



Notice of Meeting and Meeting Agenda Transportation Committee

Wednesday, January 28, 2026

1:30 PM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

D. Murdock (Chair), S. Goodmanson (Vice Chair), P. Brent, S. Brice, J. Caradonna, Z. de Vries, B. Desjardins, D. Kobayashi, L. Szpak, M. Tait, D. Thompson, R. Windsor, C. McNeil-Smith (Board Chair, ex officio)

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

- 3.1. [26-0123](#) Minutes of the Transportation Committee Meetings of June 25, 2025 and October 22, 2025

Recommendation: That the minutes of the Transportation Committee meetings of June 25, 2025 and October 22, 2025 be adopted as circulated.

Attachments: [Minutes - June 25, 2025](#)
[Minutes - October 22, 2025](#)

4. Chair's Remarks

5. Presentations/Delegations

5.1. Presentations

- 5.1.1. [26-0048](#) Presentation: Elise Wren and Levi Megenbir, BC Transit Re: Victoria Regional Transit Plan Update

Attachments: [Presentation: BC Transit Re: Victoria Reg'l Transit Plan Update](#)

- 5.1.2. [26-0074](#) Presentation: Levi Timmermans, BC Transit Re: Saanich Transit Centre

Attachments: [Presentation: BC Transit Re: Saanich Transit Centre](#)

5.2. Delegations

- 5.2.1. **26-0129** Delegation - Robin Jenkinson, Island Pathways, Re: Agenda Item 6.4: Salt Spring Island Regional Trail Feasibility Study Findings and Next Steps
- 5.2.2. **26-0130** Delegation - Nathan Bird, Victoria Transit Riders Union, Re: Agenda Item 6.2: Fare Free Youth Transit, Resolution for AVICC/UBCM
- 5.2.3. **26-0131** Delegation - Nathan Davidowicz, Resident of Vancouver, Re: Agenda Item 6.2: Fare Free Youth Transit, Resolution for AVICC/UBCM

6. Committee Business

- 6.1. [26-0094](#) 2026 Transportation Committee Terms of Reference

Recommendation: There is no recommendation. This report is for information only.

Attachments: [Staff Report: 2026 Transportation Committee ToR](#)
[Appendix A: 2026 Transportation Committee ToR \(Approved\)](#)
[Appendix B: 2026 Transportation Committee ToR \(Redlined\)](#)

- 6.2. [26-0045](#) Fare Free Youth Transit, Resolution for AVICC/UBCM

Recommendation: The Transportation Committee recommends to the Capital Regional District Board: That the following resolution be submitted to the Association of Vancouver Island and Coastal Communities and the Union of British Columbia Municipalities:

WHEREAS the Province of British Columbia's Get on Board! program provides fare-free transit for children aged 12 and under, and youth older than 12 face cost barriers that limit access to education, employment, and community services and to establish lifelong, sustainable travel habits;

AND WHEREAS the immediate expansion of fare-free transit to all youth aged 13 to 18 may present fiscal challenges for the Province;

THEREFORE BE IT RESOLVED that the Association of Vancouver Island and Coastal Communities and the Union of British Columbia Municipalities request that the Province of British Columbia implement a phased expansion of the fare-free youth transit program by increasing eligibility by one year at a time until fare-free transit is available to youth aged 13 through 18.

Attachments: [Staff Report: Fare Free Youth Transit, Resolution for AVICC/UBCM](#)

- 6.3. [26-0046](#) Regional Transportation Service Implementation Update and 2026 Work Plan

Recommendation: There is no recommendation. This report is for information only.

Attachments: [Staff Report: Reg'l Trans Svc Implement'n Update & 2026 Work Plan](#)

6.4. [25-1253](#) Salt Spring Island Regional Trail Feasibility Study Findings and Next Steps

Recommendation: [At the December 10, 2025 Capital Regional District Board meeting, the Board discussed and carried the following recommendation from the Regional Parks Committee meeting of November 11, 2025:
The Regional Parks Committee recommends to the Capital Regional District Board:
1. That the planning, implementation, and operation of all regional trails on the Gulf Islands-such as those identified in the Gulf Islands Regional Trails Plan-be referred to the CRD Transportation Committee for consideration;
2. That this report, including the Gulf Islands Regional Trails Plan, be referred to the Salt Spring Island Electoral Area Administration for information, in recognition of the local interest in establishing additional community trails in village sites on Salt Spring Island; and
3. That staff report back with a list of all CRD Regional Parks plans, policies, and bylaws requiring amendment or repeal as a result of establishing the Regional Transportation Service, and outline the process and timeline for completing these changes.]

There is no recommendation. This report is for information only.

Attachments: [Staff Report: SSIRT Feasibility Study Findings & Next Steps](#)
[Appendix A: SSIRT Final Section of Salish Sea Trail Network](#)
[Appendix B: Gulf Islands Regional Trails Plan](#)
[Presentation: SSIRT Feasibility Study & Next Steps](#)

6.5. [25-1240](#) Motion with Notice: Fulford-Ganges to Vesuvius multi use pathway Advocacy (B. Webster)

Recommendation: [At the December 10, 2025 Capital Regional District Board meeting, the motion with notice was referred to the next meeting of the Transportation Committee. This motion with notice was recommended to the CRD Board by the Salt Spring Island Local Community Commission at their November 20, 2025 meeting.]
That the Salt Spring Island Local Community Commission request that the Capital Regional District Board consider advancing the trail designs of the Fulford-Ganges to Vesuvius multi use pathway designs out of Salt Spring Island Regional Trail Feasibility Study from 2027 to 2026 in the Five-Year Financial Plan.

6.6. [26-0047](#) Previous Minutes of Other CRD Committees and Commissions for Information

Recommendation: There is no recommendation. The following minutes are for information only:
a) CRD Traffic Safety Commission minutes of October 14, 2025
b) Regional Transportation Working Group minutes of September 16, 2025

Attachments: [Minutes: CRD Traffic Safety Commission - Oct 14, 2025](#)
[Minutes: Reg'l Transportation Working Group - Sep 16, 2025](#)

7. Notice(s) of Motion**8. New Business****9. Motion to Close the Meeting**

9.1. [26-0122](#) Motion to Close the Meeting

Recommendation: That the meeting be closed for intergovernmental negotiations in accordance with Section 90(2)(b) of the Community Charter. [1 Item]

10. Adjournment

The next meeting is March 25, 2026.

To ensure quorum, please advise Jennifer Ives (jives@crd.bc.ca) if you or your alternate cannot attend.

Meeting Minutes

Transportation Committee

Wednesday, June 25, 2025

1:30 PM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

PRESENT

Directors D. Murdock (Chair), P. Brent, J. Caradonna, D. Cavens (for B. Desjardins), Z. de Vries, C. Harder (EP), D. Kobayashi (EP), M. Tait (EP), D. Thompson, M. Wagner (for S. Goodmanson (Vice Chair)) (EP), C. McNeil-Smith (Board Chair, ex officio)

Staff: T. Robbins, Chief Administrative Officer; K. Lorette, General Manager, Housing, Planning and Protective Services; P. Klassen, Senior Manager, Regional Planning; S. May, Senior Manager, Facilities Management and Engineering Services; G. Tokgoz, Manager, Regional Trails and Trestles Renewal; J. Douillard, Senior Transportation Planner, Regional Planning; M. Lagoa, Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

Guests: N. Arason, Traffic Safety Commission; D. Bracewell, Consultant, Mobility Foresight; V. Chan, KPMG; S. Martin, Traffic Safety Commission; L. Miles, KPMG

Regrets: Directors S. Brice, B. Desjardins, S. Goodmanson

The meeting was called to order at 1:32 pm.

1. Territorial Acknowledgement

Director Thompson provided a Territorial Acknowledgement.

2. Approval of Agenda

**MOVED by Director Brent, SECONDED by Director Thompson,
That the agenda for the Transportation Committee meeting of June 25, 2025 be
approved.
CARRIED**

3. Adoption of Minutes

3.1. [25-0638](#) Minutes of the Transportation Committee Meeting of February 26, 2025

**MOVED by Director Brent, SECONDED by Director Thompson,
That the minutes of the Transportation Committee meeting of February 26, 2025
be adopted as circulated.
CARRIED**

4. Chair's Remarks

Chair Murdock thanked everyone in attendance today and staff for their exceptional work. He noted that he was looking forward to discussing the topics on today's agenda.

5. Presentations/Delegations

5.1. Presentations

5.1.1. [25-0739](#) Presentation: Steve Martin, CRD Traffic Safety Commission Re: Automated Speed Enforcement

S. Martin presented the CRD Traffic Safety Commission's Report on Automated Speed Enforcement.

Discussion ensued regarding:

- allocation of funds generated by this proposed program
- lessons learned from previous programs
- implementing the program without legislative change
- the sensitivity or thresholds of the technology being used

5.2. Delegations

There were no delegations.

6. Committee Business

6.1. [25-0740](#) Transportation Governance

K. Lorette spoke to Item 6.1.

Discussion ensued regarding:

- coordinating with partners to ensure alignment of the transportation plan
- consideration of future light rail transit options
- governance structure options that reduce the risk of politicizing any decisions
- including water transportation in the transportation plan

**MOVED by Director McNeil-Smith, SECONDED by Director Caradonna,
The Transportation Committee recommends to the Capital Regional District
Board:**

- 1. That the Transportation Committee continue to oversee and make recommendations to the Board regarding matters related to regional transportation, including regional trails;**
- 2. That the updated 2025 Terms of Reference for the Transportation Committee be approved as attached as Appendix B;**
- 3. That staff be directed to develop a Terms of Reference for the establishment of a Regional Transportation Advisory Committee and supporting working groups and report back in the third quarter of 2025; and**
- 4. That staff report back on the merits of establishing a Transportation Commission, through the forthcoming process of updating the Regional Transportation Plan, and transferring the responsibilities of the Victoria Regional Transit Commission (VRTC) to the CRD.**

CARRIED

Alternate Director Wagner left the meeting at 2:44 pm.

6.2. [25-0774](#) Regional Transportation Plan Update

K. Lorette presented Item 6.2. for information.

Discussion ensued regarding:

- the timeline to develop this plan
- ensuring the regional plan is a cohesive effort

6.3. [25-0711](#) Regional Trestles Renewal - Trails Widening and Lighting Project Update

G. Tokgoz spoke to Item 6.3.

Discussion ensued regarding:

- engaging with the province regarding transfer of ownership of the land
- ensuring coordinated upgrade sequencing to the trail
- the scope of authority for this project

**MOVED by Director Caradonna, SECONDED by Director Thompson,
The Transportation Committee recommends to the Capital Regional District
Board:**

- 1. That staff be directed to proceed with permitting and procuring a final design for the Swan Lake Trestle for Option 1 while preparing to pivot to Option 2 should the Swan Lake Nature Sanctuary restoration project proceed; and**
- 2. That the Regional Trestles Renewal, Trails Widening and Lighting Project Update - June 2025 be forwarded to the Regional Parks Committee for information.**

CARRIED

6.4. [25-0593](#) Previous Minutes of Other CRD Committees and Commissions

Discussion ensued regarding the incorrect minutes being attached for the May 13, 2025 meeting.

MOVED by Director Brent, **SECONDED** by Director Thompson,
The Traffic Safety Commission recommends that the Transportation Committee recommend to the Capital Regional District Board:

That the CRD Board advocate for automated speed enforcement (ASE) and request the Provincial Government develop enabling legislation that would permit regional governments (through designation) the ability to decide, fund and implement ASE using a principle-based approach; and, that the Provincial Government require designated regional governments to adopt the following five principles to guide regional implementations:

1. Public Education: That public education regarding the safety objectives of ASE be a central component and priority of ASE throughout implementation and ongoing deployment.

2. Evidence Based Deployment: That an evidence-based process guides the location of ASE cameras to ensure that deployment is implemented with a clear view to achieving road safety outcomes.

3. Transparency: Publicize location and safety rationale of ASE camera locations including location specific warning signs so there are no surprises for drivers. Report on the achievement of outcomes based on a clearly defined program baseline.

4. Dedicate Revenue: The overarching goal of ASE is to reduce unsafe speed and lower speed related injuries and fatalities. ASE revenues should be dedicated to ASE cost recovery and road safety programs. A 2024 national report survey emphasized that a critical element of ongoing public support was that ASE programs are not perceived as a general revenue cash grab.

5. Start Small and Build Support: Implement with a view to build and maintain public acceptance. Engage community stakeholders to guide implementation and promote support. Adopt a graduated implementation approach beginning with a pilot deployment in high-risk areas including school and playground zones. Consider “soft” initial implementation where drivers are issued warning tickets during a predefined period.

CARRIED

7. Notice(s) of Motion

There were no notice(s) of motion.

8. New Business

There was no new business.

9. Adjournment

MOVED by Director Brent, **SECONDED** by Director Thompson,
That the Transportation Committee meeting of June 25, 2025 be adjourned at 3:12 pm.

CARRIED

CHAIR

RECORDER

Meeting Minutes

Transportation Committee

Wednesday, October 22, 2025

1:30 PM

6th Floor Boardroom
625 Fisgard St.
Victoria, BC V8W 1R7

Special Meeting

PRESENT

Directors: D. Murdock (Chair), S. Goodmanson (Vice Chair) (EP), S. Brice (EP), J. Caradonna, Z. de Vries, B. Desjardins, R. Fawcett (for P. Brent) (EP), D. Kobayashi (EP), L. Szpak, M. Tait (EP), D. Thompson, C. McNeil-Smith (Board Chair, ex officio)

Staff: T. Robbins, Chief Administrative Officer; K. Lorette, General Manager, Housing, Planning and Protective Services; S. Carey, Senior Manager, Legal & Risk Management; P. Klassen, Senior Manager, Regional Planning; G. Tokgoz, Manager, Transportation; J. Douillard, Senior Transportation Planner, Regional Planning; M. Lagoa, Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

EP - Electronic Participation

Guests: J. Devonshire, South Island Climate Action Network; L. Jeurond, View Royal Climate Coalition; R. Symons, Sustainable Transportation Specialist, ISL Engineering (EP)

Regrets: Director P. Brent

The meeting was called to order at 1:31 pm.

1. Territorial Acknowledgement

Director de Vries provided a Territorial Acknowledgement.

2. Approval of Agenda

MOVED by Director Szpak, **SECONDED** by Director Desjardins,
That the agenda for the Transportation Committee meeting of October 22, 2025
be approved.
CARRIED

3. Presentations/Delegations

3.1. Presentations

- 3.1.1. [25-1095](#) Presentation: Jane Devonshire, South Island Climate Action Network (SI-CAN) and Linda Jeaurond, View Royal Climate Coalition (VRCC) Re: New CRD Transportation Service and Its Potential Heat Mitigating and Health Co-benefits

J. Devonshire and L. Jeaurond presented Item 3.1.1.

3.2. Delegations

- 3.2.1. [25-1141](#) Delegation - Samuel Holland; Representing Better Transit YYJ: Re: Agenda Item 5.1. Motion with Notice: Region-Wide Free Youth Bus Pass Program (Directors Caradonna/Thompson), and 5.2. Motion with Notice: Rapid Transit Updated Feasibility Study (Director Murdock)

S. Holland spoke to Items 5.1. and 5.2.

- 3.2.2. [25-1142](#) Delegation - Nathan Bird; Representing Victoria Transit Riders Union: Re: Agenda Item 5.1. Motion with Notice: Region-Wide Free Youth Bus Pass Program (Directors Caradonna/Thompson)

N. Bird spoke to Item 5.1.

4. Special Meeting Matters

- 4.1. [25-1096](#) Bylaws No. 4711 and 4719: Dissolution of Traffic Safety Commission and Service

K. Lorette spoke to Item 4.1.

Discussion ensued regarding incorporating some of the existing membership into a new sub-committee to the Regional Transportation Advisory Committee.

