a CRD transportation service could be structured to enable the creation, phasing and integration of land-based public transportation, inter-island water passenger service, and supporting active transportation improvements on each of the Southern Gulf Islands (Galiano, North and South Pender, Mayne and Saturna).





- Understanding the CRD's role in supporting identified community needs and integrated transportation going forward.

2.0 WHAT WE DID

The second round of engagement took place from **January 12 to February 7, 2022**. The following materials were available on the CRD's online engagement platform for the public to review:

- The "What We Heard" report from the first round of engagement
- A table of service options outlining the costs required to meet the range of transportation needs identified by the community
- Photos and background resources including past plans and studies

Engagement by the numbers:



1.5K engagement site visitors



365 surveys completed



43 Q&A session participants

Islanders could then provide feedback on the possible service options by:

- Filling out an online survey
- Participating in one of four online Q&A sessions

The survey and other online engagement tools were promoted using social media, posters, and mail-out advertisements.

In addition, four online Q&A sessions were held to provide information and answer any questions residents might have about the options, the need for a transportation function, and the funding models.

Southern Gulf Islands Transportation Integration Plan

Let's talk about improving transportation options on the Southern Gulf Islands.

[Get Involved](#)





3.0 KEY TAKEAWAYS

The list below outlines the key takeaways from the Round 2 Engagement activities:

- Most survey participants either **strongly support** (45%) or **support** (22%) the concept of a formal transportation function.
- Reasons for supporting a formal transportation function include:
 - Better safety for pedestrians and cyclists
 - The need for alternatives to private vehicles, especially when considering environmental impacts and an aging population that is unable to drive
 - Better connections between communities
 - Independence for youth and seniors
 - Value in having a coordinating body that can organize priorities, access funding, and that has the authority to implement improvements
- A quarter of respondents **strongly oppose** (17%) or **oppose** (8%) the concept of a formal transportation function.
- Reasons for not supporting a formal transportation function include:
 - Affordability and tax impacts
 - Concerns about the transportation function being process and staff heavy
 - Concerns about CRD ability to implement the plan efficiently and effectively
 - No need for change
- Eighty-five percent of respondents to the survey indicated a desire for change from the current level of transportation service on the islands. A fully integrated (supports all three modes: Active, land- and water-based modes) transportation system was the first preference for most participants and a semi-integrated (supports Active and land-based modes primarily with minor support for water-based modes) transportation system was the second preference for most participants.



- From the results, it is clear that affordability and the desire for change from the status quo are both important factors for the respondents. Balancing the transportation needs of the community with affordability could mean starting smaller and building – i.e., starting with a baseline of a semi-integrated system and growing into fully integrated system.
- Most respondents either strongly agree (36%) or agree (25%) with bringing a proposed service establishment bylaw forward to a referendum. About a quarter of respondents strongly disagree (21%) or disagree (6%).

4.0 WHO WE HEARD FROM

The online survey included several demographic questions to allow the project team to better understand who participated. **The following results are specific to the online survey only and do not reflect the demographics of the participants who were engaged in other ways (e.g., the online Q&A sessions or on Facebook).** Overall, the participant demographics from Round 2 engagement align closely with the demographics from Round 1.

4.1 Age

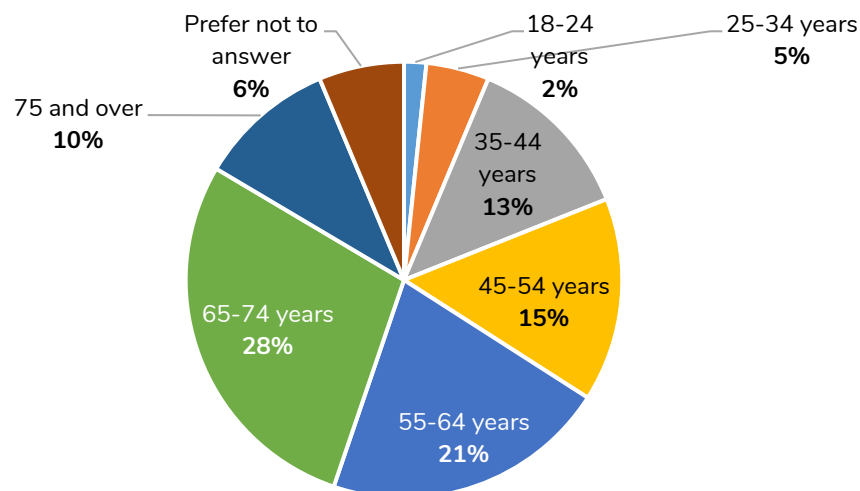


Figure 1. Survey Respondent Ages



As shown in **Figure 1**, half of respondents were between the age of 55-74 years. **The largest age groups were 65-74 years (28%), 55-64 years (21%), and 45-54 years (15%).** Youth representation was low, with the fewest responses coming from the 18-24 and 25-34 age categories at 2% and 5%, respectively. There were no responses from the Under 18 age category.

4.2 Geographic Representation

Respondents were asked the following question: “What is your connection with the Southern Gulf Islands? Please select all that apply.” **Figure 2** shows their responses. Most respondents (85%) live on one of the Southern Gulf Islands.

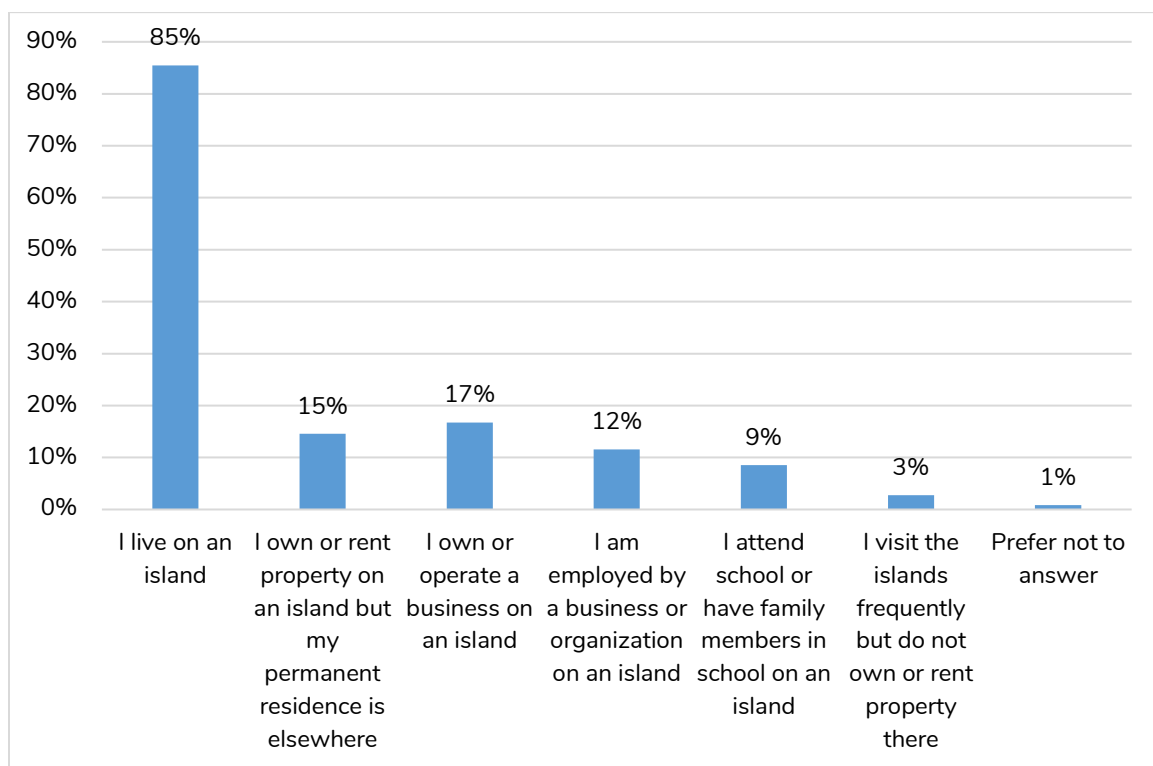


Figure 2. Survey Respondent Connection with Islands



Respondents who indicated that they live on an island were also asked how long they have lived in the Southern Gulf Islands community. **Figure 3** shows their responses. **71% of participants have lived in the community for at least six years, with the majority (59%) being residents for 10+ years. 12% of respondents have lived in the community for two years or less.**

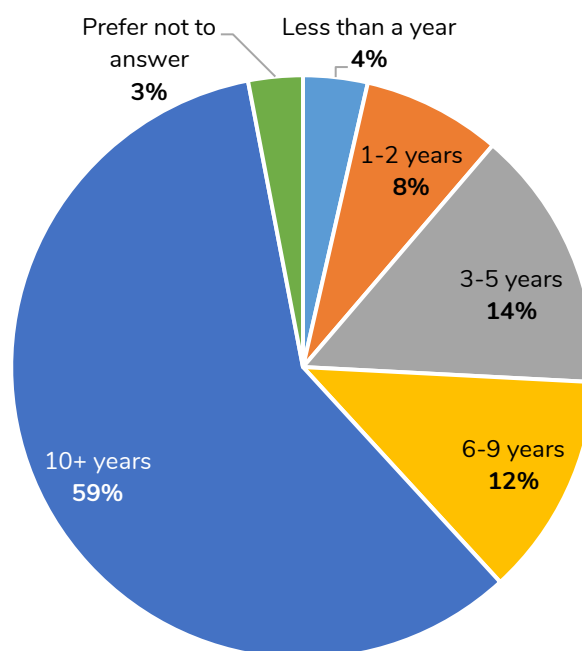


Figure 3. Survey Respondent Time Spent in Southern Gulf Islands Community



Additionally, respondents were asked: “Within the Southern Gulf Islands area, on which island do you spend most of your time?”. As shown in **Figure 4**, North Pender Island and Galiano Island had the most responses (34% each), followed by Saturna Island (14%) and Mayne Island (10%). Thetis Island, Salt Spring Island, and South Pender Island had the fewest responses at 0.28%, 3% and 4%, respectively.

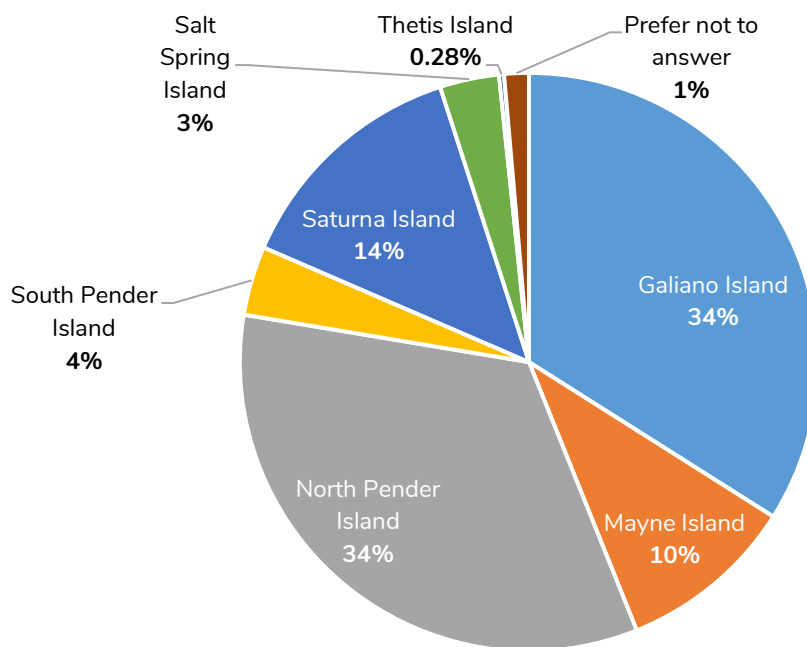


Figure 4. Survey Respondent Primary Island



5.0 WHAT WE HEARD

5.1 Online Survey

The online survey received a total of **365 responses**. This aligns with our observation that participation for a second round of engagement tends to be lower and is typically one third of total participation. Respondents were asked to indicate:

- Support for the concept of a formal transportation function for the Southern Gulf Islands Electoral Area
- Preference for the different transportation options presented, by ranking them, based on the table of service levels and costs
- Agreement with bringing a proposed service establishment bylaw forward to a referendum

See **Appendix A** – Online Survey Questions for the full set of survey questions.