**MOVED by Director Desjardins, SECONDED by Director Szpak,
The Transportation Committee recommends to the Capital Regional District Board:**

1. That Bylaw No. 4711, "Traffic Safety Commission Dissolution Bylaw No. 1, 2025" be introduced and read a first, second and third time;
2. That Bylaw No. 4711 be adopted;
3. That the assets and obligations of the Traffic Safety Commission Service under Bylaw No. 1828, "Traffic Safety Commission Establishment Bylaw No. 1, 1990", be assumed and maintained by the Transportation Service under Bylaw No. 4630, "Regional Transportation Service Establishing Bylaw No. 1, 2024", including that funds held for the Constable Sarah Beckett Memorial Scholarship continue to be used for that purpose;
4. That Bylaw No. 4719, "Traffic Safety Commission Establishment Bylaw No. 1, 1990, Amendment Bylaw No. 5, 2025", be read a first, second, and third time;
5. That participating area approval be obtained by way of municipal and electoral area director consent; and
6. That if successful by two-thirds consent of participants, Bylaw No. 4719 be forwarded to the Inspector of Municipalities for approval.

CARRIED

4.2. [25-1097](#) Regional Transportation Advisory Committee Terms of Reference

K. Lorette spoke to Item 4.2.

Discussion ensued regarding:

- consideration of including a Department of National Defense representative as a non-voting committee member
- alignment of the committee's direction with existing strategies
- the timeline to transition to the new committee

MOVED by Director Szpak, **SECONDED** by Director Caradonna,
The Transportation Committee recommends to the Capital Regional District Board:

1. That the Regional Transportation Advisory Committee Terms of Reference be approved as attached as Appendix A;
2. That the updated 2025 Terms of Reference for the Transportation Committee be approved as attached as Appendix B.
3. That the Transportation Working Group be dissolved.

MOVED by Director Caradonna, **SECONDED** by Director Desjardins,
That motion part 2 be amended so that s1.a)(ii). of Appendix B be amended by adding the wording ", and rapid transit" following the word "transit".
CARRIED

MOVED by Director Caradonna, **SECONDED** by Director Desjardins,
That motion part 2 be amended so that s1.b)(ii). of Appendix B be amended by replacing it with the wording "Advocate to and collaborate with the Victoria Regional Transit Commission on regional transit and rapid transit priorities".
CARRIED

MOVED by Director Thompson, **SECONDED** by Director Caradonna,
That motion part 2 be amended so that s1.b)(i). of Appendix B be amended by adding the wording ", and collaborate with" after the wording "advocate to".
CARRIED

MOVED by Director Desjardins, **SECONDED** by Director Szpak,
That motion part 1 be amended so that Appendix A be amended by including CFB Esquimalt with an invitation to participate in the Regional Transportation Advisory Committee, under Item 3.0 Composition, as a non-voting member.
CARRIED

The question was called on the main motion as amended.

The Transportation Committee recommends to the Capital Regional District Board:

1. That the Regional Transportation Advisory Committee Terms of Reference, as attached in Appendix A, be approved as amended, by including CFB Esquimalt with an invitation to participate in the Regional Transportation Advisory Committee, under Item 3.0 Composition, as a non-voting member;
2. That the updated 2025 Terms of Reference for the Transportation Committee, as attached in Appendix B, be approved as amended, as follows:
 - a) That section 1.(a)(ii) be amended by adding the wording ", and rapid transit" following the word "transit".
 - b) That section 1.(b)(i) be amended by adding the wording ", and collaborate with" after the wording "advocate to".

c) That section 1.(b)(ii) be amended by replacing it with the wording "Advocate to and collaborate with the Victoria Regional Transit Commission on regional transit and rapid transit priorities".

3. That the Transportation Working Group be dissolved.

CARRIED

4.3. [25-0965](#) Previous Minutes of Other CRD Committees and Commissions for Information

The following minutes were received for information:

- a) CRD Traffic Safety Commission minutes of June 10, 2025
- b) CRD Traffic Safety Commission minutes of July 8, 2025
- c) CRD Traffic Safety Commission minutes of September 9, 2025
- d) Regional Transportation Working Group minutes of February 11, 2025
- e) Regional Transportation Working Group minutes of April 15, 2025
- f) Regional Transportation Working Group minutes of April 29, 2025
- g) Regional Transportation Working Group minutes of June 16, 2025

5. Notice(s) of Motion

5.1. [25-1109](#) Motion with Notice: Region-Wide Free Youth Bus Pass Program (Directors Caradonna/Thompson)

MOVED by Director Caradonna, **SECONDED** by Director Thompson,
The Transportation Committee recommends to the Capital Regional District Board:

That the CRD Board direct staff to investigate, as part of the update to the Regional Transportation Plan, and report back on the costs, benefits, and implications of creating a region-wide free youth bus pass program under the CRD transportation service in collaboration with BC Transit.

CARRIED

- 5.2. [25-1110](#) Motion with Notice: Rapid Transit Updated Feasibility Study (Director Murdock)
- MOVED** by Director Murdock, **SECONDED** by Director Caradonna,
The Transportation Committee recommends to the Capital Regional District Board:
That the Board support a letter to senior governments, advocating for support to jointly undertake an updated study on the feasibility and alignment of rapid transit within the CRD.
- Discussion ensued regarding the utility of setting up an ad hoc working group with partners in the region.
- MOVED** by Director Caradonna, **SECONDED** by Director Thompson,
That the main motion be amended to add the wording "and BC Transit", after the wording "senior governments".
- Director Tait left the meeting at 3:11 pm.
- Discussion ensued regarding clarification of roles and responsibilities.
- MOVED** by Director Desjardins, **SECONDED** by Director Caradonna,
That the amendment be further amended to add the wording "and Island Corridor Foundation" after the wording "BC Transit".
DEFEATED
Opposed: Brice, de Vries, Fawcett, Kobayashi, McNeil-Smith, Murdock, Szpak, Thompson
- The question was called on the amendment to the main motion.
That the main motion be amended to add the wording "and BC Transit", after the wording "senior governments".
DEFEATED
Opposed: Brice, Caradonna, de Vries, Desjardins, Goodmanson, Fawcett, Kobayashi, McNeil-Smith, Murdock, Szpak, Thompson
- MOVED** by Director Desjardins, **SECONDED** by Director Caradonna,
That the main motion be amended to add the wording ", and copy BC Transit and Island Corridor Foundation,", after the wording "senior governments".
CARRIED
- The question was called on the main motion as amended.
The Transportation Committee recommends to the Capital Regional District Board:
That the Board support a letter to senior governments, and copy BC Transit and Island Corridor Foundation, advocating for support to jointly undertake an updated study on the feasibility and alignment of rapid transit within the CRD.
CARRIED

6. Motion to Close the Meeting

6.1. [25-1082](#) Motion to Close the Meeting

MOVED by Director de Vries, **SECONDED** by Director Desjardins,
That the meeting be closed for Litigation in accordance with Section 90(1)(g) of
the Community Charter.

CARRIED

The Transportation Committee moved into closed session at 3:29 pm.

The Transportation Committee rose from closed session at 3:45 pm without
report.

7. Adjournment

MOVED by Director Desjardins, **SECONDED** by Director Szpak,
That the Transportation Committee meeting of October 22, 2025 be adjourned at
3:45 pm.

CARRIED

CHAIR

RECORDER



CRD Transportation Committee

Victoria Regional Transit Plan Update

January 28, 2026



Purpose

- Provide an update to the CRD Transportation Committee on the BC Transit Victoria Regional Transit Plan process.

2011 Transit Future Plan



Transit Future Plan
VICTORIA REGION | May 2011



The Transit Future Network

One of the most important features of the Transit Future Plan is that it created a network for the future system comprised of four layers of transit service. This network vision and its layers are shown in the map at on the preceding page. Together the different layers of service create a comprehensive transit network to best meet the existing and future needs of the region. The service layers are designed to efficiently move people around the region facilitated by the implementation of transit priority measures.

Rapid Transit Network (RTN)

RTN services are designed to move high volumes of passengers between key nodes and along key transportation corridors with high to medium density mixed land use. Service is very frequent (at least every 15 minutes between 7:00 a.m. and 10:00 p.m.) seven days a week and stops less often than traditional transit services. Investments in RTN infrastructure, technology, vehicles, and service levels greatly increase system performance. To improve travel time and reliability, RTN services utilize an exclusive (Exclusive Corridor) or semi-exclusive (Priority Corridor) right-of-way to eliminate or significantly reduce the impact of general traffic on transit vehicles. RTN services use high capacity transit vehicle technologies such as light rail vehicles and high capacity buses. Other investments required along the corridor are premium transit stations, off-board ticketing and typically corridor branding.



Frequent Transit Network (FTN)

The FTN provides medium to high density mixed land use corridors with a convenient, reliable, and frequent (at least every 15 minutes between 7:00 a.m. and 10:00 p.m.) transit service seven days per week. The goal of the FTN is to allow customers to spontaneously travel without having to consult a transit schedule. The FTN will carry a large share of the transit system's total ridership and for this reason justifies capital investments such as transit priority, right-of-way improvements, a high level of transit stop amenities and corridor branding.



Local Transit Network (LTN)

The LTN is designed to connect neighbourhoods to local destinations and to the RTN and FTN. LTN services allow customers to plan a trip to work, school, local shopping centres or personal trips by transit. Frequency and vehicle type are selected based on demand. In some cases, smaller transit vehicles can be utilized to better match customer demand and operating conditions to local roads.



Changing Regional Context

The Victoria Region has changed significantly since 2011:

- Significant population growth
- Changes in development and density
- Changes in travel patterns and congestion
- Changes in local, regional, and provincial plans and policies
- Significant investments in transit service and infrastructure



Victoria Regional Transit Plan Goals

This plan will provide a roadmap for the Victoria Regional Transit System over the next 25 years.



- ▶ Update and modernize the 2011 Victoria Regional Transit Future Plan



- ▶ Incorporate regional developments and updated local and provincial plans and policies



- ▶ Develop comprehensive transit network and route design guidelines and update the network vision



- ▶ Identify key priorities for infrastructure and service improvements

Victoria Regional Transit Plan

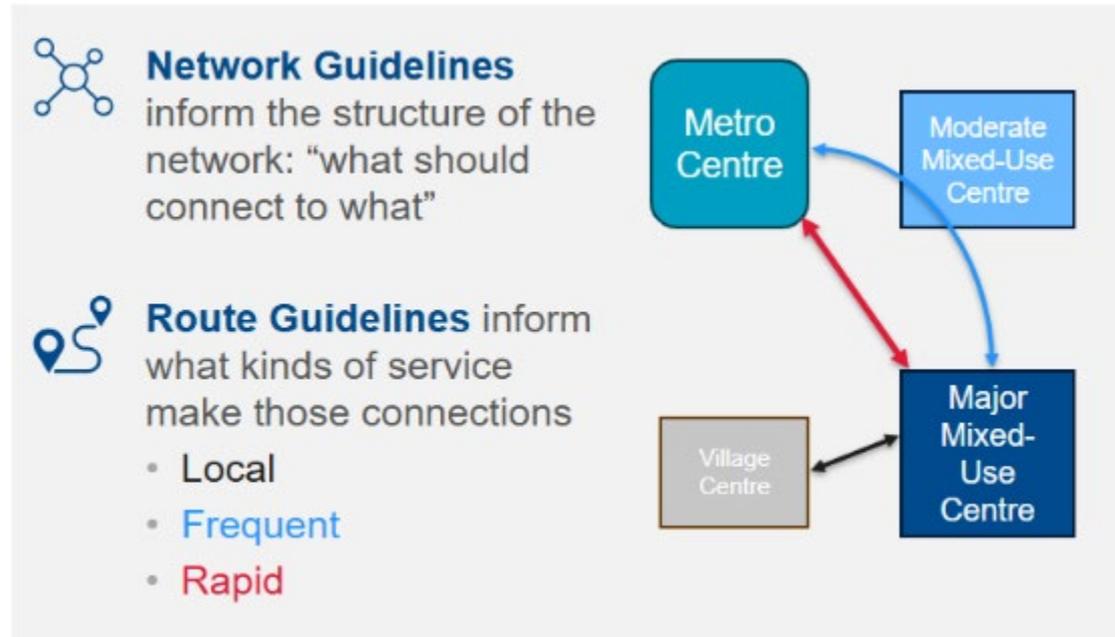


Governance of the VRTP

- **Project Owner:** BC Transit
- **Approval Authority:** Victoria Regional Transit Commission
 - Meets bi-monthly
 - Sets strategic framework, gives final plan endorsement
- **Project Working Group:** Members of BC Transit, CRD and MOTT
 - Meets monthly, provides overall project guidance
- **CRD Transportation Working Group / CRD Development and Planning Advisory Committee:**
 - Advisory groups to provide strategic guidance
- **Targeted Stakeholder Working Groups:**
 - First Nations rightsholder engagement
 - Community & Neighbourhood Associations
 - Key regional employers, regional institutions, and interregional travel organizations
 - West Shore & Peninsula Transit Network Review working groups

Network and Route Guidelines Framework

- Based on objective criteria so all partners can anticipate potential changes to the network as the region continues to evolve
- Uses land use and transportation demand as objective criteria
- Aligned with regional transportation and land use planning
- When does a corridor graduate to higher-order transit (e.g. RapidBus or Higher-Order Transit)



Public Engagement

The engagement focused on getting feedback on proposed route and network design guidelines and identifying priorities and values for developing the transit system over the next 25 years

- 1,850 survey respondents
- 9 open house events, 350 open house attendees
- 23 stakeholder groups



Key Engagement Findings

- More frequent, reliable, and more direct routes highest public priorities for improvement
- UVic, Swartz Bay, and YYJ were top priorities for improved regional transit access
- Responses to values-based questions suggest general support for:
 - Building towards a more ridership-oriented and connection-based network
 - Focusing more direct and better service where density and ridership support it
 - Increased distance between bus stops for faster travel times
 - A willingness for longer walks to bus stops for more frequent service
- Desire for investment in RapidBus and Higher-Order Transit were the most commonly received comments in the survey.

Emerging Themes



Evolution of minimum service standards – Extended service span, new service types, increased Rapid Transit minimum service levels



Evolution of the Network



Express to RapidBus – Potential applications to Peninsula and McKenzie



Evolution of West Shore RapidBus to Higher-Order Transit

Infrastructure Priorities

- Saanich Transit Centre – Operations & Maintenance Facility
- Uptown Mobility Hub
- Launch of Higher-Order Transit within next 25 years
 - West Shore Rapid Transit Alignment study will be identified as immediate-term priority within the plan.
- Bus speed and reliability investments
 - Expansion of Rapid Transit network.
 - Targeted investments along frequent transit corridors.
- Transit exchange investments – Sidney, Sooke, Jubilee, Six Mile and expansions to existing exchanges.
- Park & Rides – West Shore & Peninsula

Next Steps

- Victoria Regional Transit Plan on track for July 2026 completion.
 - Present draft plan to CRD and Municipal Councils in Spring.
- Initiate a process to explore a broader transit network restructure.
- West Shore Rapid Transit alignment review would be a next step in partnership with the CRD, the Province and key stakeholders.
 - Will support the CRD's Regional Transportation Plan and be integrated into a revision of the Victoria Regional Transit Plan once completed.
 - Once an updated Rapid Transit alignment has been confirmed, further work can be advanced towards development of higher-order transit within the region.



CRD Transportation Committee

Saanich Transit Centre

January 28, 2026



Purpose

- Provide an update to the CRD Transportation Committee on the planning and development of the future Saanich Transit Centre and to offer presentations to any local government or other interested parties.

Victoria Regional Facilities



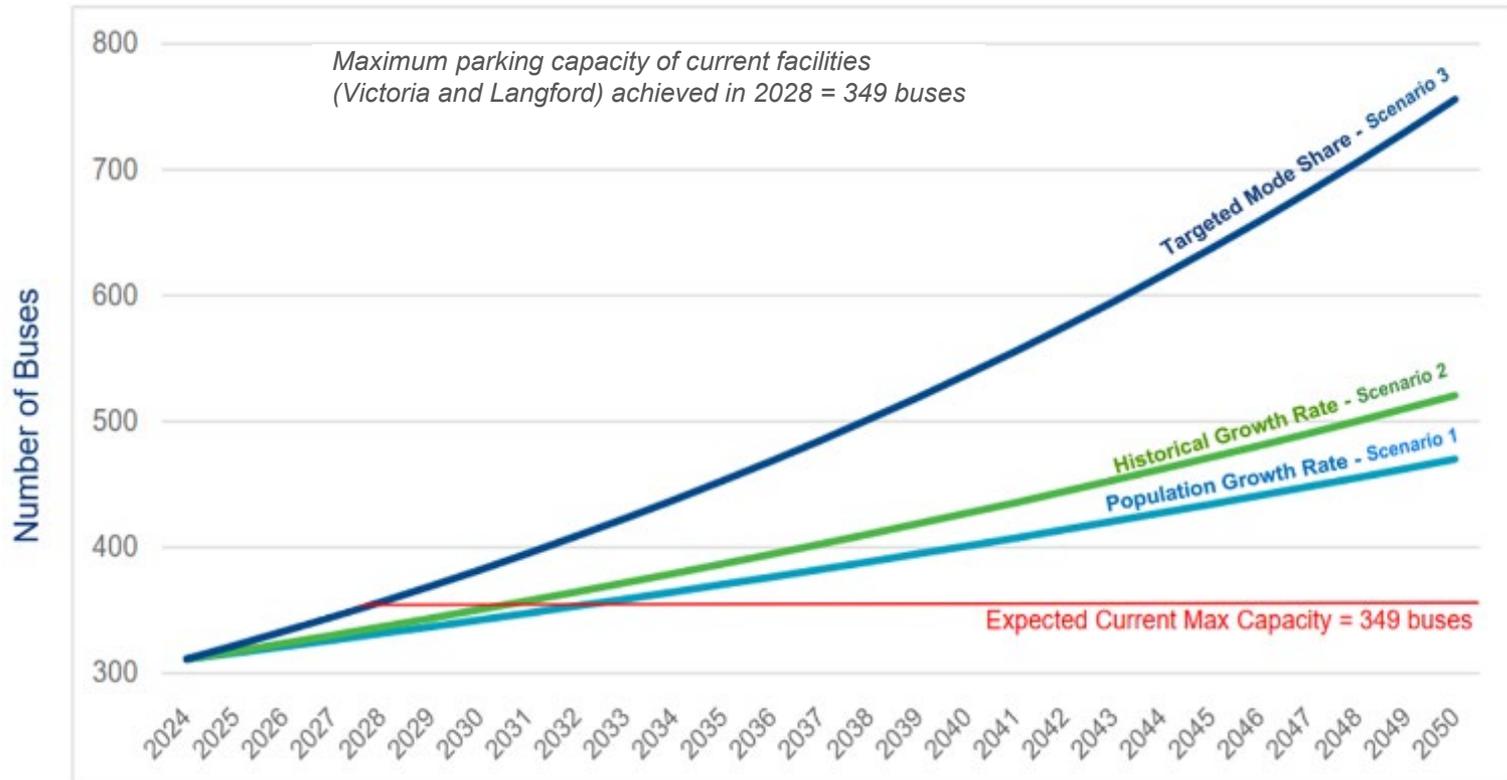
Regional Transit Facilities – Nearing Capacity

- A new Operations & Maintenance facility was first identified as a priority investment within the 2011 Victoria Regional Transit Plan
- Regional Transit facilities (Victoria and Langford) are set to reach capacity by as early as 2028. Without additional space, we cannot add more buses/increase service.
- The Saanich Transit Centre is essential to the Victoria Regional Transit System's ability to respond to population growth and deliver on regional and provincial transportation and climate goals.

Regional Demand Drivers

- **Forecast Need:** A new Operations & Maintenance facility was first identified in 2011 in the Victoria Regional Transit Plan and is expected to be identified as a critical need in the updated Victoria Regional Transit Plan which will be finalized in 2026
- **Population Growth Impact:** Regional population has grown by +50,000 since 2011, driving increased demand for transit
- **Transit Mode Share:** The Victoria Regional Transit Commission has an ambitious target of a 15 per cent transit mode share by 2050, which would require more than double the current service levels
- **Land Use Plans:** The adoption of new Official Community Plans, updated Transportation Plans, ambitious climate targets, and provincial Transit-Oriented Development areas requires significant investment in modern transit facilities to support expanded service and meet future mobility needs

Regional Demand Forecast



How we got here

Date	Activity
2011	Identified need for third Operations & Maintenance facility in the Victoria Regional Transit Future Plan
2011 – 2020	Properties totaling ~5 acres have been strategically acquired in Saanich's Royal Oak industrial area
2020 – 2025	Relocated existing handyDART operations to new View Royal facility in 2025, freeing up space for Saanich Transit Centre
2021 – 2022	Secured funding for project planning and business case development
2023 - date	Secured funding for site preparation:
2024 – 2025	Technical studies to prepare for future development
2024 – 2025	Early public and First Nations engagement [on-going]
2025 – 2026	Site preparation and demolition activities

Future Saanich Transit Centre



The Site



- Central location with access to Patricia Bay Highway
- Consolidating five BC Transit owned properties (5.14 acres)
- Industrial Zoning in place permitting this use
- Two properties historically used for bus operations and maintenance
- Planned use as next Operations & Maintenance Facility and designed to be electric vehicle ready
- Can accommodate up to 200 buses at full capacity.

Foundational Planning Steps Underway

Site Analysis and Technical Constraints

Assess geotechnical conditions, access, and utilities to inform design options

Functional Program and Construction Scope

Define operational requirements, site capacity, current and future maintenance needs to inform facility design, as well as determine potential approaches to construction and risk mitigation

Implementation Strategy

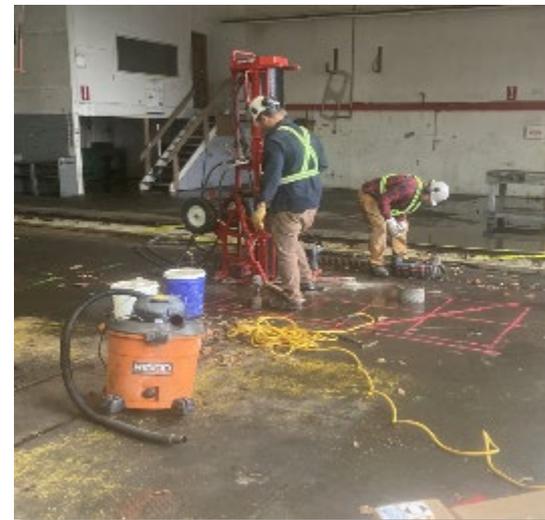
An initial facility build to meet short/medium term expansion needs, while also protecting for longer term facility expansion. The property is sufficient to support long-term growth, as well as integration with other regional transportation plans, e.g., RapidBus

What's Planned

- **Administration and Maintenance Building** - A modern hub for operations, secure parking and bus maintenance.
- **Multi-Level Structure** - Maximizes space. Much of the operation will be located underground, reducing the visible footprint.
- **Access Points** - One entry and exit on Commerce Circle and Glanford Avenue.
- **Sustainability** - Designed to achieve LEED Gold certification, reflecting a strong commitment to environmental responsibility and energy efficiency.
- **Battery Electric Bus (BEB) ready** - To support future electric bus fleet.
- **Accessibility** - Rick Hansen Foundation Accessibility Certification principles, ensuring an inclusive environment for all users.
- **Community Integration** - Will be thoughtfully designed to minimize visual and operational impact.
- **Future-Ready:** Initial buildout ~150 buses with flexibility to expand to ~200+ buses.

Site Preparation

- Site assessment and technical studies completed over past year to inform future development plans
- All technical studies are available on project website
- Demolition expected to take approximately six months, starting in mid 2026.
- Vacant buildings currently being utilized for police training by regional units



Public Engagement

- Presented to Carey Area Residents' Association in May and Royal Oak Community Association in September 2025
- Attended Music in the Park in Brydon Park in July 2025, connecting with 175 people
- 45 people attended two neighbourhood open houses on the former Wilson's site on August 14 and August 16, 2025
- Project information hand-delivered to neighbourhood homes
- Website: www.bctransit.com/saanichtransitcentre
- Subscriber e-newsletter
- Further community engagement planned for early 2026 to inform site planning and design



First Nations Consultation

- Consultation with First Nations regarding site preparation work commenced in 2023 and is ongoing. The Nations being consulted include:
 - Songhees Nation
 - Tsartlip First Nation
 - Tsawout First Nation
 - Tseycum First Nation
 - Te'Mexw Treaty Association
 - Esquimalt Nation
 - Malahat Nation
 - Pauquachin First Nation
 - Scianew (Beecher Bay) First Nation
- First Nations are also being consulted on regional transit and transportation plans through a concurrent, collaborative process between BC Transit, CRD, Ministry of Transportation and Transit and Housing, Infrastructure and Communities Canada which commenced in September 2025.

Engagement of Local Government Partners

- The Victoria Regional Transit Commission directed staff to initiate engagement with local government officials regarding the Saanich Transit Centre project by:
 - Presenting the project concept to the CRD Transportation Committee for information; and
 - Offering to attend as a delegation to municipal Councils that request a presentation;
 - AND THAT this engagement occur prior to the VRTC considering approval of the STC project in July 2026
- BC Transit is in early discussions with the District of Saanich to understand municipal needs

Partnership Funding Approach

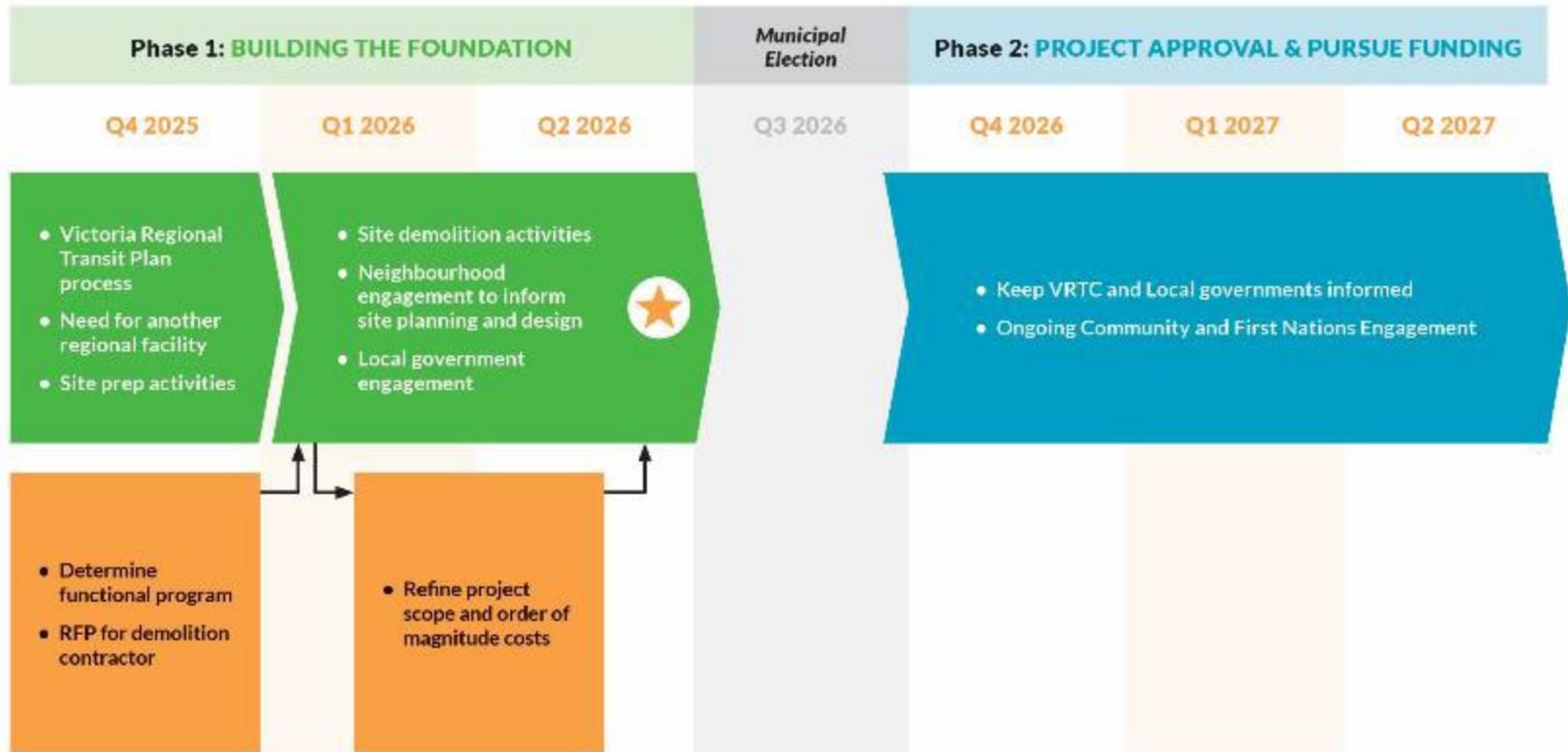
Strategic Path Forward

- Project will be positioned for maximum eligibility and approval under senior government programs
- Significant investment required. Project cost estimates expected in February

Potential funders:

- **Victoria Regional Transit Commission:** Funded through fare revenue and advertising, property tax transit levy contribution and the *Motor Fuel Tax Act*
- **Provincial Government:** Provincial funding will be pursued through Treasury Board application
- **Federal Government:** Federal funding will be pursued in collaboration with the Province

Project Engagement



★ VRTC Endorsement to Submit Treasury Board Submission

Key Dates

Dates	Activity
January 2026	Ongoing Community, Local Government, and First Nations Engagement
February 2026	VRTC - Project costing, engagement update
March 2026	Ongoing Community Engagement
May 2026	VRTC Project and Engagement update
July 2026	VRTC – Engagement update and refined project costs. Seeking formal Approval from the Commission

Stay Informed



Website/E-newsletter: www.bctransit.com/saanichtransitcentre



Request Council presentation saanichtransitcentre@bctransit.com



Attend open house in March 2026

Thank You!



Making a difference...together

REPORT TO TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, JANUARY 28, 2026

SUBJECT 2026 Transportation Committee Terms of Reference

ISSUE SUMMARY

To provide the 2026 Transportation Committee Terms of Reference for information.

BACKGROUND

Under the *Local Government Act* and the CRD Board Procedures Bylaw, the CRD Board Chair has the authority to establish standing committees and appoint members to provide advice and recommendations to the Board.