5.1.1 Support for the Concept of a Formal Transportation Function

The survey was organized in a chronological manner with background information provided first and then questions after, to ensure that respondents were able to understand the options and related costs and benefits before indicating a preference.

The background information included details about:

- 1) What a CRD transportation function might look like and why it is being considered.
- 2) A list of potential activities that could be undertaken if a transportation function were established (such as **providing funding to local trail and island community bus societies, applying for grant funding on behalf of the SGI, creating coordinating tools that support multiple types of travel, and CRD sponsorship and staff support to access even more funding**).

Today, the CRD does not have a transportation function for SGI and therefore does not have the authority to provide transportation funding to local operators or secure grants from other sources to support local transportation projects. As a regional district, the CRD cannot use funding from other service or budget areas to do so.



- 3) The creation of a bylaw: It was noted that a formal transportation function must be created through a service establishment bylaw that is approved by electors, typically through referendum.

After reading this background section, participants could then proceed to the survey questions described below.

Participants were asked: “Based on the description provided and ahead of considering costs, do you support the concept of a formal transportation function for the SGI EA?” Options ranged from “Strongly Oppose” to “Strongly Support”, as well as “Don’t Know”.

Figure 5 summarizes the responses to this question. **Most participants either strongly support (45%) or support (22%) the concept of a formal transportation function.** A quarter of respondents oppose (8%) or strongly oppose (17%) the concept.

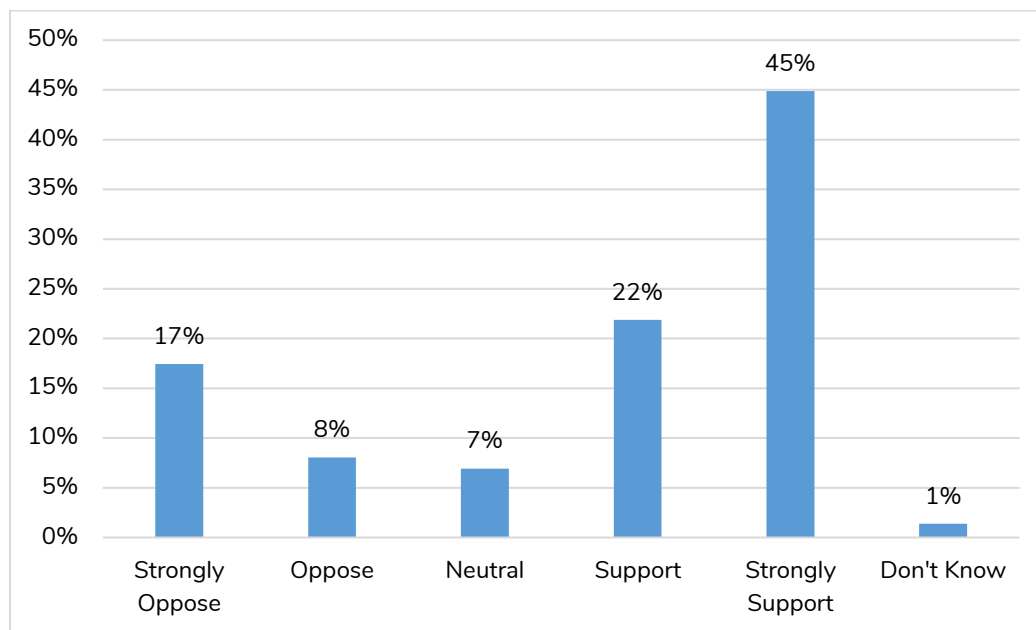


Figure 5. Level of Support for the Concept of a Formal Transportation Function for the SGI Electoral Area



Respondents were also asked to provide the reasoning behind their answers to this question. Those in support of the concept of a formal transportation function provided reasons such as:

- Better safety for pedestrians and cyclists
- The need for alternatives to private vehicles, especially when considering environmental impacts and an aging population that is unable to drive
- Better connections between communities
- Independence for youth and seniors
- Value in having a coordinating body that can organize priorities, access funding, and that has the authority to implement improvements

The primary reason participants gave for not being in support of a formal transportation function were:

- Affordability and tax impacts
- Concerns about the transportation function being process and staff heavy
- Concerns about CRD ability to implement the plan efficiently and effectively
- No need for change

5.1.2 Support for Various Service Options

A table of service options was available on the CRD's online engagement platform outlining the approximate costs required to meet the range of transportation needs identified by the community. This included examples of service levels that could be supported for local governance, public transit, active transportation, water transportation, infrastructure, and coordination with different levels of funding. It also estimated the approximate tax impact for the average household for each option, while also noting that a portion of funding may come from user fares, partnerships, and other revenue sources. Tax impacts were based on 2021 property assessments. See **Appendix B** – Table of Service Levels & Costs for the detailed table. The following options were presented:

- **Option A:** Status Quo (assumes \$0 in additional costs)
- **Option B:** Basic Level Grants (Estimated Annual Budget: **\$270,000**)



- **Option C:** Semi-Integrated Transportation System (Estimated Annual Budget: \$450,000)
- **Option D:** Fully Integrated Transportation System (Estimated Annual Budget: \$675,000)

Participants were asked to rank each option in order of preference, with “1” being their most preferred option and “4” indicating their least preferred option. As shown in **Figure 6**, 85% of respondents selected Option B, C, or D as their first choice. This indicates that **85% of respondents desire a change to the current level of transportation service on the islands.**

- The **#1 preference** for most respondents was **Option D** (45%), followed by Option A (33%).
- The **#2 preference** for most respondents was **Option C** (50%), followed by Option B (33%).
- The **#3 preference** for most respondents was **Option B** (50%), followed by Option C (26%).
- The **#4 preference** for most respondents was **Option A** (56%), followed by Option D (31%).

Twenty percent of the respondents to this question provided a preference for only one of the four options presented, and no others. Of those respondents, thirteen percent only selected Option A, indicating a lack of interest in any change.

When asked to provide comments about the reasoning behind their choices, participants generally responded in one of two ways: (1) that they do not support any changes or additional taxation, or (2) that if a system is implemented then it should be all-encompassing. Those who were not in support of change expressed concerns about affordability, especially for residents with low or fixed incomes. Some respondents were supportive of a more balanced approach that starts with smaller improvements and increases over time.

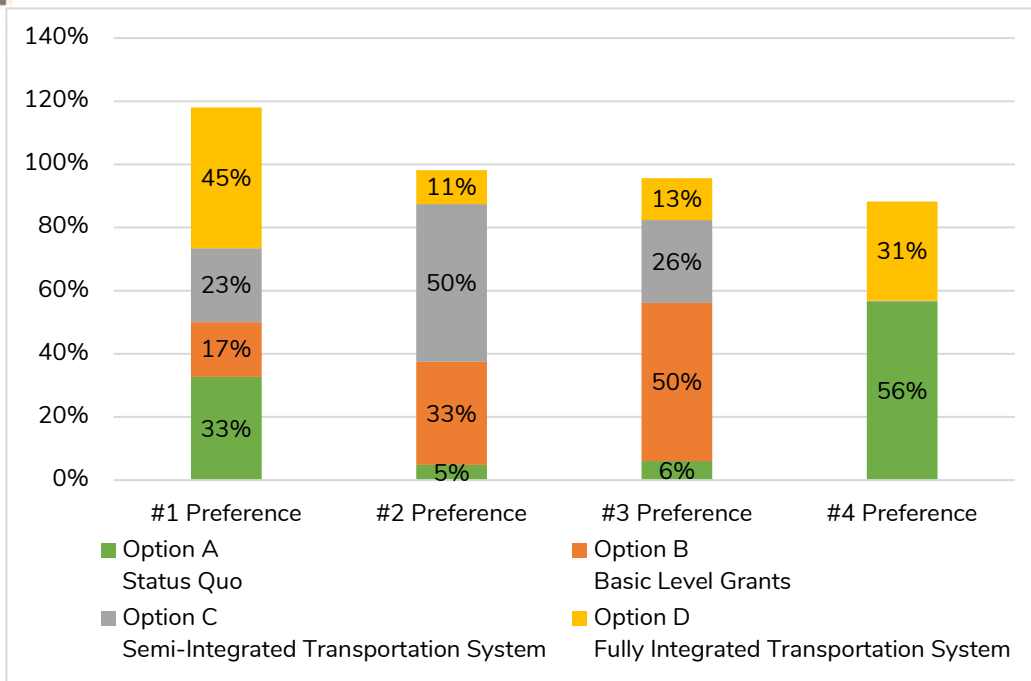


Figure 6. Percent of Participants Who Selected Each Service Option, by Preference Ranking

The results suggest that most of the community recognizes a need for a comprehensive transportation service, but there is hesitation about the money required to implement a fully integrated system right away. Therefore, to balance the transportation needs of the community with affordability, an approach to consider would be to start with a baseline of Option C and grow into Option D.

Figure 7 shows the proportion of each age category that selected each option as their first preference. Option C and D were more popular across most of the age categories, and about half of respondents from the 55-64 age category chose Option A or B. Interestingly, Option A and B were also popular in the 18-24 age bracket, perhaps also from an affordability standpoint.

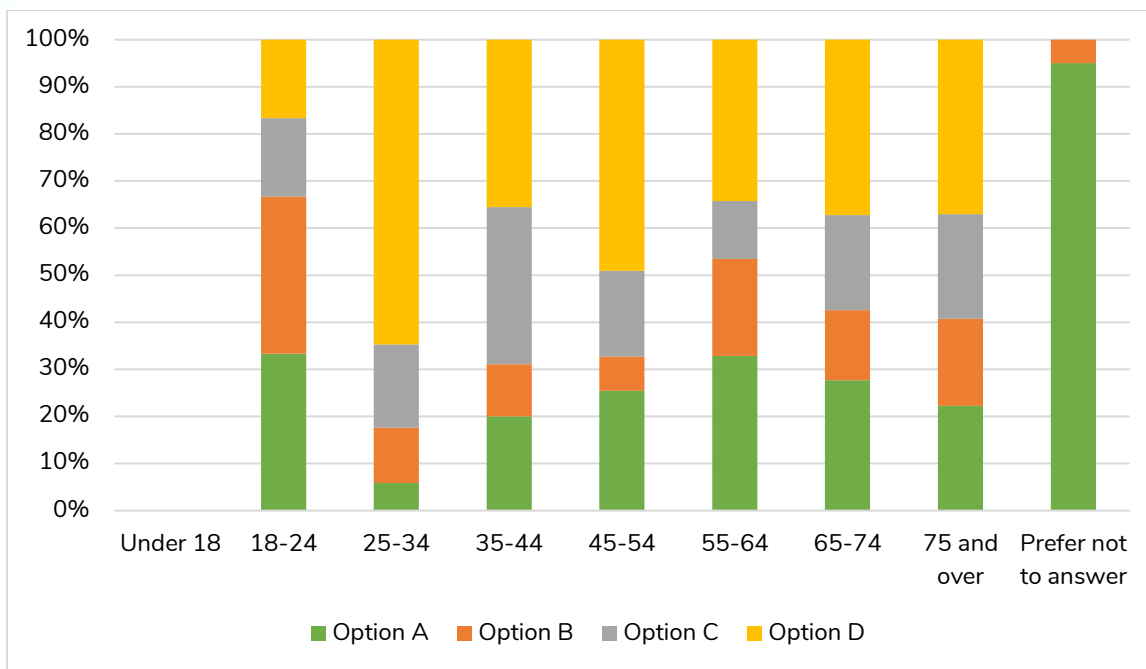


Figure 7. First Choice Options by Age Category

It should be noted here that while comparing the response of individual islands with respect to the options, the following was observed:

| Respondent Primary Island | % of respondents who chose option D as first preference | % of respondents who chose option A as first preference | % of respondents to the question |
|---------------------------|---|---|----------------------------------|
| Galiano | 49% | 25% | 42% |
| Mayne | 40% | 19% | 12% |
| North Pender | 46% | 36% | 41% |
| South Pender | 25% | 64% | 5% |
| Saturna | 33% | 45% | 17% |

Of the South Pender and Saturna Island residents that responded to the question, a majority chose option A, compared to residents from Galiano, Mayne, and North Pender Islands, a majority of whom support Option D. However, there were fewer overall responses from both South Pender and Saturna.