On January 14, 2026, the CRD Board approved the 2026 Terms of Reference for standing committees. Terms of Reference (TOR) serve to clarify the mandate, responsibilities and procedures of standing committees and provide a point of reference and guidance for the committees and members.

The Transportation Committee TOR was updated under the Preamble to reflect that the committee may make recommendations to the Board on matters related to the Regional Transportation Service, and section 1.0 Purpose to reflect that the committee may make recommendations to the Board to advocate and collaborate with the Island Corridor Foundation on the use of the rail corridor.

For 2026, all standing committees TOR were revised under section 3.0 Composition to include additional details on First Nation members voting rights on standing committees.

The approved 2026 Transportation Committee TOR is attached as Appendix A, and a redlined copy is attached as Appendix B.

The TOR are being provided for information to the Committee. Any proposed revisions to the TOR will require ratification by the Board.

CONCLUSION

Terms of Reference serve to clarify the mandate, responsibilities and procedures of committees and provide a point of reference and guidance for the committees and their members. Any future revisions to the TOR will require ratification by the Board.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Marlene Lagoa, MPA, Manager, Legislative Services & Deputy Corporate Officer
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Housing, Planning and Protective Services
Concurrence:	Kristen Morley, J.D., Corporate Officer & General Manager, Corporate Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: 2026 Transportation Committee Terms of Reference – Approved
Appendix B: 2026 Transportation Committee Terms of Reference – Redlined

Terms of Reference

The logo for the Capital Regional District (CRD) is located in the bottom right corner of the header banner. It consists of the letters 'CRD' in a stylized, bold, sans-serif font, positioned above a dark, wavy horizontal line that spans the width of the banner.

TRANSPORTATION COMMITTEE

PREAMBLE

The Capital Regional District (CRD) Transportation Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding matters related to regional transportation and the Regional Transportation Service.

The Committee's official name is to be:

Transportation Committee

1.0 PURPOSE

- a) The mandate of the Committee includes overseeing, providing advice and/or making recommendations to the Board regarding the following functions:
 - i. Regional transportation matters including regional transportation policies, plans, programs, projects, and studies including but not limited to public transit, active transportation, mobility hubs, transportation demand management, and road and trail safety.
 - ii. Encouraging a strong regional voice on regional transportation governance and matters including the regional multi-modal network, goods movement, transit, rapid transit, active transportation, multi-use regional trails, inter-regional transportation, and grant funding for infrastructure projects of regional significance.
 - iii. Regional trails matters including land acquisition, capital planning, policy, management, construction, operations and programs for the Galloping Goose, the Lochside, and the E&N trails.
- b) The Committee may also make recommendations to the Board to:
 - i. Advocate to and collaborate with senior levels of government to support major multi-modal transportation plans and projects which support the region's transportation, climate action and sustainability goals.
 - ii. Advocate to and collaborate with the Victoria Regional Transit Commission on regional transit and rapid transit priorities.
 - iii. Advocate to and collaborate with the Island Corridor Foundation on the use of the rail corridor.
 - iv. Work with other Vancouver Island Regional Districts to support major multi-modal inter-regional transportation which support the mobility of people transportation and the flow of goods on Vancouver Island.
- c) The following committees will report through the Transportation Committee:
 - i. Regional Transportation Advisory Committee
 - ii. Any other advisory body established by the Committee

CRD Transportation Committee 2026 Terms of Reference

2.0 ESTABLISHMENT AND AUTHORITY

- a) The Committee will make recommendations to the Board for consideration; and
- b) The Board Chair will appoint the Committee Chair, Vice Chair and Committee members annually.

3.0 COMPOSITION

- a) Committee members will be appointed CRD Board Members;
- b) At least one member of the committee should be a liaison member of the Regional Parks Committee, the Environmental Services Committee and the Planning and Protective Services Committee;
- c) All Board members are permitted to participate in standing committee meetings, but not vote, in accordance with the CRD Board Procedures Bylaw; and
- d) First Nation members are permitted to participate in standing committee meetings at their pleasure, where the Nation has an interest in matters being considered by the committee, in accordance with the CRD Procedures Bylaw section 33:
 - i. First Nation Members are permitted to abstain from voting on an item, provided that they declare their abstention prior to the vote being called on the item.
 - ii. When an abstention from voting on an item is declared by a First Nation Member, it shall be noted in the meeting minutes and the total number of votes on the item shall not include those First Nation Members who have abstained from voting.

4.0 PROCEDURES

- a) The Committee shall meet on a bi-monthly basis and have special meetings as required;
- b) The agenda will be finalized in consultation between staff and the Committee Chair and any Committee member may make a request to the Chair to place a matter on the agenda through the Notice of Motion process;
- c) With the approval of the Committee Chair and the Board Chair, Committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- d) A quorum is a majority of the Committee membership and is required to conduct Committee business.

5.0 RESOURCES AND SUPPORT

- a) The General Manager of Housing, Planning and Protective Services will act as liaison to the committee; and
- b) Minutes and agendas are prepared and distributed by the Corporate Services Department.

Terms of Reference



TRANSPORTATION COMMITTEE

PREAMBLE

The Capital Regional District (CRD) Transportation Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding matters related to regional transportation ~~including the establishment of a and the Regional Transportation Service for the region.~~

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 - ii. Encouraging a strong regional voice on regional transportation governance and matters including the regional multi-modal network, goods movement, transit, rapid transit, active transportation, multi-use regional trails, inter-regional transportation, and grant funding for infrastructure projects of regional significance.
 - iii. Regional trails matters including land acquisition, capital planning, policy, management, construction, operations and programs for the Galloping Goose, the Lochside, and the E&N trails.
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 - ii. Advocate to and collaborate with the Victoria Regional Transit Commission on regional transit and rapid transit priorities.
 - iii. Advocate to and collaborate with the Island Corridor Foundation on the use of the rail corridor.
 - iii-iv. Work with other Vancouver Island Regional Districts to support major multi-modal inter-regional transportation which support the mobility of people transportation and the flow of goods on Vancouver Island.
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- a) The General Manager of Housing, Planning and Protective Services ~~Department~~ will act as a liaison to the committee; and
- b) Minutes and agendas are prepared and distributed by the Corporate Services

CRD Transportation Committee
2026 Terms of Reference

Department.

Approved by CRD Board _____



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REPORT TO TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, JANUARY 28, 2026

SUBJECT **Fare Free Youth Transit, Resolution for AVICC/UBCM**

ISSUE SUMMARY

To present a resolution to be submitted to the Association of Vancouver Island Coastal Communities (AVICC) and Union of British Columbia Municipalities (UBCM) and supporting background information.

BACKGROUND

On November 12, the Capital Regional District (CRD) Board directed staff to develop a UBCM resolution:

That staff develop and provide the CRD Transportation Committee a draft UBCM resolution for consideration calling on the Province to increase fare-free transit to all youth in BC under 19 by adding another year's age eligibility of fare-free transit to each provincial budget year.

The Province of British Columbia currently funds the Get on Board! program which allows children aged 12 and under to ride BC Transit and TransLink services free of charge. While this program has reduced transportation costs for families and improved access to transit for younger children, fare-free eligibility ends at age 12. This creates a cost barrier for teenagers who increasingly rely on transit to access school, employment, recreation, and social opportunities.

Youth aged 13 to 18 often have limited independent transportation options and may not have access to a household vehicle. Transit fares can present a financial barrier for families, particularly those with multiple children or lower incomes. As a result, some youth reduce or avoid transit use during their teenage years, despite increasing mobility needs.

The loss of fare-free access at age 13 also interrupts the opportunity to reinforce regular transit use during a formative period when long-term travel behaviours are being established.

Benefits Expanding Fare Free Transit for Youth

Research indicates that fare-free transit for youth significantly improves access to education, employment, extra-curricular activities, health care, and social participation, particularly for families where costs had previously limited mobility¹. Parents also reported improved access to mental health and community supports, as well as improved confidence and well-being among youth. Encouraging transit use during the teenage years supports the development of lifelong, sustainable travel habits, contributing over time to reduced vehicle dependence, lower congestion and emissions, and greater social inclusion.

Local experience demonstrates that youth respond positively when fare barriers are removed. In the City of Victoria, approximately 75% of eligible youth participated in the ages 13-18 U-PASS program in 2024, averaging 17 transit rides per month. This level of uptake indicates that expanded fare-free access would generate meaningful and sustained ridership benefits.

¹ "Transit for Teens: Parental Perspectives on the Impact of Free Transit for Youth 13–18 in BC" (2023, Single Mothers' Alliance)

A Phased Expansion

While evidence demonstrates clear benefits of fare-free transit for youth aged 13–18, an immediate province-wide expansion may present fiscal challenges for the Province, and service capacity challenges to transit providers. A phased approach, adding one additional year of eligibility at a time, would reduce immediate financial impacts, allow for annual monitoring of ridership and cost impacts, and provide predictability for local governments, transit agencies, and families.

ALTERNATIVES

Alternative 1

The Transportation Committee recommends to the Capital Regional District Board:

That the following resolution be submitted to the Association of Vancouver Island and Coastal Communities and the Union of British Columbia Municipalities:

WHEREAS the Province of British Columbia's Get on Board! program provides fare-free transit for children aged 12 and under, and youth older than 12 face cost barriers that limit access to education, employment, and community services and to establish lifelong, sustainable travel habits;

AND WHEREAS the immediate expansion of fare-free transit to all youth aged 13 to 18 may present fiscal challenges for the Province;

THEREFORE BE IT RESOLVED that the Association of Vancouver Island and Coastal Communities and the Union of British Columbia Municipalities request that the Province of British Columbia implement a phased expansion of the fare-free youth transit program by increasing eligibility by one year at a time until fare-free transit is available to youth aged 13 through 18.

Alternative 2

That this report be referred back to staff for additional information based on Transportation Committee direction.

IMPLICATIONS

Alignment with Board & Corporate Priorities

Expanding fare-free transit for youth supports the CRD Board's strategic priority of improving transportation affordability and access across the region. It aligns with corporate objectives to advance equitable mobility and reduce barriers to essential services, education, and employment.

Alignment with Existing Plans & Strategies

This resolution complements regional transportation goals outlined in the CRD's Corporate Plan and Regional Growth Strategy, which emphasize sustainable, accessible transportation options. It also supports provincial and local commitments to increase transit ridership and reduce reliance on private vehicles.

Climate Implications

Fare-free access encourages youth to use transit during formative years which fosters long-term sustainable travel habits and a mode shift away from single-occupancy vehicles. This serves to reduce greenhouse gas emissions over time.

Environmental Implications

Greater transit use among youth helps reduce vehicle traffic and associated impacts such as air pollution and road congestion.

Equity, Diversity & Inclusion Implications

Fare-free transit for youth addresses financial barriers that disproportionately affect low-income families and marginalized communities. Expanding eligibility promotes equitable access to education, employment, and social opportunities, ensuring that transportation is not a barrier to participation.

Social Implications

Improved transit access enhances youth independence, social inclusion, and participation in community life. Removing fare barriers strengthens connections to education, recreation, and health services, contributing to overall well-being and reducing isolation among teens.

CONCLUSION

The proposed resolution advances a practical and fiscally responsible approach to expanding fare-free transit for youth across the province. By phasing in eligibility over time, the Province can support equitable access, encourage lifelong sustainable transportation habits, and advance shared climate and transportation objectives.

RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:
That the following resolution be submitted to the Association of Vancouver Island and Coastal Communities and the Union of British Columbia Municipalities:

WHEREAS the Province of British Columbia's Get on Board! program provides fare-free transit for children aged 12 and under, and youth older than 12 face cost barriers that limit access to education, employment, and community services and to establish lifelong, sustainable travel habits;

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Submitted by:	Patrick Klassen, RPP, Sr. Manager Planning and Transportation
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Housing, Planning and Protective Services
Concurrence:	Kristen Morley, J.D., Corporate Officer & General Manager, Corporate Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer



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REPORT TO TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, JANUARY 28, 2026

SUBJECT **Regional Transportation Service Implementation Update and 2026 Work Plan**

ISSUE SUMMARY

To provide an update on the implementation of the Regional Transportation Service (RTS), including the 2026 work plan and progress on updating the Regional Transportation Plan (RTP).

BACKGROUND

Transportation is a key contributor in building a resilient, connected, and inclusive region. Recognizing this, the Capital Regional District (CRD) Board identified transportation as a strategic priority for the 2023-2026 term and approved the establishment of the RTS on June 11, 2025. The service bylaw development and establishment process was supported by a comprehensive engagement process, including workshops with CRD Directors and other elected officials, and culminated through a supportive electoral approval process. Through this process it was confirmed that the RTS would initially focus on consolidating existing transportation-related functions currently delivered by Regional Planning, Regional Parks, and the Traffic Safety Commission (TSC), and updating the RTP to establish a renewed regional transportation vision, along with goals and priorities to guide long-term planning.

At the June 25, 2025, Transportation Committee meeting, staff committed to providing regular updates on the implementation of the RTS, as well as its foundational project, the RTP. The 2026 RTS work plan focuses on service consolidation, key programs, and using the RTP as the framework for future priorities. In this regard, the RTS is being implemented as reported through service establishment, through a phased and deliberate approach that prioritizes consolidating core foundational work before expansion. This report outlines the major initiatives within the 2026 work plan and reflects the full, committed capacity of staff to implement the service and respond to previous direction provided by the Board. If new priorities emerge, whether through Board direction, notices of motion, or other regional opportunities, staff will assess how best to stage or reprioritize work to accommodate these items.

Service Priorities

Regional Transportation Governance

Establishing effective governance is a foundational component of the RTS work plan and is essential to coordinated regional transportation planning and implementation. In 2026, efforts will focus on strengthening collaboration, clarifying roles, and advancing regional governance discussions. Ongoing executive-level collaboration with BC Transit and the Ministry of Transportation and Transit (MOTT) will support alignment with provincial initiatives and major investment planning. Work is underway on two key governance initiatives:

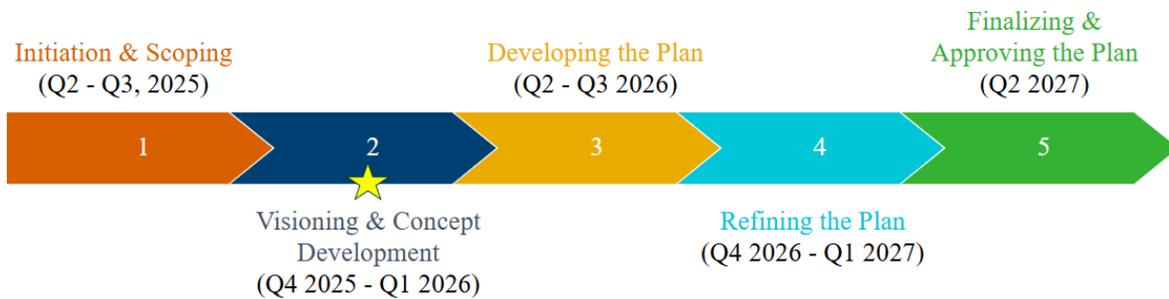
- 1) *Regional Transportation Advisory Committee (RTAC)*: RTAC will serve as the primary forum for coordination among member jurisdictions and key partners on regional transportation priorities. Subject-matter subcommittees may be established to

support focused coordination on priority areas such as rapid transit and road and trail safety. Staff have solicited a membership list for CRD Board appointment in preparation for the inaugural RTAC meeting scheduled for late January.

- 2) *Stepwise Governance*: At its July 9, 2025, meeting, the CRD Board directed staff to evaluate the merits of establishing a Transportation Commission as part of the forthcoming update to the RTP and transferring the responsibilities of the Victoria Regional Transit Commission to the CRD. In 2026, work to support this will focus on analyzing governance options, defining roles and responsibilities, and assessing resource and legislative implications. This work will be supported by strategic engagement with MOTT and BC Transit. Staff anticipate a report providing an update on this for Transportation Committee in Q2 2026 to guide decisions on future regional transportation governance.

Regional Transportation Plan

The development of the RTP is a central component of the RTS work plan and will continue to be a core focus of work for 2026. The process began in Q2 2025 with most recent milestones including engaging a consultant with expertise delivering regional-scale transportation plans, including TransLink’s *Transport 2050* for the Metro Vancouver region. As illustrated in the accompanying timeline, we are now in the visioning and concept development focussing on clarifying key objectives, priorities, and strategic questions to guide the plan’s development. Outcomes of this phase will ensure that technical analysis and engagement activities are well-aligned, targeted and cost-effective.



Planning is also underway for the first RTP engagement workshop in Q2 2026. The workshop will build on previous work and engagement, including the Transportation Governance Workshop held in May 2024, and will support early alignment among regional partners on the future direction of transportation in the region.

Existing Service Consolidation

Regional Trails

Since the late 1980s regional trail management was integrated with all CRD Regional Parks Service (Parks) functions (dams, parks, trails), creating operational and financial interdependencies. Building on the groundwork completed by Parks staff, the RTS is now separating these responsibilities, assuming strategic management of the Galloping Goose and Lochside Regional Trails and the E&N Rail Trail – Humpback Connector, while day-to-day operations remain with Parks under the RTS direction. Restructuring these decades long-standing practices has required extensive collaboration to define roles, clarify accountabilities, and

establish new systems for budgeting and reporting, reflecting the scale and intricacy of this transition.

Several functions have already transitioned, including the management of public inquiries and the triage of trail operations issues such as encampments, debris, trail damage, and risk management concerns. Most recently, the RTS team led the response to an unplanned closure of the Galloping Goose Regional Trail within Cecelia Ravine due to a failing retaining structure located on adjacent private property above the trail. The RTS staff coordinated all associated communications, third-party structural assessments, and the implementation of detour routes to ensure public safety and continuity of service.

The policy and planning function has also been transitioned including managing lease and license agreements with landowners such as the Island Corridor Foundation, BC Transportation and Financing Authority and member municipalities involved in the Lochside Trail agreement. Staff are receiving handover from Parks on how to manage and process trail-use permits, coordinating requests and referrals, and is introducing a phased approach to compliance and enforcement, as Parks rangers will no longer perform these activities. A service agreement with CRD Bylaw Services is in development to address this gap.

Three vacant staff positions were allocated to RTS from Parks to support the transfer; two positions are filled and recruitment for the third is underway. These roles will be fully allocated to supporting the management of the regional trails. As staffing is completed and capital projects are transferred, asset management coordination will ramp up including managing the annual repaving program, bridge and trestle inspection and condition assessment program, and asset management for the ~100km of regional trails.

Additionally, the RTS will begin developing a dedicated Regional Trail Regulation Bylaw in consultation with Bylaw Services, replacing the current governance under the Parks Regulation Bylaw. Planning will also begin for an update to the 2016 Regional Trail Management Plan. This multi-year process will reinforce the definition of regional trails, refine and develop standards and service levels, and involve collaboration with municipalities, landowners, First Nations and other interest holders.

Regional Transportation Planning and Programs

Alongside regional trail consolidation, the RTS will assume existing regional transportation functions and programs from Regional Planning. Key initiatives include:

- *Regional Transportation Model:* RTS will update the regional transportation model to support planning initiatives and investment decisions. The model – last comprehensively updated 10 years ago – has informed corridor planning, rapid transit, and regional growth planning. Ongoing reliability requires regular updates to population and employment inputs, as well as recalibration of travel behavior assumptions.
- *Transportation Data and Analytics:* In 2026, RTS will update population and employment projections and begin development of a new Origin-Destination Household Travel Survey for implementation in 2027. Core data collection programs, including bicycle and vehicle counts, will continue, supported by automated counters on the regional trail network.
- *Transportation Demand Management Programs:* RTS will deliver regionally coordinated programs that support sustainable travel, including commute planning, active school travel programs including Ready Step Roll, and regional transportation safety campaigns.

Regional Traffic Safety

At its November 12, 2025, meeting the CRD Board adopted the Traffic Safety Dissolution Bylaw No.1, 2025, transferring all assets and obligations of the Traffic Safety Commission to the RTS. Safety is a core mandate of the RTS and work is underway to incorporate and broaden the scope and responsibility for safety in the region. The RTAC will provide oversight and bring forward topics previously considered by the TSC through thematic subcommittees, supported by the RTS. A key element of this transition, reflected in the 2026 work plan includes transportation safety messaging. The RTS will lead traffic safety messaging and public awareness campaigns. Three new video campaigns are planned for 2026, alongside efforts to align the Regional Park's *Cruise with Courtesy* program with RTS messaging to deliver cohesive multi-modal communications.

New Business

The initiatives outlined above represent a comprehensive work plan that fully utilizes current staffing and budget to consolidate existing functions and implement the RTS. As new priorities emerge, staff will assess how best to stage or reprioritize work to accommodate these items. Examples of new business being contemplated for the 2026 work plan include:

- *Island Rail Corridor - Reconciliation Corridor Initiative:* In December 2025, a coalition of the Esquimalt (Kosapsum) and Songhees First Nations, and local governments signed a commitment to work together on a shared vision to explore the potential for passenger rail service on the Island Rail Corridor between Victoria and Langford. This agreement stemmed from the ongoing work of an intergovernmental working group which has been focusing on the CRD subregional portion of the island corridor. Scope includes the evaluation of the corridor for the feasibility of supporting passenger rail service, and the consideration of the corridor within the broader vision of the RTP.
- An initial phase of work is already underway, led by the Island Corridor Foundation (ICF) and Kosapsum First Nation to explore preliminary service plan options and ridership forecasting. The outcomes of this process are anticipated for Q1 2026, and this will inform the CRD's next step which will consider how the corridor will be incorporated into the regional transportation vision, anticipated in Q2 2026.
- *Rapid Transit Study:* At its November 12, 2025, meeting the CRD Board carried a motion that the Board support a letter to senior governments, and copy BC Transit and Island Corridor Foundation, advocating for support to jointly undertake an updated study on the feasibility and alignment of rapid transit within the CRD. CRD staff will position themselves by aligning this initiative with the overall RTP, ensuring that any advocacy for a rapid transit feasibility study complements long-term planning objectives, along with consideration to other complimentary initiatives, including the Reconciliation Corridor Initiative.
- *Regional Trail Service Level Review:* In anticipation of completing the first phase of the Regional Trestles Renewal, Trails Widening and Lighting (RTWL) Project by late 2026, additional resources may be required to operate and maintain the expanded trail infrastructure to a transportation corridor standard.

The full work plan beyond 2026 will be guided by the outcomes of the RTP process, which will establish a comprehensive set of regionally prioritized actions. These priorities will define the scope and sequencing of future initiatives, including integrated programs, capital investments, and policy measures, ensuring alignment with the region's long-term vision for transportation.

IMPLICATIONS

Alignment with Board & Corporate Priorities

The RTS advances the CRD Board's 2023–2026 strategic priority to improve regional transportation and mobility. By consolidating transportation functions and initiating the RTP update, the service supports integrated planning and coordinated delivery of programs that enhance connectivity, safety, and sustainability across the region. These efforts align with corporate objectives for efficient service delivery and long-term infrastructure planning.

Alignment with Existing Plans & Strategies

The RTP update will replace the 2014 plan. It will embed climate action as a core consideration, consistent with the CRD's Climate Action Strategy and the Board's commitment to reduce greenhouse gas emissions.

Financial Implications

The 2026 work plan is funded within the approved RTS and Regional Parks provisional budgets. The provisional RTS budget was approved at \$2,234,702. The regional trails portion of the provisional Parks budget, including trail management and operations, capital reserve transfers, debt servicing for the previous E&N Rail Trail and current Regional Trestles Renewal, Trails Widening and Lighting Project was approved at \$3,548,102. These provisional budgets will be consolidated within the 2026 final RTS budget.

Future initiatives identified through the RTP may require incremental budget considerations and Board approval. Governance changes, such as establishing a Transportation Commission, could have resource and legislative implications that will be assessed and reported on. In addition, operating the RTWL project area sections may require additional funds which will be identified through the service and financial planning processes.

First Nations Implications

The RTP process and governance discussions will include engagement with First Nations governments to reflect Indigenous perspectives and priorities.

Regional Growth Strategy Implications

The RTP will serve as a key implementation tool for the Regional Growth Strategy (RGS) by supporting compact, complete communities and reducing reliance on single-occupancy vehicles. The updated RTP will inform future updates to the RGS, reinforcing land-use objectives and regional sustainability goals.

Service Delivery Implications

Consolidating transportation functions under the RTS improves coordination and accountability for service delivery. Transitioning trail management and safety functions will require new systems, staffing considerations, and service agreements to maintain continuity and meet baseline service standards.

CONCLUSION

In 2026, the RTS will prioritize completing the transition of regional trail management, advancing the RTP and building the systems and organizational capacity needed for effective service delivery. In parallel with these core priorities, the RTS will initiate an update to the Regional Transportation Model; begin development of the Origin-Destination Household Travel Survey; expand data collection and analytics to suppose evidence-based planning and decision making; and expand transportation demand management programs and safety campaigns.

Collectively, these initiatives – along with continued planning for future trail infrastructure and exploration of stepwise governance changes – will position the RTS to deliver coordinated, data-driven, and effective service delivery to support our regional transportation goals.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Patrick Klassen, MCIP, RPP, Senior Manager, Regional Planning & Transportation
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Housing, Planning and Protective Services
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REPORT TO REGIONAL PARKS COMMITTEE MEETING OF WEDNESDAY, NOVEMBER 26, 2025

SUBJECT Salt Spring Island Regional Trail Feasibility Study Findings and Next Steps

ISSUE SUMMARY

To present the findings of the Salt Spring Island Regional Trail Feasibility Study and recommend next steps for the project and continued implementation of the Gulf Islands Regional Trails Plan.

BACKGROUND

The Capital Regional District (CRD) Regional Parks Division has long led the development, management and maintenance of regional trails across the Capital Region, including the Galloping Goose, Lochside and E&N regional trails, as well as the recently completed Mayne Island Regional Trail. Off-road segments of these trails are built and operated on lands managed by the CRD through leases, licences or statutory rights-of-way, while on-road segments fall under the jurisdiction of local governments or the Province.

Originally designed as linear park corridors for recreation, these trails are now recognized as key components of the region's transportation system—supporting low-carbon mobility and regional connectivity within the broader active transportation network.

Evolution of Regional Trail Planning and Management

In 2016, the CRD Board approved the Regional Trails Management Plan (2016), which sets priorities and establishes development guidelines for the planning and management of CRD regional trails. This plan considers both recreation and active transportation objectives.

In 2018, the CRD Board approved the Gulf Islands Regional Trails Plan (GIRTP), establishing a long-term vision for a system of off-road bike and pedestrian trails on Mayne, Salt Spring, Pender, Galiano and Saturna islands. The initial phase of the Mayne Island Regional Trail (MIRT) was completed in 2024 as a demonstration project to assess opportunities and challenges associated with regional trail development on the Gulf Islands. Salt Spring Island is identified as the next priority for regional trail development.

Approved in 2023, the Regional Parks and Trails Strategic Plan 2022-2032 (Strategic Plan) embeds both regional park and off-road regional trail commitments.

In June 2025, the CRD established the Regional Transportation Service (RTS) under Bylaw No. 4630 to consolidate transportation planning and regional trail management across the Capital Region. The RTS mandate for active transportation includes:

- Developing transportation policies, plans, programs, projects and studies.
- Managing regional trails that serve a transportation function, including planning, policy development, construction, operations, maintenance, capital planning and land tenure management.
- Providing services and support to municipal partners and public authorities for transportation initiatives that promote active transportation.

The RTS reports to the Board through the CRD Transportation Committee. The Board has identified the Galloping Goose, Lochside and E&N regional trails as initial priorities. Accordingly, CRD Regional Parks is transferring staff, including the regional trail planning functions and associated operational and capital funding, to the RTS. CRD Regional Parks will continue to operate and maintain these priority trails under an internal service agreement and allocation funded by the RTS.

While the GIRTP and associated trails are not current RTS priorities, Bylaw No. 4630 allows for the inclusion of additional trails that support regional transportation, subject to CRD Board approval.

Salt Spring Island Feasibility Study

In June 2024, CRD Regional Parks initiated the Salt Spring Island Regional Trail Feasibility Study (the Study), included in Appendix A.

The Study assessed physical constraints along the 21 km conceptual route outlined in the GIRTP. It proposes a regional trail alignment extending from the Fulford Harbour Ferry Terminal in the southeast, through Ganges Village, to the Vesuvius Bay Ferry Terminal in the northwest. The analysis applied active transportation design guidelines, developed preliminary cost estimates, and identified priority segments for phased implementation (see Figure 1).

Figure 1: Salt Spring Island Regional Trail Route and Segment Overview



Recognizing past and ongoing efforts to improve active transportation on Salt Spring Island, the Study was developed with input from key community and agency partners, including:

- Island Pathways—a community organization that advocates for safer walking and cycling routes on Salt Spring Island.
- Salish Sea Trail Network Working Group—a coalition of community members and elected officials advocating for a trail network linking the Southern Gulf Islands and Vancouver Island.
- BC Ministry of Transportation and Transit
- Islands Trust
- CRD Salt Spring Island Administration

The Study confirms that a regional trail across Salt Spring Island is feasible and can meet active transportation design standards with significant investment. The initial concept proposed a three-metre-wide paved trail designed to meet BC Active Transportation Design Guide (BCATDG) All Ages and Abilities (AAA) standards, with an estimated cost of approximately \$102 million. To identify more feasible alternatives, the Study explored design standards appropriate for low-use rural contexts—consistent with the BCATDG and the 2016 Management Plan—by narrowing the trail to two metres, using gravel surfacing (as applied on the MIRT), and incorporating traffic-calmed side streets in high-cost areas, reducing the cost to approximately \$63.1 million.

In alignment with the implementation approach outlined in the GIRTP, the Study identified the Ganges Village to Vesuvius Bay section (segments J, H, L2, G, K, and I) as the highest priority for implementation. This includes a 2.5 km on-road portion through segments J and K on traffic-calmed side streets, which are outside CRD Regional Parks' mandate to manage.

Key implementation partners with jurisdiction over portions of the proposed corridor include MoTT, BC Ferries, the Salt Spring Island Local Community Commission (LCC) and Islands Trust, and additional cost savings may be achievable by leveraging existing or planned projects within their road rights-of-way.

Further consultation with these partners is required to confirm prioritization of route segments and inform an implementation strategy for the initial phase. Upon completion, route surveying, conceptual and technical design along with community and First Nations engagement could proceed.

Key Conclusions

- A fully separated regional trail across Salt Spring Island is not currently feasible under CRD Regional Parks' existing guidelines.
- To establish an active transportation corridor, a viable alternative could combine separated trails, traffic-calmed streets, sidewalks and bike lanes and multiple operators (a similar approach to the Lochside Regional Trail). Advancing active transportation on Salt Spring and the Southern Gulf Islands will require a coordinated, multi-year, multi-agency effort.
- With the establishment of the RTS, CRD Regional Parks no longer has the capacity to plan and develop regional trail infrastructure. Regional transportation matters fall under the governance of the CRD Transportation Committee and are the responsibility of the RTS. Including the Gulf Island regional trails within the RTS could represent a more effective approach to ensure consistency, apply a transportation lens, and enable multi-agency coordination.