5.1.3 Agreement with Referendum

Respondents were also asked whether they agree or disagree with bringing a proposed service establishment bylaw forward to a referendum. As shown in **Figure 8**, most respondents either strongly agree (36%) or agree (25%). About a quarter of respondents strongly disagree (21%) or disagree (6%). Based on the additional comments provided, reasons for not supporting a referendum were generally associated with a lack of support for changes to the transportation system. Additionally, some respondents indicated support for change but expressed concerns about the effectiveness of a referendum.

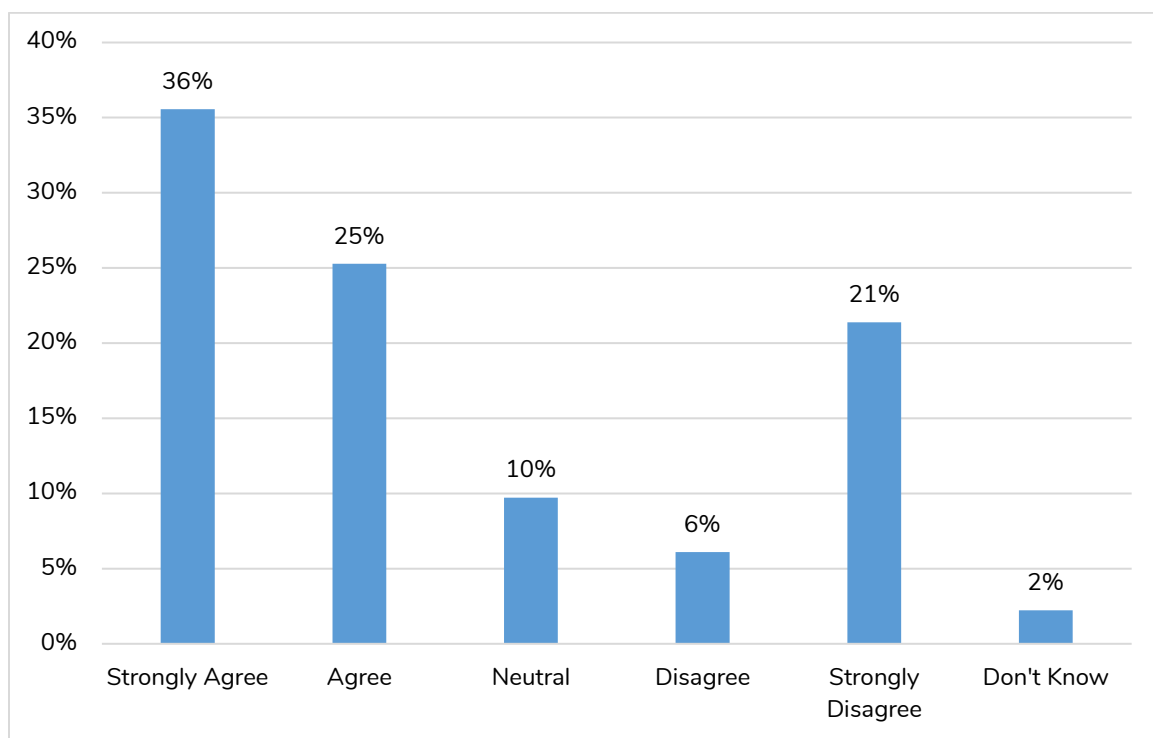


Figure 8. Level of Agreement with Bringing a Proposed Service Establishment Bylaw Forward to a Referendum



5.2 Online Q&A Sessions

Four online Q&A sessions were held to provide information and answer any questions residents might have about the options, the need for a transportation function, and the funding models.

Key areas of feedback centred around:

- Support for the concept of a transportation function, with some participants questioning whether the example option budgets shown were too low.
- Concerns with the increase in taxes that would be necessary to create a transportation service, indicating that it would be harder for residents with lower or fixed incomes to pay for.

Other key areas of questions and feedback were:

- Trying to understand the need (why this step is needed) for establishing and funding a new transportation service. (Regional District services are authorized through establishment bylaws that define the scope and authority of the service. Funds raised through taxation for one service can't be shifted for a purpose that is not addressed in the scope of the bylaw. In other words, the CRD cannot reallocate funding from other areas.)
- Clarification that the CRD has received grants for trails from other levels of government through other functions (such as Regional Parks), but that these programs are Regional Services and advance regional recreational objectives, where a local transportation service is needed to advance local priorities, while complementing other projects. CRD cannot currently apply for third party grants for public transit or inter-island travel as there is not a transportation service established with the authority to do so.
- Clarification that the service establishment bylaw would state a maximum requisition amount that could be collected for the service. A Transportation Commission comprised of local representatives would be convened and tasked with recommending annual budgets to allocate funding for each travel mode on each island.



- Consideration of increasing the proportion of funding available for active transportation within the example funding options and being very clear that larger cycling and walking improvement projects would require third party funding from other levels of government. If an SGI transportation service is established, it would be supported by staff and enable grants to be applied to meet local needs.

6.0 NEXT STEPS

The next steps in developing the Transportation Integration Plan are:

- Completing draft Active Transportation Plan
- Updating and completing draft Transportation Integration Plan report based on Phase 2 results

When these documents are finalized, then it is anticipated that CRD staff will bring a recommendation forward to the CRD Board on the next steps with respect to a referendum.



APPENDIX A – ONLINE SURVEY QUESTIONS

Southern Gulf Islands Transportation Integration

Get Involved CRD

SGI Transportation Survey 2: Services Options and Costs

Thank you for your participation in our second round of community engagement. We are now compiling the feedback we received.

For more information you can email TransportationSGI@crd.bc.ca.

Part 1 – What Might a CRD Transportation Function Look Like and Why?

A key barrier to improving transportation in the Southern Gulf Islands is the lack of sustainable and predictable funding for the local transportation organizations who help make it happen.

Establishing a formal transportation service through the CRD for the SGI could help fund and support community transportation organizations and initiatives, similar to what already exists for the Salt Spring Island Electoral Area.

Today, the CRD does not have a transportation function for SGI and therefore does not have the authority to provide transportation funding to local operators or secure grants from other sources to support local transportation projects. As a regional district, the CRD cannot use funding from other service or budget areas to do so.

If a formal transportation function was established for SGI, it would be guided by a Southern Gulf Islands Transportation Commission made up of island representatives to guide local priorities.

A transportation service bylaw would focus on means of travel other than the private vehicle, including walking, cycling, public transportation, car sharing, Car Stops, and inter-island connection via passenger-only water taxis, where feasible.

If approved, potential activities include:

- **Fund grants to local trail societies** to help them more easily plan for and build walking and cycling routes connecting key community destinations.
- **Provide stable funding to island community bus societies** to help them continue operations, provide service across more times of the year, and be able to financially support a larger share of their drivers.
- **Create coordinating tools that support multiple types of travel**, such as a website showing travel options across the SGI, as well as online trip booking software to support on-demand community bus services and available private water taxi trips.
- **CRD sponsorship and staff support to access even more funding for projects in the SGI through provincial and federal programs**, such as funding for walking and cycling routes and to offset the cost of transit vans, for example.
- **Other CRD support as needed** to help local organizations make transportation happen, such as developing partnerships, holding the Licences of Occupation required to develop roadside trails, maintaining insurance, and leasing or owning land and vehicles if required and a local organization is not able to do so.

A formal Southern Gulf Islands transportation function as described above must be created through a service establishment bylaw that is approved by electors, typically through referendum.

Based on the description provided and ahead of considering costs, do you support the concept of a formal transportation function for the SGI EA?

(Choose all that apply)

- ☐ Strongly oppose
- ☐ Oppose
- ☐ Neutral
- ☐ Support
- ☐ Strongly support
- ☐ Don't know

Southern Gulf Islands Transportation Integration

Get Involved CRD

1. Why not?

Please tell us more about the reasons for your answer.

Other than cost considerations for such a function (which is discussed in the next section), do you have any other questions about what a CRD transportation function might do?

Part 2 - Potential Transportation Function Scope and Funding Levels

A portion of funding for a Southern Gulf Islands transportation function may come from user fares, partnerships, and other funding sources it can leverage. Ongoing funding would also come from property taxes up to a maximum requisition amount outlined in a service bylaw.

The maximum requisition determines the level of service and the potential scope of what a transportation function could offer. We would like to understand the level of service and funding that is needed and supported by the community.

- The Table of Service Levels & Costs (linked below) provides examples of what levels of service could be supported with different levels of funding.
- The service options have been developed based on past community feedback and plans, stakeholder involvement to-date, costing analysis of existing services such as community bus operations, and best practices.
- Ultimately if a SGI transportation service was established, the funding priorities would be determined by its locally represented Commission within its annual budget.

Link to [Table of Service Levels & Costs](#). (Use this [link](#) for mobile devices.)

Based on the Table of Service Levels & Costs, please rank the options in order of preference, with one being your most preferred option.

(Rank each option)

- _____ Option A – Status Quo
- _____ Option B – Basic Level Grants Annual Budget: \$270,000
- _____ Option C – Semi-Integrated Transportation System Annual Budget: \$450,000

Southern Gulf Islands Transportation Integration

Get Involved CRD

_____ Option D – Fully Integrated Transportation System Annual Budget: \$675,000

Please tell us more about the reasons for your answers.

Do you have any questions or comments about a potential CRD Southern Gulf Islands transportation function, the funding models or the scope of services provided?

Part 3 –Whether to Move Forward to a Referendum

Establishing a formal transportation function for the Southern Gulf Islands Electoral Area would require developing a service establishment bylaw and bringing it forward for referendum, which could be timed to take place as part of the October 2022 general local government elections.

The CRD Board will decide whether to move forward with a proposed transportation function and service establishment bylaw as well as whether to bring forward to residents to approve through referendum. Your feedback will help us understand the level of community support for a referendum ahead of bringing options forward to the Board.

We would like to gauge the level of community support for moving a transportation function concept forward to referendum.

Do you agree or disagree with bringing a proposed service establishment bylaw forward to a referendum?

(Choose all that apply)

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree
- ☐ Don't know

Please tell us more about the reasons for your answer.

Southern Gulf Islands Transportation Integration

Get Involved CRD

About You

To help us better understand responses, please tell us more about yourself.

What is your connection with the Southern Gulf Islands? Please select all that apply.

(Choose all that apply)

- ☐ I live on an island.
- ☐ I own or rent property on an island but my permanent residence is elsewhere.
- ☐ I own or operate a business on an island.
- ☐ I am employed by a business or organization on an island.
- ☐ I attend school or have family members in school on an island.
- ☐ I visit the islands frequently but do not own or rent property there.
- ☐ Prefer not to answer.

Within the Southern Gulf Islands area, on which island do you spend most of your time?

(Choose any one option)

- ☐ Galiano Island
- ☐ Mayne Island
- ☐ North Pender Island
- ☐ South Pender Island
- ☐ Saturna Island
- ☐ Piers Island
- ☐ Salt Spring Island
- ☐ Penelukut Island
- ☐ Thetis Island
- ☐ Prefer not to answer.

How long have you lived in the Southern Gulf Islands community?

(Choose any one option)

- ☐ Less than a year
- ☐ 1-2 years
- ☐ 3-5 years
- ☐ 6-9 years
- ☐ 10+ years
- ☐ Prefer not to answer.

Which age category do you belong to?

(Choose any one option)

- ☐ Under 18
- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75 and over
- ☐ Prefer not to answer.



APPENDIX B – TABLE OF SERVICE LEVELS & COSTS

Integrated transportation in the Southern Gulf Islands

Examples of service levels and costs



The following examples of service options and funding levels show the costs required to meet the range of transportation needs identified by the community.

- The examples are based on information provided by SGI community organizations including trail and bus societies; costing analysis and best practices from other communities; broad SGI stakeholder involvement; community feedback; and information from previous transportation plans.
- Options A-D are grounded in actual costs, but in the case of options B, C and D, the establishment of a Transportation Commission for SGI would provide the ability to “mix and match” through the annual budget process (in other words, these are only examples of the level of service that could be supported with various amounts of funding).
- If a local Transportation Commission was established, it would be involved in the annual budget process. The authority to provide service and the range of transportation options would be defined by a “service establishment bylaw,” adopted by the CRD Board (subject to a successful referendum in 2022).

| Option | Approximate Tax Impact for the Average Household ¹ | Transportation Function Service Level |
|------------------------|---|---|
| Option A Status Quo | \$0 | <p>CRD provides \$0 for SGI transportation services.</p> <ul style="list-style-type: none"> • Local Governance: No change. No ability for CRD to fund or support transportation in the SGI. No coordination for integrated transportation options. No ability for CRD to apply for transportation grant funding from other levels of government. No staff support. • Public Transit: No funding available. Each community bus society raises funds to provide service that is volunteer based, seasonal, and not always viable on some islands. • Active Transportation: No funding available. Volunteer trail societies raise own funds for trail infrastructure. No incentive to connect transportation hubs (i.e. trails continue to be mostly recreational). • Water Transportation: No funding available. Marine connection between islands is BC Ferries and unsubsidized, uncoordinated water taxi services. |

¹ **Note:** While a portion of funding for a Southern Gulf Islands transportation function may come from user fares, partnerships, and other revenue sources, if it is approved by Southern Gulf Islands voters in a referendum, the function’s ongoing funding would also come from property taxes up to a maximum limit. The level of property tax limit approved determines the level of service that could be offered and the potential scope of what the transportation function could offer, the tax amounts are based on the average residential assessed value of a house in the SGI in 2021 of \$525,581. In reality, the actual amount would vary depending on the property’s value. For this reason, a cost per \$100,000 of assessed value has also been provided.

| | | |
|--|---|--|
| <p>Option B Basic Level Grants</p> | <ul style="list-style-type: none"> • \$28 up to maximum of \$39 per year for the average property owner • \$5.32 to \$7.40 per \$100,000 of assessed property value | <p>Provides \$270,000 annual funding to support basic transportation service across the SGI:</p> <ul style="list-style-type: none"> • Local governance: Funding available. Could establish a SGI Transportation Commission with SGI volunteer commissioners to guide planning and decision making, and to make recommendations for an annual budget. Part time CRD staff person to support the Commission, to administer the grant program, to manage permits and tenures, and to go after larger provincial and federal funding programs. • Public Transit: Funding available. Could support annual CRD grants of approx. \$30,000-\$45,000/year to local community bus societies towards operations costs such as maintenance and insurance. The community buses would own and maintain their own vehicles and likely would rely on volunteer drivers to run seasonal services. CRD could apply for grants to purchase and own vehicles, then lease them to service providers (but CRD would not operate the bus services). • Active Transportation: Funding available. Could support annual CRD grants of approx. \$4,000-\$5,000/island to local trail societies for active transportation trails. If requested, CRD could hold tenure (such as Licences of Occupation in the public road Right of Way) but would not operate or maintain trails. Trails societies would continue this function as now. Would not fund construction of roadside trails (this would need infrastructure funding from external sources as above). • Water Transportation: No funding available. Marine connection between islands would still depend on 3rd parties - BC Ferries or unsupported private water taxi operators. No CRD funding or staff capacity to pursue partnerships. • Infrastructure: No Funding available. • Coordination: Funding available. Could provide base level coordination for integrated transportation (e.g. fund a website hub with links to 3rd party schedules). |
| <p>Option C – Semi-Integrated Transportation System</p> | <ul style="list-style-type: none"> • \$48 up to maximum of \$65 per year for the average homeowner • \$9.05 to \$12.34 per \$100,000 of assessed property value | <p>Would provide up to \$450,000 annually for:</p> <ul style="list-style-type: none"> • Local Governance: Funding available. Establishes SGI Transportation Commission with locals to guide decision making. Full time staff support for the commission and for strategic integrated transportation planning, as well as internal and external grant programs. • Public Transit: Funding available for operations costs. Could support larger grants to local community bus societies of roughly \$50,000-65,000 per island (amounts may vary by island depending on service levels). This could enable more regular service by community buses and hiring some paid staff/drivers. Funding at a level to enable the option to pursue BC Transit service (if desired). • Active Transportation: Funding available. Could support annual CRD grants to local trail societies for active transportation trails (up to \$8,000/island), as well as more CRD support to apply for larger provincial and federal funding programs. If requested CRD could hold tenure, but would not operate or maintain trails. Trails societies would continue this function as now. Would not fund construction of roadside trails (this would need infrastructure funding from external sources as above). • Water transportation - Funding available to convene partnerships aimed at regular scheduled water taxi services, but likely cannot actually fund service improvements without other budget trade-offs. • Infrastructure: Small-scale funding available for bike racks, benches and signage. • Coordination: Funding available. Full time CRD staff support across all modes. Coordination tools would include promoting car shares, eBike programs, trip booking systems. |

| | | |
|---|--|--|
| <p>Option D – Fully Integrated Transportation System</p> | <ul style="list-style-type: none"> • \$85 up to maximum of \$95 per year for the average homeowner • \$15.49 to \$18.51 per \$100,000 of assessed property value | <p>Would provide up to \$675,000 annually for:</p> <ul style="list-style-type: none"> • Local Governance: Funding available. SGI Transportation Commission with locals to guide decision making. Full time staff support for the commission and for strategic integrated transportation planning, as well as internal and external grant programs, as well as capacity for technical expertise (e.g. engineering). • Public Transit: Funding available for operations costs. Could support larger grants to local community bus societies of roughly \$70,000-85,000 per island (amounts may vary by island depending on service levels). This could enable year-round community bus service with paid staff. • Funding at a level to enable the option to pursue year round BC Transit service (if desired). • Active Transportation: Funding available. Supports larger annual grants of approx. \$6,000-10,000/island for local trail societies to operate and maintain certain active transportation trails, as well as more CRD support to apply for larger provincial and federal funding programs. If requested CRD could hold tenure. CRD could own and fund maintenance of some trails. • Water Transportation: Funding available. Convenes and supports a financial contribution towards partnerships for seasonal and potentially year-round water taxi services. • Infrastructure: Funding available for bike racks, benches, signage and dockside improvements. Access to engineering expertise to undertake more complex infrastructure projects like roadside pathways. • Coordination: Funding available. Reliable and effective coordinating tools, multi-modal trip booking system, infrastructure and full time staff support across all types of travel. |
|---|--|--|

For more information: Visit <http://getinvolved.crd.bc.ca>; Email transportationsgi@crd.bc.ca; Call 1-250-360-3275



STAFF REPORT

File No.: 12-MA-6500-20-2019
Housing Bylaw & Policy
Review

DATE OF MEETING: February 28, 2022
TO: Mayne Island Local Trust Committee
FROM: Narissa Chadwick, Island Planner
Southern Team
COPY: Robert Kojima, Regional Planning Manager
William Shulba, Senior Freshwater Specialist
SUBJECT: Flexible Housing Options

RECOMMENDATION

1. That the Mayne Island Local Trust Committee request staff to expand the flexible housing pilot project to include the areas identified in the staff report to be most optimal.
2. That the Mayne Island Local Trust Committee request staff to organize a Community Information Meeting to discuss the areas identified for the flexible housing pilot project.

REPORT SUMMARY

The purpose of this staff report is to identify areas most optimal for the flexible housing pilot zoning. It identifies and evaluates a number of different areas based on a set of criteria which includes proximity to amenities, uptake potential, impacts to groundwater vulnerability and saltwater intrusion potential.

BACKGROUND

At the November 22, 2021 Mayne Island Local Trust Committee Meeting (LTC) the LTC was presented with draft bylaws to support the flexible housing concept. At the time the pilot area was limited to an area that was not in a water service area and was identified to not be in a critical area with respect to groundwater vulnerability.

Trustees requested that staff discuss the option of expanding the flexible housing pilot into the Surfside Estates water service area with CRD staff. Staff indicated that further investigation into freshwater sustainability implications and consideration of other criteria could provide options for further expansion of the pilot area into other locations that are not within water service areas.

The following resolutions were passed at the November 22/2021 LTC meeting:

That the Mayne Island Local Trust Committee endorse Draft Bylaw No. 184 cited as " Mayne Island Land Use Bylaw No. 146, 2008, Amendment No. 2, 2021".

That the Mayne Island Local Trust Committee request staff to amend the Official Community Plan to enable the Land Use Bylaw amendments proposed in Draft Bylaw No. 184 cited as “ Mayne Island Land Use Bylaw No. 146, 2008, Amendment No. 2, 2021”.

That the Mayne Island Local Trust Committee request staff to explore options related to expanding the flexible housing pilot area to include portions of Wooddale Drive, lots along Fernhill Road, and the Gallagher Bay Road area outside of the Mt. Parke Estates Improvement District.

ANALYSIS OF PILOT AREA EXPANSION OPTIONS

In evaluating options for the expansion of the flexible housing pilot project into other areas on Mayne Island staff developed a number of criteria to evaluate the benefit and impacts. The use of this criteria allowed staff to look at areas beyond those initially identified by the LTC. The comparison chart containing the criteria below and the ratings provided to each area option can be found in Appendix 1.

BENEFIT CRITERIA:

Benefits criteria considers lot size, potential for uptake and distance to amenities. Benefit criteria is rated on a scale of 1-3 and are detailed below.

Not in water service area – As previously determined, water service areas were to be kept out of the pilot for the time being as it would require additional process to connect with each water service area to gauge their support. Water districts that were engaged in earlier consultation did not support the pilot in their areas. CRD staff stated that they would not be supportive of including portions of Wooddale Drive which are in the Surfside Estates Water District due to shortages of water experienced in the summer months. Groundwater mapping confirms that this area is in a water region that is critically vulnerable. Water service areas are greyed out in the maps in Appendix 3, which identifies the areas for potential expansion of the pilot area.

Lot size – This project had originally focussed on lots under 5 acres in the Settlement Residential zone. Trustees expressed interest in expanding this to all zones allowing residential that are under 5 acres. Staff have identified some suitable subdivisions that contain lots under 5 acres as well as larger lots, expanding options evaluated to residential areas with lots up to 10 acres that are part of a subdivision that includes lots of 5 acres or less. The maps in Appendix 2 and 3 identified the lots meeting this criteria.

Potential uptake – This value is difficult to clearly determine. For the time being the value applied reflects the number of vacant lots in the area. Potential uptake could also be determined by interest that has been expressed by current owners as well as the existence of older buildings that may be torn down to build newer units. The value applied to this criteria should be considered by the Trustees based on local expectations. The Map 1 in Appendix 2 identifies vacant lots.

Close to amenities – This value is based on proximity to Miner’s Bay shopping area, the school and community centre, healthcare and the Fernhill centre. Ability to access at least 2 of these within 15 minutes by foot achieves the highest rating. Walk time has been determined using google maps. Being able to access amenities by foot and not needing a car for daily trips can be a tremendous contribution to affordability.

IMPACT CRITERIA:

Impact criteria includes saltwater intrusion potential, freshwater vulnerability and the potential impact of increased sewage on groundwater. Impact criteria are given negative values as increasing density would have a negative impact related to the evaluation conditions. Maps used to evaluate impacts are in Appendix 2.