- CRD Regional Parks’ existing regional trail plans—including the 2016 Management Plan, 2018 GIRTP, and 2023 Strategic Plan—will require review and either revision or repeal to align with RTS’s mandate and future plans.

ALTERNATIVES

Alternative 1

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the planning, implementation, and operation of all regional trails on the Gulf Islands—such as those identified in the Gulf Islands Regional Trails Plan—be referred to the CRD Transportation Committee for consideration;
2. That this report, including the Gulf Islands Regional Trails Plan, be referred to the Salt Spring Island Electoral Area Administration for information, in recognition of the local interest in establishing additional community trails in village sites on Salt Spring Island; and
3. That staff report back with a list of all CRD Regional Parks plans, policies, and bylaws requiring amendment or repeal as a result of establishing the Regional Transportation Service, and outline the process and timeline for completing these changes.

Alternative 2

The Regional Parks Committee recommends to the Capital Regional District Board:

That this report be referred back to staff for more information.

IMPLICATIONS

Alignment with Board & Corporate Priorities

Implementation of the GIRTP, which includes the development of the SSIRT, supports 2023-2026 Board Priorities relating to Transportation by improving regional connectivity and safety across transportation modes (1a) and supporting investments, expansion, and equitable access to active and low-carbon transportation (1b).

Alignment with Existing Plans & Strategies

The development of the SSIRT supports the implementation of the GIRTP (Appendix B). The Study’s findings align with the recommended implementation approach within the GIRTP, with the Ganges Village to Vesuvius Bay section containing the highest priority segments for implementing the initial phase of the project.

The development of the Gulf Islands regional trail network is identified as a priority project for the upcoming decade in the Strategic Plan. CRD Regional Parks’ existing regional trail plans and priorities will need to be reviewed and updated to ensure alignment or adjustment to correspond with the RTS mandate.

Financial Implications

The total cost to implement the SSRIT, as outlined in the Study, is an estimated \$63.1 million. This is a class D estimate with a ±50% contingency and does not include land tenure costs. The initial phase of trail development identified in the GIRTP spans approximately 6 km—from the Atkins Road/Lower Ganges Road intersection to the Vesuvius Bay ferry terminal (excluding Ganges Hill). This section, identified in the Study as segments H through L2, has an estimated

construction cost of \$8.5 million. This includes a 2.5 km on-road section through segments J and K on traffic-calmed side streets. More accurate estimates will be possible following detailed route surveying and design.

CRD Regional Parks has allocated \$300,000 in 2027 and \$330,000 in 2028 within the preliminary budget to support planning activities for the SSIRT. Construction funding of \$4 million is currently designated for debt financing starting in 2029 and continuing into 2030, with additional support anticipated through external grant opportunities. In addition, approximately \$2.3 million in the Regional Parks Capital reserve are designated to leverage external grants and support Gulf Islands regional trail development.

If Gulf Islands regional trails are determined to fall under the purview of the RTS, the financial plan will need to be amended to reflect implementation priorities.

First Nations Implications

Salt Spring Island is situated within the asserted territories of several First Nations, including the Semiahmoo First Nation, Snuneymuxw First Nation, STÁUTW (Tsawout) First Nation, scəwaθən məsteyəx^w (Tsawwassen) First Nation, BOKEĆEN (Pauquachin) First Nation, WJOŁEŁP (Tsartlip) First Nation, WSIKEM (Tseycum) First Nation, Stz'uminus First Nation, Penelakut Tribe, Cowichan Tribes, Halalt First Nation, Tsu'uubaa-asatx First Nation, Lyackson First Nation and MÁLEXEŁ (Malahat) Nation. Engagement with these Nations is an important part of the process and would take place in a subsequent phase of the project, following the completion of route surveying and conceptual design drawings.

Intergovernmental Implications

Implementation of the SSIRT will require close coordination with multiple agencies. As Salt Spring Island is an unincorporated community, MoTT is responsible for its road rights-of-way. Similar to the MIRT, MoTT's role will include reviewing and approving detailed design drawings and entering into a licence agreement for the trail's development and operation. MoTT is also currently implementing recommendations from its *2023 Salt Spring Island Cycling Safety Review*, which include shoulder widening and other active transportation upgrades across the island. In some areas, these improvements may create safer conditions for cyclists and pedestrians along existing roads, reducing the need for separate trail development in some future SSIRT segments.

Local governing bodies, including the Salt Spring Island Electoral Area Administration, LCC and Islands Trust, will play key roles in representing community interests, guiding land use policy alignment, and ensuring the trail is built in a manner that preserves the island's character. The Salt Spring Island Electoral Area Administration and LCC are implementing active transportation improvements in Ganges Village, as outlined in the [Salt Spring Island Active Transportation Network Plan](#), which the regional trail is envisioned to connect with in the GIRTP.

BC Ferries will be an essential partner in trail development near the Fulford Harbour and Vesuvius Bay ferry terminals, helping to ensure safe active transportation connections that align with terminal operations and long-term plans. These areas are spatially constrained and influenced by surrounding transportation, commercial, residential and tourism activities, making them particularly complex. As such, additional planning, engagement and inter-agency coordination will be required to thoughtfully integrate active transportation infrastructure into the broader public realm.

Service Delivery Implications

Completing the SSIRT project and advancing implementation of the GIRTP will require significant resources for planning and construction, as well as long-term operation, maintenance and asset renewal funding. Any CRD service (i.e., RTS, Regional Parks, and Salt Spring Island and Southern Gulf Island Administration) will need to assess implementation pathways and service needs for any existing and future regional trails on the Gulf Islands. However, this service may require additional time to become fully operational and to assess and plan to implement transportation priorities across the region.

The Salt Spring Island Electoral Area Administration and LCC have expressed strong interest in the project and may be able to leverage local partnerships to support cost-effective implementation, provided sufficient resources are made available to them.

Social Implications

Developing the SSIRT strengthens community connectivity, promotes active transportation and enhances recreational opportunities for residents and visitors alike. However, it may also raise concerns about impacts on private property, the environment, and increased development and tourism in rural areas. Early and meaningful community engagement is key to addressing these concerns and building support. Partnering with local groups, such as Island Pathways, can strengthen public trust and increase buy-in by ensuring local perspectives are reflected in the planning and design process.

CONCLUSION

The development of the SSIRT aligns with CRD Board corporate priorities and Regional Parks planning documents. However, it is a significant undertaking that will require coordination among multiple agencies, meaningful engagement with First Nations and the public, and careful consideration of construction, operation and maintenance costs, along with associated service demands. As responsibility and resources for regional trail management shift from CRD Regional Parks to the new Regional Transportation Service, it may be appropriate for the Transportation Committee and Board to consider including the regional trails on the Gulf Islands under the RTS mandate.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the planning, implementation, and operation of all regional trails on the Gulf Islands—such as those identified in the Gulf Islands Regional Trails Plan—be referred to the CRD Transportation Committee for consideration;
2. That this report, including the Gulf Islands Regional Trails Plan, be referred to the Salt Spring Island Electoral Area Administration for information, in recognition of the local interest in establishing additional community trails in village sites on Salt Spring Island; and
3. That staff report back with a list of all CRD Regional Parks plans, policies, and bylaws requiring amendment or repeal as a result of establishing the Regional Transportation Service, and outline the process and timeline for completing these changes.

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ATTACHMENTS

- Appendix A: Salt Spring Island Regional Trail: Final Section of the Salish Sea Trail Network Feasibility Study Report (October 2025)
- Appendix B: Gulf Islands Regional Trails Plan (January 2018)
- Presentation: Salt Spring Island Regional Trail – Feasibility Study & Next Steps

Salt Spring Island Regional Trail: Final Section of the Salish Sea Trail Network

Feasibility Study Report

October 15, 2025

Acknowledgements

The Capital Regional District (CRD) would like to acknowledge and thank all project participants for their contributions throughout the planning process.

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*This report has been prepared by the CRD and GJD Planning + Design with support from ISL Engineering for the benefit of the CRD and others. The information and data contained in this report represents the author's best professional judgement considering the knowledge, information, and data available at the time of preparation. This is a living document, subject to change and updates based on changing conditions and circumstances. GJD Planning + Design denies any liability to other parties that may obtain access to this report for any injury, loss or damage suffered by such parties arising from their use of, or reliance upon this report without the express written permission of GJD Planning + Design and the CRD.

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Executive Summary

The Capital Regional District (CRD) has committed to developing a network of regional trails across the Southern Gulf Islands to link major transportation hubs with key community destinations. The Gulf Islands Regional Trails Plan (CRD, 2018) outlines a conceptual regional trail route on Mayne, Salt Spring, Pender, Galiano, and Saturna islands. As outlined in the plan, the trails are to accommodate both cyclists and pedestrians, be situated within public road rights-of-way whenever possible, be separated from vehicle traffic where feasible, and be developed in phases.

The CRD engaged GJD Planning + Design to undertake a feasibility study for the Salt Spring Island Regional Trail (SSIRT)—a proposed 21 km active transportation corridor connecting Fulford Harbour, Ganges Village, and Vesuvius Bay. The SSIRT overlaps with a portion of the Salish Sea Trail Network—a 186 km conceptual active transportation loop envisioned by the local non-profit Island Pathways and supported by the Salish Sea Trail Network Working Group, a coalition of community members and elected officials. The feasibility study evaluated the technical, financial and strategic feasibility of implementing the SSIRT and includes proposed cross sections, illustrates potential alignment, and identifies opportunities and constraints along the corridor.

To address construction cost challenges—initially estimated at \$102 million—and to expedite implementation, lower-cost options were explored, including incorporating on-road segments along traffic-calmed side streets, which reduced the estimated construction costs to \$63 million. Segments requiring significant construction or property acquisition pose higher costs and complexity, whereas in some areas, existing public roadside pathways could be formalized into a regional trail with relatively few interventions. In particular, a number of segments between Ganges Village and Vesuvius Bay offer the potential for low-cost, early implementation and are prioritized for initial construction.

To support successful implementation of the SSIRT, the following actions are recommended:

1. **Route surveying** to confirm existing road right-of-way widths and site-specific conditions;
2. **Development of conceptual drawings** based on survey findings to refine trail alignments and address identified constraints;
3. **Engagement with community members and users, First Nations, local and provincial governments, and key stakeholders** to gather input, build consensus, and ensure the trail reflects community values and priorities; and
4. **Preparation of detailed design drawings and cost estimates** to support funding applications, permitting, and phased construction.

The SSIRT represents a significant opportunity to enhance sustainable, active transportation opportunities across Salt Spring, fostering healthier communities and stronger regional connections.

Introduction

On Salt Spring Island, the Capital Regional District (CRD) conducts its business on the territories of the SENĆOŦEN and Hul'q'umi'num' speaking peoples. These include the Penáloxeth' (Penelakut), Quw'utsun (Cowichan), Lyackson, Stz'uminus (Chemainus), Snuneymuxw, SÁÁUTW (Tsawout), WJOLÉLP (Tsartlip), BOKÉĆEN (Pauquachin), WSIKEM (Tseycum), MÁLEXEŁ (Malahat), and Halalt Nations, all of whom have a longstanding relationship with the land and waters from time immemorial that continues to this day.

In the 2008 Salt Spring Island Local Trust Area Official Community Plan¹, observed that Salt Spring Island is *"a place of extraordinary beauty, great environmental significance, and rare biological diversity. ...We know that it is more important to leave a legacy than to leave an impact."*

Salt Spring Island is known for its rural character, vibrant arts community, organic farms and diverse natural landscapes. It has a population of under 12,000 permanent residents, along with a significant seasonal influx of visitors that places additional demand on local infrastructure. Despite its popularity and tourism appeal, Salt Spring has limited active transportation facilities, resulting in a high dependency on the use of private automobiles for the movement of people and goods.

Over the last 40 years, there has been increased demand and coordinated efforts from residents and community groups to support the construction of an active transportation network on the island. In 2024, CRD Regional Parks formally joined the effort, working with Island Pathways and other key community members to establish a preliminary design for a ferry-to-village-to-ferry active transportation route that would:

- reduce the personal and collective carbon footprints of Salt Spring residents and visitors;
- provide individual and population health benefits;
- enable more accessible and equitable transportation options to those for whom the use of a motor vehicle is unnecessary or impossible;
- provide a greater variety of transportation options—particularly those that are low impact—to support visitor and tourism revenue growth for the local economy; and
- reduce the noise, traffic congestion and safety risks associated with motor vehicle traffic.

The following Feasibility Study Report (the Study) represents the first steps towards the creation of 'shovel-ready' projects on Salt Spring, linking Fulford Harbour, Ganges Village, and Vesuvius Bay.

¹ See https://islandstrust.bc.ca/island-planning/salt-spring/bylaws/#community_plans

Project Background

For decades, there has been interest in establishing safe and accessible active transportation facilities on Salt Spring Island—specifically, a connected network of paths to support walking and cycling between key origins and destinations across the island. Over this time, a number of CRD reports, including the Pedestrian and Cycling Master Plan: Salt Spring Island Edition (CRD 2013) and the Gulf Islands Regional Trails Plan (CRD 2018), have identified this network as a regional priority.

In 2022, a groundswell of support from local community members led to the establishment of the Salish Sea Trail Network Working Group (SSTNWG)², a coalition of community members and elected officials dedicated to developing a public walking and cycling route that would:

1. connect existing regional trails in the CRD and Cowichan Valley Regional District (CVRD);
2. utilize the BC Ferries routes that connect Vancouver Island to Salt Spring Island;
3. a new walking and cycling route across Salt Spring Island, linking Fulford Harbour, Ganges, and Vesuvius Bay; and
4. together, these segments would form the circular 186 km Salish Sea Trail Network, with Salt Spring Island representing the final incomplete section.

Island Pathways, a local non-profit society founded in 1988, secured funding through the Federal Active Transportation Fund to support the development of a formal project plan for the SSIRT. In early 2024, the CRD assumed the role of project sponsor, and CRD Regional Parks contracted GJD Planning + Design to complete the Study.

Future phases of the SSIRT will require continued collaboration across multiple levels of government and community organizations. Together, these organizations will help guide the construction, operation, and maintenance of the SSIRT, ensuring it reflects regional priorities and supports provincial climate and transportation goals.

Provincial Context

In 2019, as part of its CleanBC policy initiative, the Province of BC introduced *Move Commute Connect and the CleanBC Roadmap to 2030*, the province's first active transportation strategy, intended to help more people use active transportation more often and is part of a broader plan to lower climate-changing emissions by 40% by 2030.

² Established in 2022 and chaired by the previous Member of the Legislative Assembly for Saanich North and the Islands. This working group includes representatives of the federal Member of Parliament for Saanich-Gulf Islands, the BC Ministry of Transportation and Transit, CRD, BC Ferries - Salt Spring Island Advisory Committee, Islands Trust, Island Pathways, and Transition Salt Spring. Following the October 19, 2024 election, the working group has reconvened regular meetings.

Today, the Province is working on the Clean Transportation Action Plan (CTAP), a commitment under CleanBC to support the reduction of greenhouse gas emissions by 27-32% in the transportation sector, specifically over the next five years. CTAP will recommend actions in foundational areas of transportation, including reduction of vehicle kilometres travelled and a shift to more efficient modes.