Saltwater Intrusion potential – This value has been determined using saltwater intrusion mapping from Simon Fraser University (Allen and Klassen, 2016; see Map 3 in Appendix 2). In coastal areas, freshwater aquifers are in direct contact with the ocean and under normal conditions, fresh groundwater flows towards the ocean. In areas with risk of saltwater

intrusion seawater moves into a freshwater aquifer (Allen and Klassen, 2016). Wells proximal to the coast are at higher risk for saltwater intrusion and when it occurs one well or more wells can be impacted making water unpotable and unlawful to operate under the Groundwater Protection Regulation. . Staff do not encourage increasing density in areas have high to moderately high risk for saltwater intrusion (area covered predominantly by red on the saltwater intrusion map in Appendix 2) have not been included in the analysis unless they have been previously identified as potential options for flexible housing such as Gallagher Bay w/shore and Beechwood (lower).

Impact on groundwater availability – This value has been determined using Southern Gulf Islands Groundwater Availability Assessment project (GW Solutions 2021c) as part of the Islands Trust Groundwater Sustainability Science Program.. The groundwater availability assessments estimate the monthly potential evapotranspiration, soil moisture storage, actual evapotranspiration, soil moisture deficit, and soil moisture surplus that are computed into runoff and groundwater recharge. Using proxy data from a variety of sources, surface and groundwater use on Mayne Island was computed. Using the results from the water balance model, percentage of groundwater use relative to aquifer recharge was estimated for each groundwater region. The results reveal regional disparities in groundwater use across the southern gulf islands. Use in some areas on Mayne Island, North Pender Island and Galiano Island reaches over 10% of groundwater recharge which is a significant amount of groundwater withdrawal that has the likelihood to create stress on environmental needs and may result in water conflicts.

Two groundwater regions on Mayne are estimated to be significantly vulnerable to aquifer stress during the driest periods based on climate modelling from the Pacific Climate Impacts Consortium. . For this reason these regions have been disregarded for consideration and are shaded grey on the map in Appendix 3. This includes the groundwater region containing the Surfside Estates Water District. The groundwater regions and the corresponding availability assessments are presented in Appendix 4.

Potential Impact of Increased Sewage - This analysis is based on the likelihood of septic impacts to aquifers using intrinsic fractured media aquifer vulnerability mapping (Denny and Allen, 2007). The methodology is known as “DRASTIC”. D = Depth to water; R = Net Recharge; A = Aquifer Media; T = Topography; I = Impact of Vadose Zone (vadose zone is the area above the water table); C = Conductivity of the Aquifer (this refers to how fast the water moves) . Senior Freshwater Specialist worked with planning staff to identify how DRASTIC data could be effectively used for this project. With respect to rating, staff have focussed on areas of high vulnerability coverage with some consideration of moderately high vulnerability. For more information on DRASTIC mapping for the Gulf Islands see :

https://a100.gov.bc.ca/pub/acat/documents/r42387/DRASTIC_March2014_1396286363816_6285348741.pdf

OVERALL RATINGS

The ratings reveal areas that are Optimal (scoring > 2 points), Medium Optimal (scoring 0-1.5 points) and Less Optimal (scoring >0 points) options for pilot project locations. The detailed criteria for these ratings can be found in the chart in Attachment 1. A summary is included below. The map in Appendix 3 identifies the locations of the flex housing options that were evaluated.

| Area | Rating |
|-----------------------------------|--------|
| 1 Gallagher Bay with shore | -3 |
| 2 Gallagher Bay w/out shore | 0 |
| 3 Fernhill Rd 1 | 2.5 |
| 4 Fernhill Rd 2 | 1.5 |
| 5 Fernhill Rd/Horton bay Junction | 0 |
| 6 Felix Jack Subdivision | 2 |
| 7 Campbell Bay Rd | 2 |
| 8 Glen Echo Area | 1 |
| 9 Beechwood 2- elevated | 0.5 |
| 10 Beechwood 2- lower | -3.5 |



RATIONALE FOR RECOMMENDATION

Staff have used an evidence-based approach to analyze the impacts and benefits of the potential increase in density in different areas in order to identify suitable areas. Given the introduction of new data leading to the identification of the most optimal areas staff, recommend that a community information meeting be held to enable the public to comment on the proposed pilot areas. Also, the community may have information related to criteria such as uptake potential that could influence the over all rating.

ALTERNATIVES

1. Request further information

The LTC may request further information prior to making a decision. This may delay the project timeline.

That the Mayne Island Local Trust Committee request that staff provide additional information related to.....

2. Do not request that staff schedule a Community Information Meeting

The LTC may decide not to hold a community information meeting before confirming the locations of the pilot areas and request staff return with the draft bylaw with map of pilot areas for first reading.

That the Mayne Island Local Trust Committee request staff return to the LTC with the draft bylaw, containing the map identifying pilot areas (name areas), for first reading.

3. Delay endorsement of pilot area until after community engagement

While the LTC is encouraged by staff to identify their supported option for pilot project areas so that the community has a starting point for discussion, the LTC may choose to engage the community before endorsing their preferred option for the location of the pilot project areas.

That the Mayne Island Local Trust Committee wait until after the Community Information Meeting before endorsing their preferred option for the location of the flexible housing pilot areas.

NEXT STEPS

If the LTC supports staff recommendations, the next steps are as follows:

- Staff will schedule a community information meeting.
- The information gathered at the CIM will be shared and reviewed at a future LTC meeting.
- The OCP amendments needed to support flexible housing will be presented at the March 28th meeting for endorsement.
- Once the flexible housing areas are confirmed through LTC resolution the LUB and OCP bylaw amendments will move to first reading.

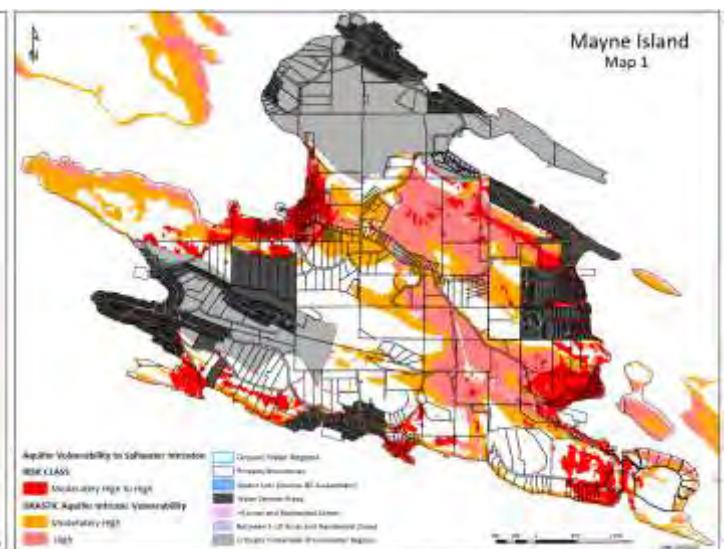
| | | |
|---------------|--|-------------------|
| Submitted By: | Narissa Chadwick, Islands Planner | February 16, 2022 |
| Concurrence: | Robert Kojima, Regional Planning Manager | February 16, 2022 |

ATTACHMENTS

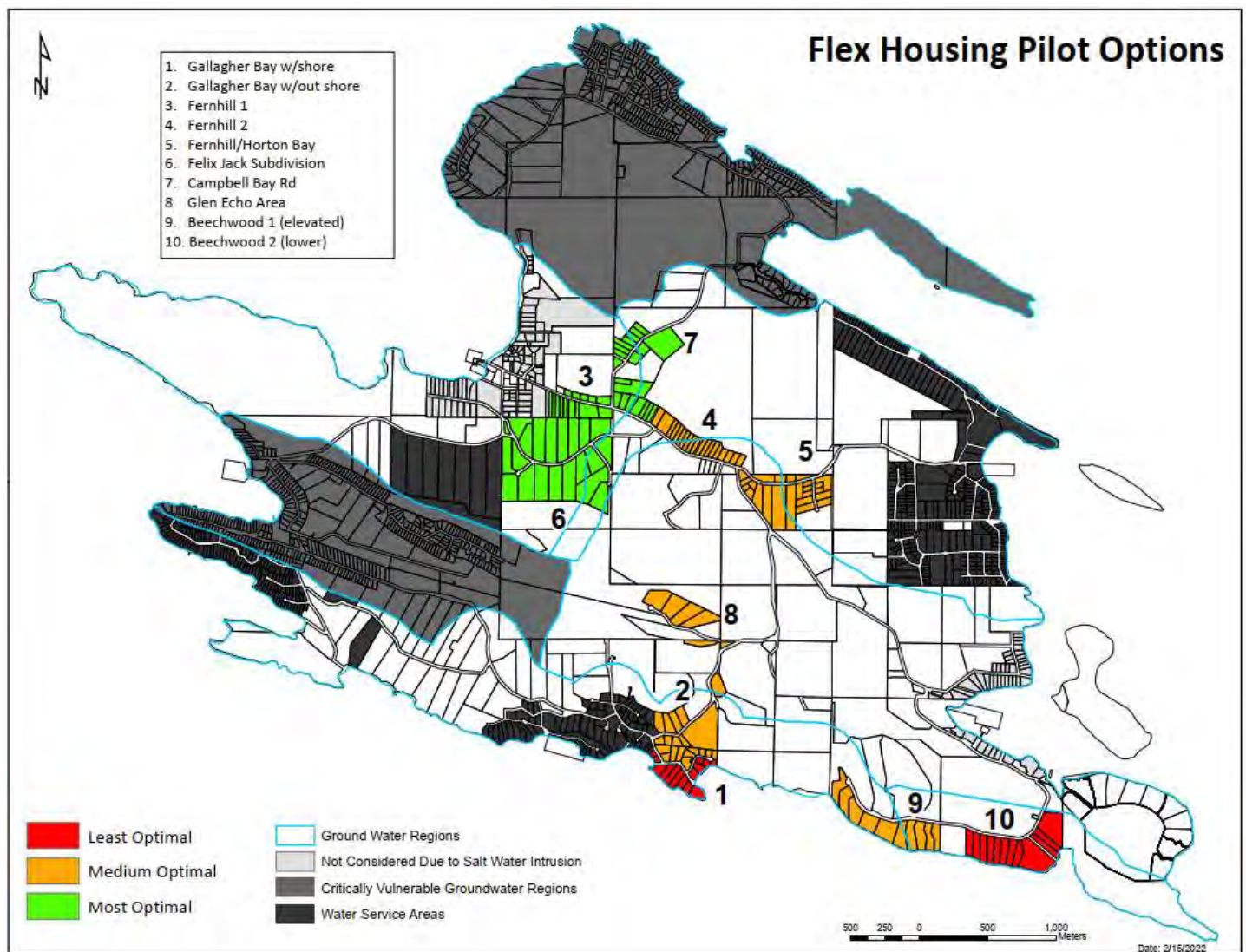
1. Evaluation Chart
2. Flexible Housing Criteria Layers
3. Pilot Area Options
4. Southern Gulf Islands Groundwater Availability Assessment data

APPENDIX 1 – Evaluation of Areas for Extension of Flexible Housing Pilot

| | Gall Bay w/ shore | Gall Bay w/ out shore | Fernhill Road 1 | Fernhill Road 2 | Fernhill Rd /Horton Bay | Felix Jack Subdivision | Campbell Bay Rd | Glen Echo Area | Beech wood 1 | Beech Wood 2 |
|--|----------------------|--------------------------|--------------------|--------------------|----------------------------|---------------------------|--------------------|-------------------|-----------------|-----------------|
| BENEFITS 0- very limited to no benefit, 1- limited benefit, 2- medium benefit, 3- high benefit | | | | | | | | | | |
| Size 3 = all <5 acres 2 = 50%+ <5acres 1 = 0-50% <5acre | 3 | 3 | 3 | 3 | 2 | 1 | 2 | 3 | 3 | 2 |
| Uptake potential 3 = 30%+ vacant 2= 10%+ vacant 1= 1-10% vacant | 1 | 1 | 3 | 2 | 1.5 | 2.5 | 2 | 2 | 1 | 2 |
| Amenity/walk time 3 = 0- 15 min 2= 15-30 min 1=30-45min -1 =45-60 min -2 = 60mim + | 1 | 1 | 3 | 3 | 2 | 3 | 2.5 | 1 | -2 | -2 |
| IMPACTS 0 = no impact, -1 = limited impact, -2 = medium impact,-3 = high impact | | | | | | | | | | |
| Saltwater intrusion -3 high coverage -2 med coverage -1 low coverage | -3 | -1.5 | -2 | -2 | -2 | -1 | -1 | -1 | 0 | -3 |
| G/water availability impact - 3 higher - 2 medium - 1 low | -2 | -2 | -2 | -2 | -2 | -2 | -2 | -2 | -1 | -1 |
| Septic Impact -3 high coverage -2 med/mod -1 low coverage | -3 | -1.5 | -2.5 | -2.5 | -1.5 | -1.5 | -1.5 | -2 | -0.5 | -1.5 |
| Total | -3 | 0 | 2.5 | 1.5 | 0 | 2 | 2 | 1 | 0.5 | -3.5 |



Appendix 3 – Flexible Housing Pilot Location Options



Mayne Island Groundwater Availability Assessments

<https://islandstrust.bc.ca/programs/freshwater-sustainability/>



| Island | Groundwater Region ID | Groundwater Region Name | Groundwater Recharge-Normal (dam ³) | Groundwater Recharge-Driest (dam ³) | Groundwater Use (dam ³) | % of Use from Recharge-Normal | % of Use from Recharge-Driest | % of Use from Recharge (Normal-Driest) |
|--------------|-----------------------|----------------------------|---|---|-------------------------------------|-------------------------------|-------------------------------|--|
| Mayne Island | MAY01 | Georgina Pt_HallHill_North | 888 | 455 | 75 | 8.5% | 16.7% | 8-17% |
| | MAY02 | Center1_East | 909 | 446 | 31 | 3.4% | 6.9% | 3-7% |
| | MAY03 | Center1_West | 871 | 449 | 24 | 2.8% | 5.4% | 3-5% |
| | MAY04 | Center2_East | 1185 | 584 | 33 | 2.8% | 5.6% | 3-6% |
| | MAY05 | Center2_West | 439 | 219 | 35 | 8.1% | 16.7% | 8-16% |
| | MAY06 | Navy Channel_Westside | 632 | 321 | 16 | 2.6% | 5.0% | 3-5% |
| | MAY07 | Navy Channel_Eastside | 170 | 86 | 1 | 0.7% | 1.5% | 0.7-1.5% |



Islands Trust

BYLAW REFERRAL FORM

Suite 200, 1627 Fort Street
Victoria, B.C. V8R 1H8
Ph: (250) 405-5151
Fax: (250) 405-5155
information@islandstrust.bc.ca
www.islandstrust.bc.ca

Island: Mayne Island Local Trust Area Bylaw No.: 184 and 189 Date: March 31, 2022

You are requested to comment on the attached Bylaw for potential effect on your agency's interests. We would appreciate your response within 30 days. If no response is received within that time, it will be assumed that your agency's interests are unaffected.

APPLICANTS NAME / ADDRESS:

Mayne Island Local Trust Committee Flexible Housing Project

PURPOSE OF BYLAW:

The purpose of this Bylaw is to introduce zoning that will allow additional dwellings within a maximum combined square footage in a specific area on Mayne Island that has been identified as the "pilot area" for this approach.

Professional reports and staff reports are available on the Mayne Island webpage:

<https://islandstrust.bc.ca/island-planning/mayne/projects/>

GENERAL LOCATION:

Mayne Island Local Trust Area

LEGAL DESCRIPTION:

SIZE OF PROPERTY AFFECTED:

ALR STATUS:

OFFICIAL COMMUNITY PLAN DESIGNATION:

OTHER INFORMATION:

Additional information, including the current bylaws, is available at: www.islandstrust.bc.ca

Please fill out the Response Summary on the back of this form. If your agency's interests are "*Unaffected*", no further information is necessary. In all other cases, we would appreciate receiving additional information to substantiate your position and, if necessary, outline any conditions related to your position. Please note any legislation or official government policy which would affect our consideration of this Bylaw.

Narissa Chadwick

(Signature)

Name: Narissa Chadwick

Title: Island Planner
Contact Info: Tel: 250-405-5189
Email: nchadwick@islandstrust.bc.ca

PLEASE TURN OVER →

This referral has been sent to the following agencies:

Regional Agencies

Capital Regional District – Building Inspection

Provincial Agencies

Ministry of Municipal Affairs

Non-Agency Referrals

BC Assessment Authority

Islands Trust – Bylaw Enforcement

Adjacent Local Trust Committees and Municipalities

Galiano Island Local Trust Committee

North Pender Island Local Trust Committee

Saturna Island Local Trust Committee

South Pender Island Local Trust Committee

Salt Spring Island Local Trust Committee

First Nations

Cowichan Tribes

Halalt First Nation

Lake Cowichan First Nation

Lyackson First Nation

Malahat First Nation

Pauquachin First Nation

Penelakut Tribe

Semiahmoo First Nation

Snuneymuxw First Nation

Stz'uminus First Nation

Tsartlip First Nation

Tsawout First Nation

Tsawwassen First Nation

Tseycum First Nation

WSANEC Leadership Council

**BYLAW REFERRAL FORM
RESPONSE SUMMARY**

- ☐ Approval Recommended for Reasons Outlined Below
- ☐ Approval Recommended Subject to Conditions Outlined Below
- ☐ Interests Unaffected by Bylaw
- ☐ Approval Not Recommended Due to Reason Outlined Below

Mayne Island Local Trust Area

(Island)

(Signature)

(Date)

184/189

(Bylaw Number)

(Name and Title)

(Agency)

PROPOSED

MAYNE ISLAND LOCAL TRUST COMMITTEE BYLAW NO. 184

A BYLAW TO AMEND MAYNE ISLAND LAND USE BYLAW NO. 146, 2008

The Mayne Island Local Trust Committee, being the Local Trust Committee having jurisdiction in respect of the Mayne Island Local Trust Area under the *Islands Trust Act*, enacts as follows:

1. Citation

This bylaw may be cited for all purposes as “Mayne Island Land Use Bylaw No. 146, 2008, Amendment No. 2, 2021”.

2. Mayne Island Local Trust Committee Bylaw No. 146, cited as “Mayne Island Land Use Bylaw No. 146, 2008” is amended as follows:

- 2.1 By attaching Plan 1, attached to and forming part of this Bylaw, as Schedule “E” – Flexible Housing Map.
- 2.2 Section 1.1 – Definitions, is amended by deleting the definition of “Recreational vehicle” and replacing it with ““Recreational vehicle” means a tent trailer, travel trailer, motor home or other self-propelled vehicle containing sleeping, cooking and sanitary facilities, including a tiny home on wheels that meets the Canadian Standards Association Standard for Recreational Vehicles, but does not include a mobile home or, manufactured home”.
- 2.3 Section 1.1 – Definitions, is amended by adding ““Tiny home on wheels” means– a dwelling unit on a wheeled chassis designed to be used as a full-time residence”.
- 2.4 Subsection 3.13 (3) – Secondary Suites, is amended by inserting “in areas outside the shaded area in Schedule “E” following “constructed” in both instances.
- 2.5 Subsection 3.13 (8) – Secondary Suites, is amended by replacing “60” with “93”, replacing “646” with “1001” and replacing “40” with “50”.
- 2.6 Subsection 5.1 (2) –Settlement Residential (SR) Zone, is amended by inserting “unit” after the first instance of “dwelling” and before “per lot”
- 2.7 Section 5.1 – Settlement Residential (SR) Zone is amended by inserting a new subsection (3.1) following subsection (3):

“(3.1) Despite 5.1(2) and (3), on lots shown on Schedule E, the following density is permitted:

 - (a) On lots having an area less than 0.6 ha (1.5 acres) hectares, one additional dwelling is permitted if the total combined square footage of all dwellings does not exceed 232 m² (2500 square feet).

- (b) On lots having an area of 0.6 ha (1.5 acres) or greater, and not exceeding 1.2 hectares (3 acres), two dwellings and a cottage are permitted if the total combined square footage of all dwellings and cottages does not exceed 325m² (3500 square feet).
 - (c) On lots having an area of 1.2 ha (3 acres) or greater, and not exceeding 4 hectares (10 acres), three dwellings and a cottage are permitted if the total combined square footage of all dwellings and cottages does not exceed 436 m² (4750 square feet).
 - (d) A building permit shall not be issued for any dwelling additional to one dwelling and a cottage on a lot within the shaded area on Schedule "E", unless the additional dwelling is equipped with a water catchment system and cisterns for the storage of freshwater with a minimum cistern capacity of 13640 litres (3000 gallons) for each additional dwelling.
 - (e) Despite subsection 3.9 (1), recreational vehicles and tiny homes on wheels are not permitted dwellings or cottages for the purposes of this subsection.
 - (f) Only one dwelling unit may be used for bed and breakfast home occupation per lot.
 - (g) No dwellings may be used for short term vacation rentals, and on lots 0.6 hectares (1.5 acres) or greater only one cottage may be used for short term vacation rental, consistent with Section 3.6."
- 2.8 Subsection 5.1 (7) – Settlement Residential (SR) Zone is amended by deleting articles (a) and (b) and replacing them with "(a) 93 square metres (1001 square feet)."
- 2.9 Subsection 5.2 (5) – Rural Residential One, is amended by deleting articles (a) and (b) and replacing them with "(a) 93 square metres (1001 square feet)."
- 2.10 Subection 5.4 (6) – Miners Bay Rural Comprehensive (MBRC) Zone, is amended by deleting articles (a) and (b) and replacing them with "(a) 93 square metres (1001 square feet)."
- 2.11 Section 5.5 – Rural (R) Zone is amended by inserting a new subsection (3.1) following subsection (3):
- "3.1) Despite 5.5 (2) and (3), on lots shown on Schedule E, the following density is permitted:
- (a) On lots having an area less than 0.6 ha (1.5 acres) hectares, one additional dwelling is permitted if the total combined square footage of all dwellings does not exceed 232 m² (2500 square feet).
 - (b) On lots having an area of 0.6 ha (1.5 acres) or greater, and not exceeding 1.2 hectares (3 acres), two dwellings and a cottage are permitted if the total combined square footage of all dwellings and cottages does not exceed 325m² (3500 square feet).

- (c) On lots having an area of 1.2 ha (3 acres) or greater, and not exceeding 4 hectares (10 acres), three dwellings and a cottage are permitted if the total combined square footage of all dwellings and cottages does not exceed 436 m² (4750 square feet).
- (d) A building permit shall not be issued for any dwelling additional to one dwelling and a cottage on a lot within the shaded area on Schedule "E", unless the additional dwelling is equipped with a freshwater catchment system and cisterns for the storage of rainwater with a minimum cistern capacity of 13640 litres (3000 gallons) for each additional dwelling.
- (e) Despite subsection 3.9 (1), recreational vehicles and tiny homes on wheels are not permitted dwellings or cottages for the purposes of this subsection.
- (f) Only one dwelling unit may be used for bed and breakfast home occupation per lot.
- (g) No dwellings may be used for short term vacation rentals, and on lots 0.6 hectares (1.5 acres) or greater only one cottage may be used for short term vacation rental, consistent with Section 3.6."

2.12 Section 5.5 (7) – Rural (R) Zone is amended by deleting articles (a) and (b) and replacing them with "(a) 93 square metres (1001 square feet)."

2.13 Section 5.6 (7) – Upland (UP) Zone is amended by deleting articles (a) and (b) and replacing them with "(a) 93 square metres (1001 square feet)."