As public roads on Salt Spring Island fall under provincial jurisdiction, the Ministry of Transportation and Transit (MoTT) is responsible for their management and maintenance. MoTT will be responsible for reviewing and approving detailed design drawings and a licence agreement for the trail's development and operation within road rights-of-way. BC Ferries will be an essential partner for trail sections near ferry terminals, where spatial constraints and overlapping land uses will require additional planning, engagement, and interagency coordination to ensure safe and integrated active transportation connections.

Local and Regional Context

Over the past decade, several CRD divisions—including Regional Planning, Regional Parks, and the Salt Spring Island Electoral Area (SSIEA)—along with the Islands Trust and the Salt Spring Island Local Community Commission (SSILCC), have supported active and sustainable transportation planning and implementation on Salt Spring Island. This includes the development of regional strategies and policies and the construction of trails to enhance walking and cycling networks.

The CRD will play a central role in advancing planning and implementation for most segments of the SSIRT and the SSILCC will play a key role in representing community interests, guiding land use policy, and leading complementary infrastructure projects such as sidewalk and bike lane improvements in Ganges Village.

Community Partner Context

Island Pathways has been a long-time advocate for active transportation on Salt Spring Island and is expected to remain a key partner in the planning and development of the SSIRT and community outreach. Their work brings together residents and government representatives to improve walking and cycling infrastructure across the island. In 2007, they formed the Partners Creating Pathways Committee, which includes members from MoTT, the SSIEA, the Salt Spring Trail & Nature Club, and previously, the Parks and Recreation and Transportation Commissions. This committee focuses on creating safe and accessible walking and cycling routes, supported by fundraising, education, and safety programs. A key achievement is the construction of a 2.2 km trail along Lower Ganges Road, linking major destinations like Ganges Village, Portlock Park, the Fritz movie theatre, and the Salt Spring Island Golf Club. This trail makes up nearly 10% of the planned regional route from Fulford Harbour to Vesuvius Bay and is currently maintained by the SSIEA.

Feasibility Study Overview

The Study provides a foundational assessment of the proposed 21 km route, examining physical constraints, identifying preliminary planning needs and suitable designs, and estimating planning-level construction costs.

Technical guidance and support for the Study, including strategic oversight, information and data provision, and review of draft reports from the consulting team, was provided by a Technical Advisory Committee (TAC), made up of representatives from participating organizations and agencies (see Acknowledgements). Island Pathways has also continued to participate in an advisory role throughout the project, including coordination and collaboration with other organizations and agencies involved in the SSTNWG.

The Study is informed by a range of provincial, regional, and local plans and strategies that collectively guide active transportation planning, policy development and capital investment. These foundational documents include:

- Pedestrian and Cycling Master Plan: Salt Spring Island Edition (CRD, 2013)
- Gulf Islands Regional Trails Plan (CRD, 2018)
- Salt Spring Island Parks and Recreation Strategic Plan (CRD, 2019)
- Move Commute Connect, BC's Active Transportation Strategy (MoTT, 2019)
- BC Active Transportation Design Guide (MoTT, 2019)
- Salt Spring Island Official Community Plan Bylaw No. 434, 2008 (Islands Trust, 2022)
- Salt Spring Island Cycling Safety Review—Final Report (MoTT, 2023)
- Salt Spring Island Active Transportation Network Plan (CRD, 2023)
- Regional Parks and Trails Strategic Plan 2022-2032 (CRD, 2023)
- Salt Spring Island Local Community Commission Strategic Plan 2024–27 (CRD, 2024)

Study Area

The Study area is situated on Salt Spring Island in British Columbia and spans approximately 21 km from Fulford Harbour, through Ganges Village, to Vesuvius Bay. It falls within the jurisdiction of local, regional, provincial, federal, and Indigenous governments.

The route follows the conceptual SSIRT route that was identified within the Gulf Islands Regional Trails Plan (CRD, 2018). For the purposes of this Study, the route has been separated into 14 segments to allow for detailed analysis, cost estimates and potential phased construction over time. Figure 1 provides a visual representation of the study area and Table 1 provides an overview of each of the segments.

Figure 1: The Salt Spring Island Regional Trail Study Area and Route Segments



Table 1: Salt Spring Island Regional Active Transportation Route Segments

Seg. Code	Segment Name	Location	From	To	Length (m)
A1	Fulford Ferry Terminal	Fulford Ganges Road	Fulford Ferry Terminal	Beaver Point Road	302
A2	Fulford Ferry Link	Fulford Ganges Road	Beaver Point Road	Isabella Point Road	1,022
B	Fulford Valley	Fulford Ganges Road	Isabella Point Road	Burgoyne Bay Road	3,493
C	Mountainside	Fulford Ganges Road	Burgoyne Bay Road	Kitchen Road	3,221
D	Cusheon Lake-Cranberry	Fulford Ganges Road	Kitchen Road	Saltspring Way	2,742
E	Ganges Hill	Fulford Ganges Road	Saltspring Way	Seaview Avenue	2,987
F	Ganges Village Core	Fulford Ganges/Lower Road	Seaview Avenue	Upper Ganges Road	805
G	Upper Ganges Village	Lower Ganges Road	Upper Ganges Road	Blain Road	795
H	Blain-Sharp	Lower Ganges Road	Blain Road	Sharp Road	836
I	Sharp-Central	Lower Ganges Road	Sharp Road	Vesuvius Bay Road	1,432
J	Portlock-Mobrae DETOUR	Vesuvius Bay Road, Mobrae Ave, Woodland Dr, Mobrae Ave	Lower Ganges Road	Mobrae Avenue (west)	1,923
K	Vesuvius Curves ALT	Mobrae Ave, Bradley Rd, Elizabeth Dr, Chu-An Dr	Mobrae Avenue (west)	Chu An Drive	1,563
L1	Vesuvius Ferry Link	Vesuvius Bay Road	Chu An Drive	Bayview Road	612
L2	Vesuvius Ferry Terminal	Vesuvius Bay Road	Bayview Road	Vesuvius Terminal	340

Scope and Limitations

The scope of the Study was to provide preliminary planning and designs for the proposed SSIRT, including a planning-level construction cost estimate and ranking each segment of the route for phased implementation.

The alignment and facility design were informed by available road right-of-way (ROW), physical and jurisdictional constraints, surrounding land use, preliminary stakeholder input, and relevant data and design guidance from various agencies.

This report does not include comprehensive public engagement and therefore does not fully represent the views of all affected parties. The outcome is a report that is intended to support the CRD and partner agencies in advancing engagement, conceptual and detailed designs, fundraising and other steps required for implementation.

Cost estimates identified in the Study are provided by ISL Engineering and are based on real projects and tender bids and/or engineers' estimates for detailed design. The source of cost estimates reflects similar projects and does not include any land acquisition costs. The estimates provided represent a Class D estimate ($\pm 50\%$) described by the Engineers and Geoscientists British Columbia as a preliminary estimate that, due to little or no site information, indicates the approximate magnitude of cost of the proposed project and may be used in developing long-term capital plans and preliminary discussions of proposed capital projects.

Methods

This section outlines the data, research and analysis techniques used to evaluate the feasibility of the SSIRT. This information was used to support the overall design and cost estimates of the project.

Data

Data to support the Study came from various sources, including local, regional, provincial and federal datasets, as well as through input from community partners. Much of the data is Geographic Information System (GIS) based and can be combined and layered to allow a spatial assessment of physical opportunities and constraints. Data collected and assessed as part of this study was used to prioritize segments for implementation and highlight costs and barriers to implementation. Key data sources include:

- **Mapping and Spatial Data** – property boundaries from Parcel Map BC³, elevation contours (1 m intervals) from LiDAR BC, and road ROW details from the BC Digital Road Atlas and CRD aerial imagery, including alignment, intersections, lanes, shoulders, and setbacks.
- **Infrastructure** – above- and below-ground utilities (hydro poles, streetlights, and water lines) from local and regional government sources and planned or active infrastructure projects based on input from local, regional, and provincial agencies.
- **Transportation** – transit stops from BC Transit and Google Street View, formal and informal walking and cycling routes from Google Maps, OpenStreetMap, Bikemap, and Beeline, and

³ Property lines provided from Parcel Map BC are not entirely accurate. Typically, a land-based survey is required to accurately pinpoint the precise location of property lines. Land-based surveys are recommended as part of further conceptual and/or detailed designs to accurately assess private property impacts.

motor vehicle collisions involving pedestrians, cyclists, and other active transportation users from the Insurance Corporation of BC (ICBC).

- **Community Amenities** – locations of grocery stores, parks, and public rest stops from Google Maps and OpenStreetMap.
- **Demographic Data** – population and commuting data from the 2016 and 2021 Canada Census.

GIS data layers and images were used to show the location of each dataset and offer varying degrees of accuracy. Aerial photographs allow measurements to within +/- 20 cm, while the location of property lines, hydro poles, and bus stops vary considerably in their accuracy, with their estimated locations being anywhere from 0 to 20 m from their actual location.

The resulting preliminary design is appropriate for this stage in the planning process and to support initial planning-level cost estimates. However, more refined conceptual designs, land surveys, and detailed designs will ultimately be needed to confirm recommended designs and more precise cost estimates for each segment of the proposed SSIRT.

Appendix A provides an example of how base-level data sources were used in this assessment to understand existing road ROW conditions and possible cross-section design.

Field Visits

Two field visits were undertaken and provided valuable insight into the physical characteristics, usage, and infrastructure along the proposed SSIRT. The first field visit included cycling the full 21 km corridor, documenting existing conditions and exploring alternative alignment options. The second field visit was used to validate desktop analysis, refine potential alignment options and improve understanding of physical constraints and alignment feasibility.

Key Findings:

- **Infrastructure Gaps:** The corridor lacks consistent pedestrian and cycling infrastructure, especially outside Ganges Village.
- **Safety Concerns:** Narrow shoulders and high-speed rural segments pose risks to vulnerable road users. Dedicated infrastructure is limited and inconsistent.
- **Design Complexity:** Varying terrain, roadside features, and property constraints will influence alignment feasibility.
- **Community Use:** The route is actively used by cyclists and pedestrians despite infrastructure limitations.
- **Planning Insight:** Combining fieldwork with GIS and LiDAR analysis provided a strong foundation for identifying opportunities and constraints along the corridor, informing the proposed SSIRT.

- Existing Road Conditions: Outside of Ganges Village the roadway generally involves a single general-purpose travel lane in each direction and narrow shoulders (Figure 2). Speed limits vary from 60 to 80 km/h. Within Ganges Village the roadway varies somewhat; speed limits drop to 50 to 30 km/h, and there are more left-hand turn bays, intermittent curb and gutters, curbside parking, signed and marked pedestrian crossings, and bike lanes (Figure 3).

Figure 2: A typical cross section along Lower Ganges Road, just west of Sharp Road/Wildwood Crescent (Credit Google Street View)



Figure 3: Typical cross-section in Ganges Village (Lower Ganges Road, north of Hereford Avenue/Purvis Lane) (Credit Google Street View)



Benchmark Review

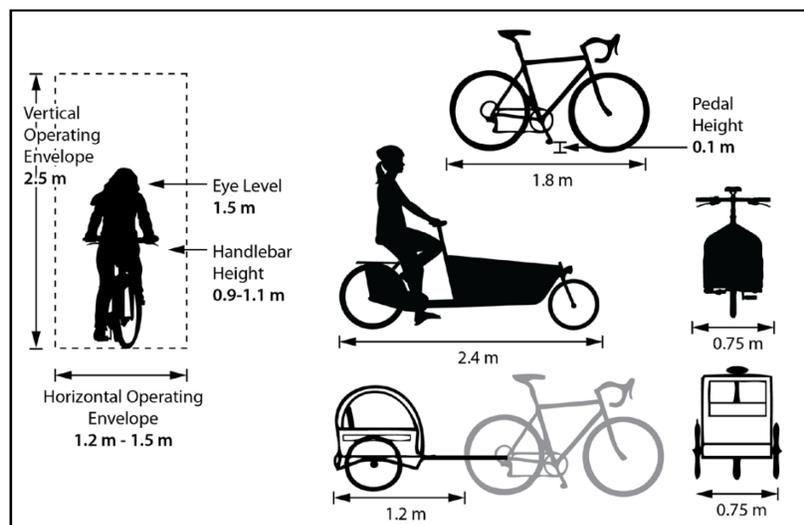
This benchmark review summarizes relevant standards, guidelines and best practices that have informed the development of design options for the SSIRT.

Active Transportation User Considerations

In accordance with the British Columbia Motor Vehicle Act, a "vulnerable road user" is defined as individuals who are at increased risk in traffic environments, including pedestrians, cyclists, motorcyclists, persons using mobility aids or personal transportation devices, and those on or in animal-drawn vehicles or animals themselves.

Users on the SSIRT are envisioned to include pedestrians, human-powered cyclists and micro-mobility devices that are compatible with bicycle infrastructure in terms of size, weight and speed. Micro-mobility devices are constantly evolving; new guidance is helping define which ones are suitable for shared-use paths with pedestrians and cyclists. The design of the SSIRT is based upon the dimensions, speed and weight of a bicycle, as described in provincial and national transportation design guidance (Figure 4).

Figure 4: Bicycle operating space (TAC Geometric Design Guide, 2017)



Other characteristics and considerations for micro-mobility devices include:

- a weight of less than 40 kilograms;
- a motor that is not capable of propelling the vehicle at a speed greater than 32 km/hr on level ground;
- a continuous power output that, in total, does not exceed 500 watts; and
- that the vehicle must not be equipped with a generator, alternator or similar device powered by a combustion engine.

Design Guidelines

The design for the SSIRT is predicated upon guidance within the British Columbia Active Transportation Design Guide (BCATDG), which offers the most up-to-date, applicable and comprehensive guidance available in Canada for each of the facility types recommended as part of this route. The following section summarizes the recommended design guidance and facility types applied across different segments of the SSIRT, in accordance with the BCATDG and consistent with the design standards used for the CRD's recently constructed Phase 1 of the Mayne Island Regional Trail.

Preliminary Design Overview

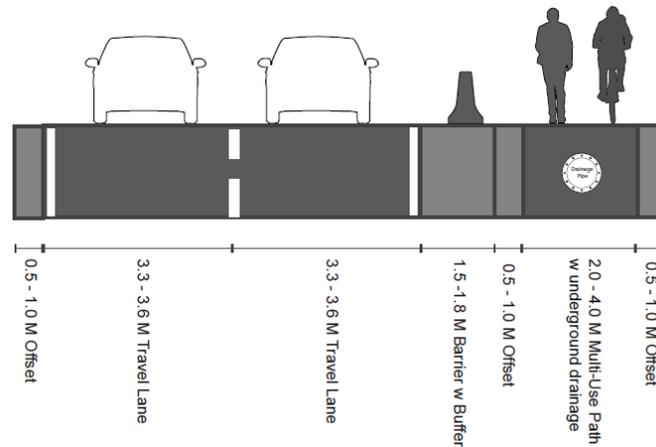
The design of the proposed SSIRT varies to reflect Salt Spring Island's diverse landscapes and community contexts. Recommended facility types are outlined below, and while not always suitable for all ages and abilities, they are intended to serve a broad range of users while balancing the challenge of constructing active transportation facilities within constrained right-of-way and with a limited budget. The following section provides detailed descriptions of each recommended facility type, while Appendix B presents an overview of their proposed locations along the route.