3. SEVERABILITY

If any provision of this Bylaw is for any reason held to be invalid by a decision of any Court of competent jurisdiction, the invalid provision must be severed from the Bylaw and the decision that such provision is invalid must not affect the validity of the remaining provisions of the Bylaw.

| | | | | |
|---|------------------|--------|-------|--------|
| READ A FIRST TIME THIS | 28 TH | DAY OF | MARCH | 2022. |
| PUBLIC HEARING HELD THIS | _____ | DAY OF | _____ | 20____ |
| READ A SECOND TIME THIS | _____ | DAY OF | _____ | 20____ |
| READ A THIRD TIME THIS | _____ | DAY OF | _____ | 20____ |
| APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS | _____ | DAY OF | _____ | 20____ |
| ADOPTED THIS | _____ | DAY OF | _____ | 20____ |

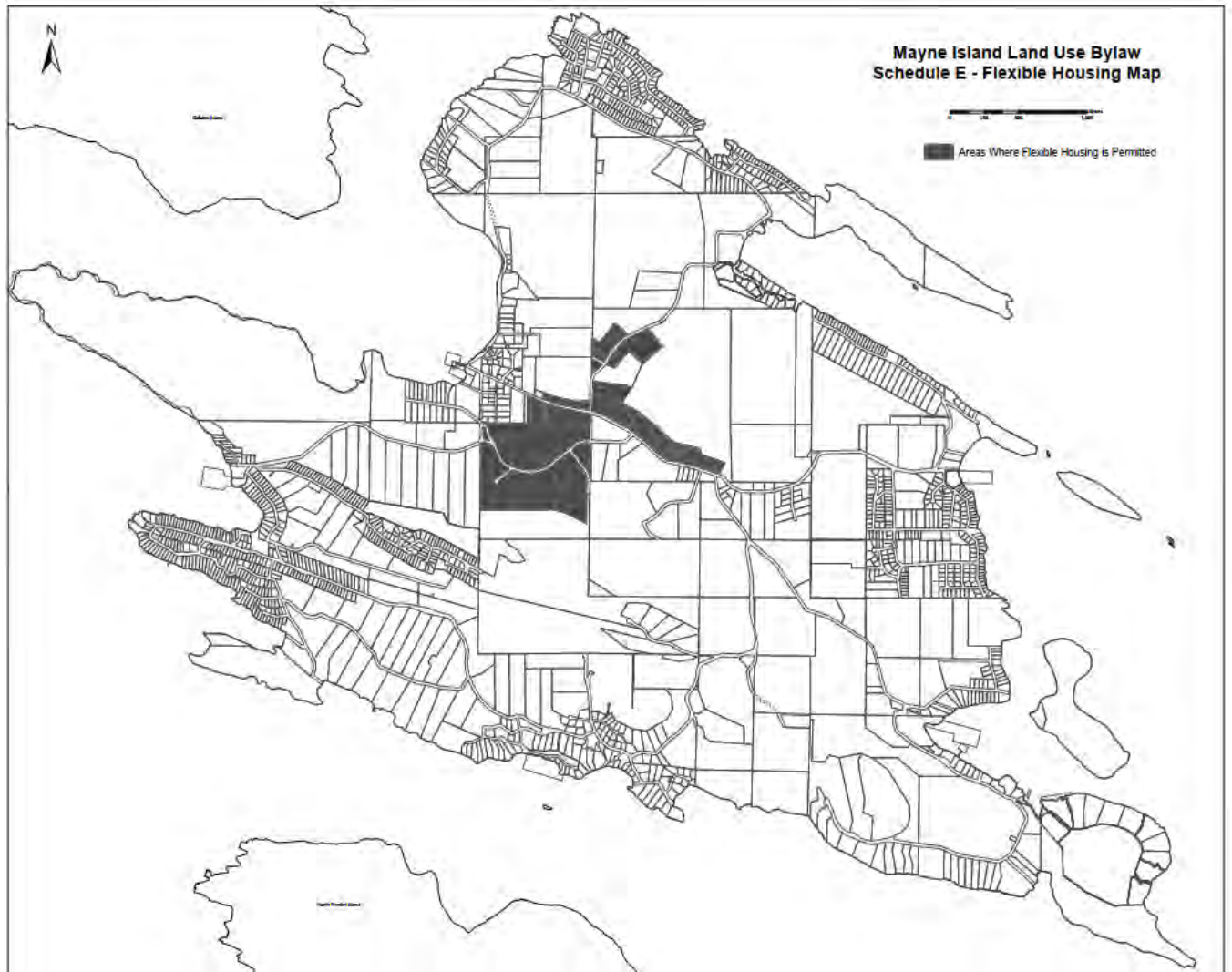
CHAIR

SECRETARY

**MAYNE ISLAND LOCAL TRUST COMMITTEE
BYLAW NO. 184**

Plan 1

Schedule E (Flexible Housing Areas Map)



PROPOSED

MAYNE ISLAND LOCAL TRUST COMMITTEE BYLAW NO. 189

A BYLAW TO AMEND MAYNE ISLAND OFFICIAL COMMUNITY PLAN BYLAW NO. 144, 2007

The Mayne Island Local Trust Committee in open meeting assembled enacts as follows:

1. CITATION

This Bylaw may be cited for all purposes as "Mayne Island Official Community Plan Bylaw No. 144, 2007, Amendment No. 1, 2022".

2. SCHEDULES

Mayne Island Official Community Plan No. 144, 2007 is amended as shown on Schedule 1, attached to and forming part of this bylaw.

3. SEVERABILITY

If any provision of this Bylaw is for any reason held to be invalid by a decision of any Court of competent jurisdiction, the invalid provision must be severed from the Bylaw and the decision that such provision is invalid must not affect the validity of the remaining provisions of the Bylaw.

READ A FIRST TIME THIS 28TH DAY OF MARCH 2022.

PUBLIC HEARING HELD THIS _____ DAY OF _____ 20____

READ A SECOND TIME THIS _____ DAY OF _____ 20____

READ A THIRD TIME THIS _____ DAY OF _____ 20____

APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS _____ DAY OF _____ 20____

APPROVED BY THE MINISTER MUNICIPAL AFFAIRS THIS _____ DAY OF _____ 20____

ADOPTED THIS _____ DAY OF _____ 20____

CHAIR

SECRETARY

**MAYNE ISLAND LOCAL TRUST COMMITTEE
BYLAW NO. 189**

SCHEDULE 1

The Mayne Island Official Community Plan No. 144, 2007, is amended as follows:

1. Section 1.2 Broad Community Objectives is amended by adding to Objective 5) "and flexible" after "effective" and before "housing".
2. Section 2.1.1 Settlement Residential Objectives is amended by adding: "4) to support flexible options for housing while preserving and protecting rural character and freshwater sustainability."
3. Settlement Residential policy 2.1.1.2 is amended by deleting the first instance of "One" and replacing it with "In general, one" and by inserting "except where regulations permit additional dwelling units while limiting floor areas" after "or larger" and before ".".
4. Settlement Residential policy 2.1.1.3 is amended by deleting "On" and replacing it with "In general, on" and by inserting "except where regulations permit additional dwelling units while limiting floor areas" after "of lot area" and before ".".
5. Settlement Residential policy 2.1.1.10 is amended by deleting the first instance of "On" and replacing it with "Except where regulations permit additional dwelling units while limiting floor area, on".
6. Section 2.1.4 Rural Objectives is amended by adding "3) to support flexible approaches housing while preserving and protecting rural character and freshwater sustainability".
7. Rural policy 2.1.4.2 is amended by deleting the first instance of "One" and replacing it with "In general, one" and by inserting "except where regulations permit additional dwelling units while limiting floor area" after "of parcel area".
8. Rural policy 2.1.4.3 is amended by inserting "primary" after second instance of "permitted" and before "dwelling unit".
9. Rural policy 2.1.4.12 is amended by deleting the first instance of "On" and replacing it with "Except where regulations permit additional dwelling units while limiting floor area, on".

STAFF REPORT

File No.: 12-MA-6500-20 (2019
Housing Bylaw Policy Review)

DATE OF MEETING: June 21, 2021
TO: Mayne Island Local Trust Committee
FROM: Narissa Chadwick, Island Planner
Southern Team
COPY: Robert Kojima, Regional Planning Manager
SUBJECT: Mayne Island Housing Regulations and Policy Review – Options for Discussion

RECOMMENDATION

1. That the Mayne Island Local Trust Committee request staff to draft land use bylaw amendments supporting the distribution of a maximum square footage on lots under 2h/5 acres outside of all water service areas, and groundwater regions that are identified as critical through Groundwater Mapping.

REPORT SUMMARY

This report provides an update on the Mayne Island Housing Regulation and Policy Review (also referred to as Flexible Housing) Project. It identifies potential options related specifically to where the concept of distributed square footage could be applied and provides context and information to enable a focussed discussion on what floor area maximums could be considered.

BACKGROUND

This project was initiated in May of 2019. A first step in the process was the drafting of a Housing Regulations and Policy Review Discussion Paper. The report was presented to the LTC at their regular meeting on September 28th 2019. The report identified a number of options to increase housing flexibility in order to facilitate access to more affordable housing. The LTC indicated interest in focusing on understanding and engaging the community in discussion related to the idea of establishing a maximum floor area policy which would allow for floor area to be distributed among a number of units.

Three community information meetings were held (January 18th, March 29th, May 28th).

Reports and presentations related to this project can be found on Mayne Island's Projects Webpage:
<http://www.islandstrust.bc.ca/islands/local-trust-areas/mayne/projects-initiatives/housing-review/>

ANALYSIS

What is Flexible Housing?

- Housing not limited to a single focus (e.g. seniors, multi-unit)
- Housing that could address a number of needs without rezoning, government funding or substantial investment
- Housing that can facilitate individual households sharing the costs to purchase a lot while being able to live in separate dwellings
- Housing that can facilitate more rental availability
- Housing that can facilitate supportive living arrangement (e.g. senior care providers living in separate dwelling on senior's property)
- Housing that does not increase overall development footprint

LUB Limitation on Flexible Housing

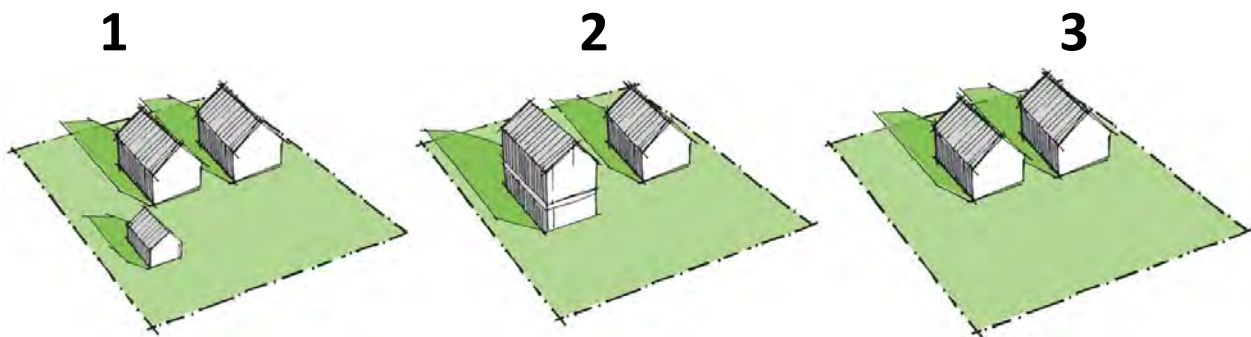
As identified in previous reports the LUB limitations on housing flexibility include:

- Lots under 0.6 ha/1.5 acres are not permitted to have a cottage.
- Restrictions on size of cottages and secondary suites.
- Only one secondary suite or one cottage, in addition to primary dwelling can be constructed on parcels less than 4 ha/1.5 acres.

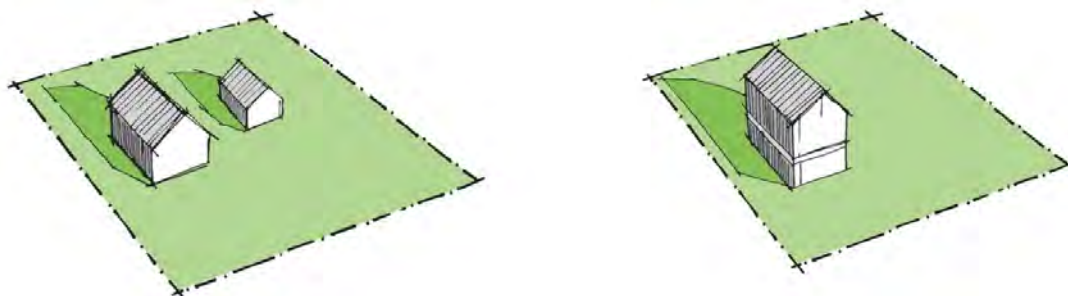
Distributed Maximum Floor Area – Flexible Housing Option

The option of distributing a maximum floor area between a number of dwellings in the Settlement Residential Zone (SR), was explored in the September 28, 2020 report as a way to address LUB limitations. The LTC suggested that the concept not be limited to the SR Zone but be considered for all residential lots under 5 acres. This option could allow for:

1. Up to 3 dwellings on residential lots >0.6ha and <4ha
2. A dwelling with a suite and an additional dwelling on all lots where secondary suites are allowed
3. Two independent dwellings on all lots <0.6ha



What is currently permitted on SR lots greater than 0.6ha and all lots in the SR zone that are not in water service areas:



How many lots could this approach apply to?

The map in Attachment 1 identifies the total number of lots larger than 2h/5 acres. It also identifies which ones are in water systems as well as ones that are vacant. Keep in mind that some lots that are not vacant and have smaller size dwellings may be able to take advantage of a distributed maximum floor area approach.

| | |
|--|------|
| Residential Lots <2h/5 acres | 1378 |
| Residential Lots <2h/5 acres (vacant) | 224 |
| Residential Lots <2h/5 acres not in water systems | 341 |
| Residential Lots <2h/5 acres not in water systems (vacant) | 50 |

Community Engagement

Community engagement discussions, and emails and letters received as a result of these conversations with the community identified that:

- There is strong support in the community for different approaches to increasing affordability in the community. The flexible housing approach being introduced was seen a viable option on some parts of the island particularly for young people looking for affordable options.
- Improvement districts are very concerned about increased water use and increased sewage. The Village Point Improvement District pointed out that they have seen a trend toward part-time residents spending more time on the islands as a result of Covid. This has threatened water availability.
- There is growing concern in the community related to the impacts to groundwater supply.
- There is strong interest in water catchment requirements for secondary supply to be considered as a part of a flexible housing approach.

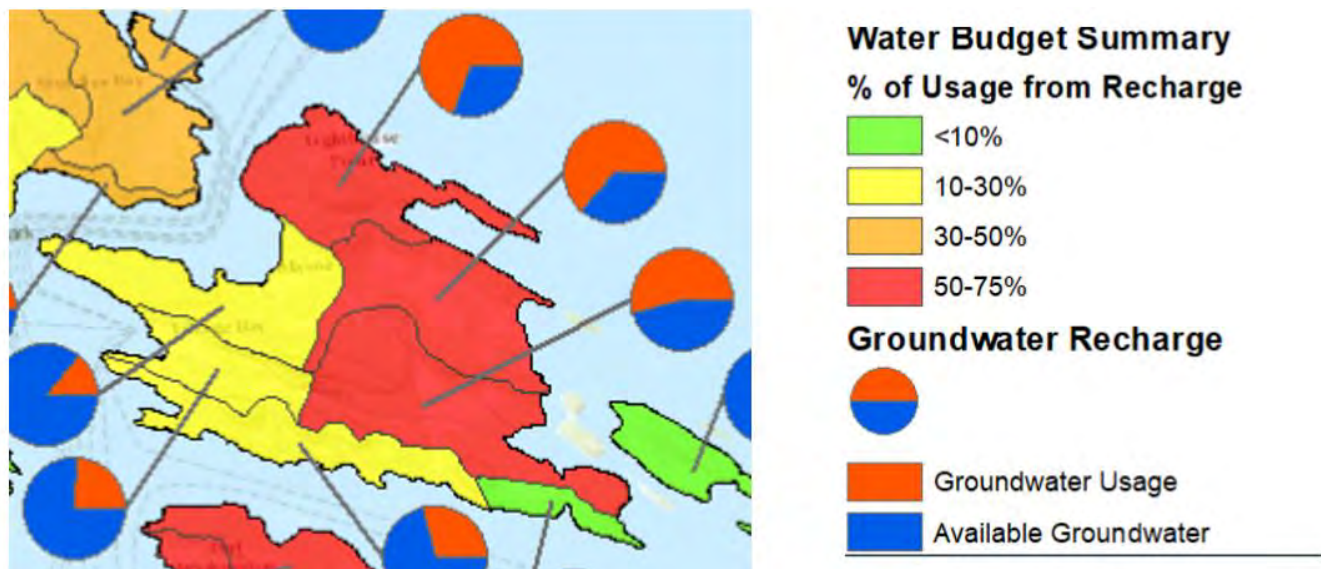
Groundwater Considerations

Given the concerns raised by the Improvement Districts related to impacts on water availability and Islands Trust Policy Statement 4.4.2 *“Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater, water quality is*

maintained, and existing, anticipated and seasonal demands for water are considered and allowed for” staff encourage the LTC to consider recent groundwater mapping data for Mayne Island. As illustrated in Map 1 below preliminary identification of groundwater budgets (the balance between groundwater usage and groundwater recharge in groundwater regions) identifies that there is a large section of the island where groundwater sustainability may be threatened. This section of the island is identified in red on Map 1 and contains Class 1 and Class 2 areas.

Class 1- Areas that are in critical need of attention where there is high confidence in existing data.

Class 2 – Areas where there is a potential for critical attention but some data uncertainty. Data uncertainty is the result of data gaps and the need for further analysis of water use, such as agricultural water demand, and differences between estimated water use, actual use and deemed water rights. Groundwater budgets are based on a conservative assumption of average usage per lot related to land use designation.



Maximum Floor Area Considerations

The identification of the maximum floor area to be considered in a distributed square footage approach still needs to be determined by the LTC. This point was brought up at previous LTC meetings and during the community meetings but has not been discussed in detail.

Mayne Island currently does not have maximum floor areas for primary dwellings, only for cottages. The only regulation restricting floor area is lot coverage. South Pender has maximum floor area regulations in its Land Use Bylaw. Maximum floor area regulations are currently being considered for North Pender.

While the South Pender and North Pender work focuses on single dwellings and not a distributed scenario they do illustrate previous thinking on maximum floor area. As identified in Table 1 the South Pender Island maximum floor areas for their rural residential zones are supportive of main dwellings that are quite substantial in size. The North Pender LTC has been considering more restrictive floor area of dwellings. Their analysis has involved looking at building permits over the last 2 years to identify the sizes of homes that are being build. This analysis, as seen in Table 2 indicates that there is a trend toward smaller homes.

Considering that much of the discussion related to distributed maximum square footage for Mayne has emphasized the encouragement of smaller footprint living, the floor area maximum in a distributed floor area scenario should reflect this interest. The trends in housing size for North Pender suggest that 1000-2000ft² is a reasonable consideration for a dwelling. Also, to be considered is the increasing interest in tiny home living. As BC Housing indicates tiny homes in BC on average begin at about 300 square feet.

The LTC may want to consider using a maximum floor area ratio (FAR) as opposed to maximum square footage. FAR is the ratio between the number of square feet of floor space in buildings to the square footage of the lot size (see Table 3). This would allow for the maximum allowable floor area to coincide with lot size. As indicated in the recent paper on Residential Floor Area Ratio produced for the Islands Trust Regional Planning Committee, “FAR is not typically used for residential development in rural areas with disparate lot sizes. It is a tool that works best in denser areas with consistent lot sizes and configurations and with the goal of implementing density in a manner that provides both flexibility and achieves public benefit and objectives”.

Table 1: South Pender Maximum Floor Areas¶



| Lot Area | The total floor area of all buildings may not exceed: | The floor area of a dwelling may not exceed: |
|----------------------------------|---|--|
| Less than 0.4 ha (1 acre) | 465 m ² (5000ft ²) | 353 m ² (3800ft ²) |
| 0.4 ha to 0.79 ha (1 to 2 acres) | 557 m ² (6000ft ²) | 418 m ² (4500ft ²) |
| 0.8 ha to 1.59 ha (2 to 4 acres) | 743 m ² (8000ft ²) | 520 m ² (5600ft ²) |
| 1.6 ha to 3.9 ha (4 to 10 acres) | 836 m ² (9000 ft ²) | 543 m ² (5845ft ²) |
| 4.0 ha (10 acres) or greater | 1858 m ² (20000ft ²) | 560 m ² (6030ft ²) |

¶

Table 2: North Pender New-Build Dwelling Sizes¶

| Single Family Dwelling Unit Floor Areas 2019 & 2020 | |
|--|---------------|
| Floor Areas | Number of BPs |
| 0 to 500 ft ² | 4 |
| 501 to 1000 ft ² | 10 |
| 1001 to 1500 ft ² | 3 |
| 1501 to 2000 ft ² | 9 |
| 2001 to 2500 ft ² | 1 |
| 2501 to 3000 ft ² | 1 |
| >3000 ft ² | 1 |

Table 3: Floor Area Ratio¶

| FAR | 0.25 | 0.5 |
|-----|---|---|
| FSI | 25% | 50% |
| BCR | | |
| 25% |  |  |

Given the trend toward smaller dwellings and the interests of the LTC in supporting smaller footprint living staff recommend a maximum square footage of 2500ft² for lots <0.6ha (where maximum lot coverage permits) and a maximum of 3000ft² for lots >0.6ha be considered for a distributed density scenario. If the LTC would like to explore this further they may request staff to do an analysis of building permits on Mayne over the last two years to see if trends are similar to those on North Pender with respect to dwelling size. The LTC may also request staff to provide more details of what a floor area ratio approach would look like on the different sized lots.

Options and Rationale for Recommendation

The options below, including the recommended option, focus on areas where the flexible housing approach could be applied based on interests expressed by the LTC (to focus on lots under 5 acres), the community and the analysis presented above.

Recommended Option: Include only lots under 2h/5 acres outside all water service areas and groundwater regions that are identified to need or have the potential to need critical attention (areas in red on Map 1).

Other Options:

1. Include all residential lots under 2h/5 acres that are not within groundwater regions that are identified to need or have the potential to need critical attention (areas in red on Map 1). Note that mapping may change as further work is done.

2. Include all residential lots under 2h/ 5 acres.

3. A minimum lot size could be considered with respect to the recommended option, option 2 or 3.

Staff recommend that the LTC support Option 1 as a pilot project. These regulations could be expanded over time to other areas. Staff also recommend that all options include regulations that require outdoor rainwater catchment as a secondary source similar to those required in the Mayne Island LUB for secondary suites (minimum 13640 litres/3000 gallons before a building permit can be issued).

As identified in previous staff reports the flexible housing approach will:

- not include RVs as part of distributed square footage option
- not include tiny homes on wheels
- not allow more than one dwelling unit to be rented as a home occupation STVR

ALTERNATIVES

1. Request staff to provide additional information. The additional information requested needs to be specified.

That the Mayne Island Local Trust Committee request staff to provide additional information on.....

2. Request staff to hold an additional public meeting. The LTC may feel they need additional community discussion on details related to items such as floor area maximums and rainwater catchment.

That the Mayne Island Local Trust Committee request staff to organize a public meeting to discuss...

3. Remove Project from Project Priority List

The LTC may choose to remove the project from the priority list and return to it at a later date.

That the Mayne Island Local Trust Committee request staff to remove the Housing Regulations and Policy Review from the Priority Projects list.

NEXT STEPS

If the recommendation is supported:

- Staff will draft bylaws for LTC review.

| | | |
|---------------|--|---------------|
| Submitted By: | Narissa Chadwick (RPP), Island Planner | June 10, 2021 |
| Concurrence: | Robert Kojima, Regional Planning Manager | June 11, 2021 |

ATTACHMENTS

1. Map of Water Service Areas and Lots Under 5acres
2. Project Charter

Attachment 1: Water Service Areas and Lots Under 5 acres