2-Way Multi-Use Paths

The BCATDG offers guidance concerning the width of off-street pathways along or adjacent to provincial roadways. It states that the desirable width is 4.0 metres and that the constrained width of a multi-use pathway is 3.0 metres. The absolute minimum width of a multi-use pathway is 2.0 metres, based on the operating envelope of a single bicycle user (1.2 metres) and the operating envelope of one person walking (0.75 metres). However, this minimum width of 2.0 metres should only be considered in exceptional circumstances, including in undeveloped rural contexts with very low volumes of people walking and/or cycling and if there are significant constraints such as property or natural features, including significant trees, ditches, or slopes (BCATDG, 2019, p. 268).

In most areas, the proposed SSIRT will involve a 2-way multi-use path on either side of the road and will feature a 2.0 to 3.0 metre wide, unpaved, two-way multi-use path, physically separated or protected from motor vehicle traffic. A 2.0 m wide path within constrained circumstances is illustrated in Figure 5. Construction costs in constrained circumstances are typically more expensive to build and maintain because of the cost for physical barriers between trail users and the roadway and drainage systems under the pathway. In some constrained areas, existing roadside ditches within the ROW may need to be undergrounded, adding to both construction and maintenance costs.

Figure 5: A 2 m wide 2-way path within a constrained ROW



As outlined above, a 2.0 m width should only be used in exceptional circumstances, such as a rural setting with low anticipated user volumes and physical constraints (e.g., property boundaries or natural features). These conditions are present in a number of areas throughout the proposed route. As the SSIRT expands to connect key destinations and ferry terminals, user volumes are expected to grow. To future-proof the trail and enhance safety and comfort, it is strongly recommended that a minimum width of 3.0 m be provided wherever feasible, especially near activity centres, on steeper terrain, and in areas with higher anticipated use. Given the island’s hilly topography and evolving demand, ongoing monitoring will be essential to assess whether narrower segments (2.0 m) remain appropriate over time.

Protected Bike Lanes

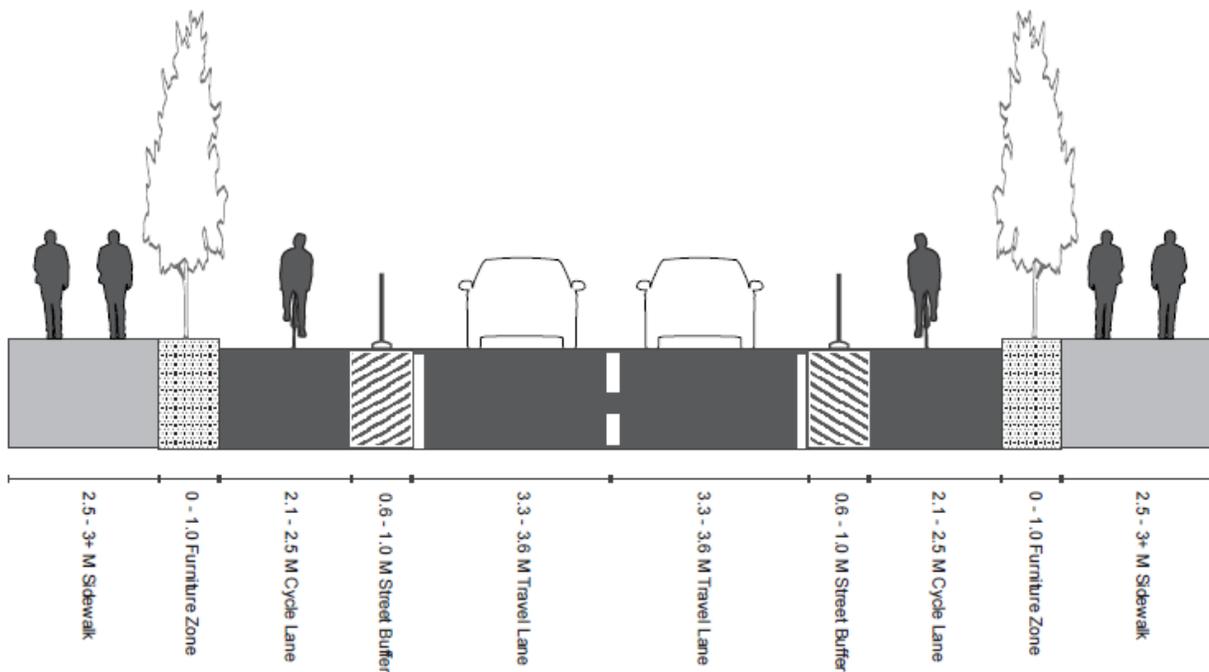
Through Ganges Village, where the land use is more urbanized, the facilities will include segregated, unidirectional cycling facilities on either side of the road that are physically protected from motor vehicle traffic. Exceptions will occur where the road ROW is constrained, leading to some instances where users may not be physically protected from motor vehicle traffic. In such circumstances it is recommended that speed limits be appropriate for side-by-side operation of motor vehicles and active transportation users. Fortunately, speed limits tend to be between 30 and 50 km/h in Ganges Village, allowing cyclists, pedestrians and other active transportation users to be more comfortable travelling in close proximity to motor vehicle traffic.

Protected bike lanes have been installed on roadways in urban settings within smaller communities throughout southern British Columbia. This cross section is intended to accommodate a complete set of active transportation features, including sidewalks, a furnishing zone for street furniture and landscaping, protected bike lanes, a buffer zone for physical separation between cyclists and vehicles, and one travel lane in each direction. To accommodate additional elements such as left-turn lanes or curbside parking, the design can be adjusted while still maintaining safety and functionality for all roadway users. These adjustments may include, for example, removing or narrowing the furnishing

zone, reducing the buffer width between vehicles and bike lanes from 1.0 m to 0.6 m, and narrowing left-turn bays to 3.0 m.

In areas where the road ROW is less than 20 m, further space savings can be achieved by providing a sidewalk on only one side of the street. This approach ensures that the core elements of a safe and inclusive street design are preserved, even in constrained conditions. See Figure 6 for further details concerning the design of protected bike lanes within the context of a multi-modal ROW.

Figure 6: Protected Bike Lanes and Sidewalks on a roadway in an urban setting



Shared Local Streets

The Gulf Islands Regional Trails Plan envisioned this route following Vesuvius Bay Road. However, due to the steep terrain and narrow road widths on Vesuvius Bay Road between Chu an Drive and the eastern access to Mobrae Avenue (corresponding to Segments J and K in this report), the facility is recommended to be routed onto local side streets as an interim measure to advance construction of this route. On these streets, subject to MoTT approval, it's recommended that signage and pavement markings be used to reduce the maximum speed limit from 50 to 30 km/h, allowing pedestrians, cyclists and micro-mobility users to more safely share the roadway with motor vehicle traffic. This approach is similar to sections of the CRD's Lochside Regional Trail, of which portions are located within Lochside Drive, a shared-use local street. An example of a Shared Local Street is illustrated below in Figure 7, and Appendix D shows the proposed local road alignment through Segments J and K.

Any traffic calming measure incorporated into the project must conform to MoTT's construction specifications. Current specifications do not allow for narrowed lanes or speed bumps, so alternative

methods to calm traffic may be needed. However, given the low traffic volumes and the function of these roadways as local residential streets, it is anticipated that signage and pavement markings will be adequate to calm traffic and allow motorists, cyclists and pedestrians to share these roads in safety and comfort.

Figure 7: A Shared Local Street (Rural Design Guide) – Segments J and K



Shared Bi-directional Pedestrian and Bicycle Shoulder

Within approximately 250 metres of each ferry terminal (Segments A1 and L2), pedestrian and bicycle shared shoulders, as illustrated in Figure 8 and 9, are recommended to address physical constraints and improve access to terminals, shops, and services. This approach balances the need for safe, accessible infrastructure within the spatial constraints found within Segments A1 and L2.

In these areas the road ROW can be as narrow as 11.1 metres. Approximately 4.5 metres can be allocated for a shared bi-directional pedestrian and bicycle shoulder. Due to space limitations, it will not be possible to include grade separation or physical protection between the roadway and trail users. To enhance safety, it is recommended the posted speed limit be reduced from 50 km/h to 30 km/h through these areas.

Figure 8: A Pedestrian and Bicycle Shared Shoulder – Segments A1 and L2

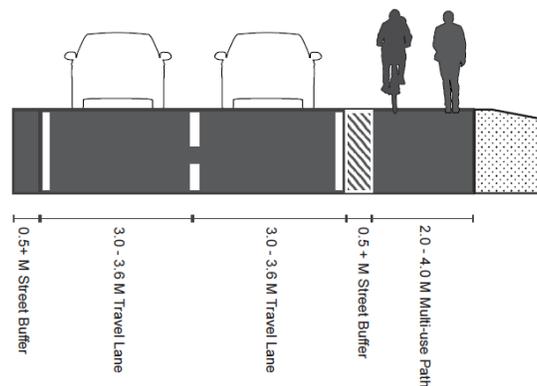


Figure 9: A Pedestrian and Bicycle Shared Shoulder recently constructed on Bowen Island (Credit Google Street View)



Pedestrian and Bicycle Crossing Infrastructure

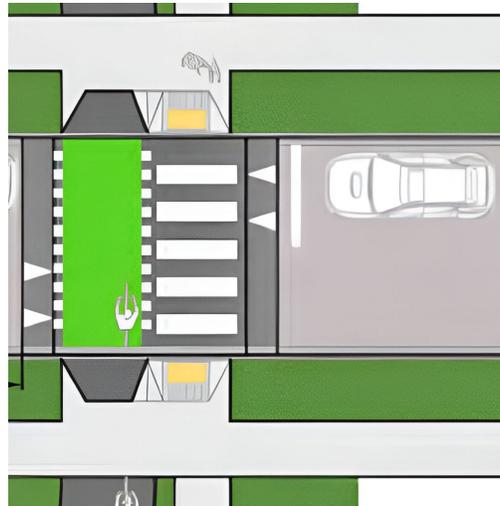
Pedestrian and bicycle crossing infrastructure is recommended in areas where the facility crosses a roadway that accommodates high speed or high volumes of motor vehicle traffic. In all instances, pedestrian and bicycle crossings will be designed to safely accommodate vulnerable road users in accordance with crossing guidance within the BCATDG and taking into account, motor vehicle speeds, volumes, and roadway geometrics, including, but not limited to, sight lines, grades and speed limits.

While such facilities may vary in their design, depending on local circumstances, bicycle and pedestrian activated signals are becoming more common on roadways under provincial jurisdiction. A similar type of facility is located in Ganges Village and includes rapid response flashing beacons and associated pavement markings (Figure 10). Current standards would require these elements to include separated bike and pedestrian crossings with visual and physical markings as shown in Figure 11.

Figure 10: Pedestrian Activated Rapid Response Crossing Signal at Rainbow and Lower Ganges Roads (Credit Google Street View)



Figure 11: Markings for a Bicycle and Pedestrian Crossing (BCATDG, 2019)



Amenities, Furnishings and Landscaping

Amenities, furnishings and landscaping will be appropriate to the level of development, ranging from minimal adaptation in rural settings to continually higher levels of accommodation in suburban and urban settings. Space has been set aside within the preliminary design to accommodate these features and further details will be left for consideration in future stages of the design process. This approach allows those responsible for the conceptual and detailed designs to utilize the available space to provide an attractive, safe and beautiful setting for all users of the road ROW.

There are already conceptual designs for active transportation facilities that have been proposed for this route within Ganges Village by Watt Consulting in their Salt Spring Island Active Transportation Network Plan (CRD, 2023).

Prioritization and Estimated Cost

This section presents a data-driven approach to prioritizing the implementation of 14 proposed trail segments for the SSIRT. It outlines the evaluation framework, scoring methodology, and resulting rankings to guide strategic decision-making and investment.

Segment Prioritization Analysis

To support strategic decision-making, an evaluation framework was developed in consultation with the Technical Advisory Committee. The evaluation framework was used to rank the 14 route segments

for phased implementation (Appendix C). This evidence-based approach considered 10 measures across the following four key criteria areas:

1. **Projected Demand** – Identifies where improvements are most needed, based on population density, current walking/cycling rates, and published CRD priorities.
2. **Connectivity, Access & Safety** – Assesses how well segments connect to transit and other active transportation routes and considers safety factors like collision history and steep grades.
3. **Support** – Evaluates alignment with provincial infrastructure grant criteria.
4. **Cost & Conflicts** – Estimates construction costs and identifies potential property conflicts.

Those route segments that score highest on these accounts are ranked as highest priorities for implementation, with a possible total of 65 points. The highest score was 43.6 and the lowest was 30.0. Table 2 provides an overall summary of the scores for each segment and Appendix C provides a detailed breakdown of the scoring for each of the 10 measures.

Table 2: All Accounts Summary Scores

Seg. Code	Seg. Name	Projected Demand Total /15 Max	Connectivity Total /30 Max	Support Total /05 Max	Costs & Conflicts Total /15 Max	Final Score Total /65 Max	Implementation Priority
A1	Fulford Ferry Terminal	6	18.5	5	7.9	37.4	7
A2	Fulford Ferry Link	4	19.0	5	6.6	34.6	11
B	Fulford Valley	3	18.0	5	8.1	34.1	12
C	Mountainside	3	16.5	5	7.3	31.8	13
D	Cusheon Lake-Cranberry	3	20.5	5	7.6	36.1	10
E	Ganges Hill	4	19.0	5	2.0	30.0	14
F	Ganges Village Core	10	16.0	5	6.3	37.3	8
G	Upper Ganges Village	10	19.0	5	6.3	40.3	4
H	Blain-Sharp	14.5	10.0	5	12.7	42.2	2
I	Sharp-Central	12	12.0	5	10.0	39.0	6
J	Portlock-Mobrae DETOUR	10	20.0	3	10.6	43.6	1
K	Vesuvius Curves ALT	10	14.5	0	14.6	39.1	5
L1	Vesuvius Ferry Link	10	13.0	5	8.5	36.5	9
L2	Vesuvius Ferry Terminal	10	17.0	5	9.5	41.5	3

Segment J from Portlock Park to Mobrae West is the highest priority for implementation and represents a desirable option for short-term implementation due to its favourable cost, user demand and connectivity. The top six segments, including J, H, L2, G and K, each fall within the area between Ganges Village and Vesuvius Bay. The only segment between Vesuvius and Ganges Village that is a lower priority is Segment L1, Vesuvius Ferry Link, between Chu An Drive and Bayview Road, which is ranked ninth. It is recommended that the prioritization be reviewed and updated over time to reflect changing context and priorities.

Estimated Costs:

The total estimated construction cost for a 2.0- to 3.0-metre-wide unpaved path is approximately \$63 million.

Initially this study considered a 3.0-metre-wide paved path across all segments with an estimated total construction cost of \$101 million (Appendix E). To reduce construction costs, a less expensive option was explored by considering surface treatment and refining the assessment within high-cost areas—specifically those requiring drainage ditch relocation, hydro pole relocation and retaining wall construction.

The following table summarizes the prioritization, distance and estimated total capital construction costs for each of the 14 route segments and does not include any land acquisition costs. Construction costs are based on Class D estimates provided by ISL Engineering. Due to the limited information available at this stage and in accordance with Class D estimates, a 50% contingency has been applied to all capital cost estimates included in this report. The subsequent conceptual and detailed design phases offer opportunities to refine the cost estimates.

Table 3: Route Segment Prioritization for Implementation

SEG. CODE	SEG. NAME	COST PER KILOMETRE		
		Length (m)	Est. Cost ⁴	Cost/km Avg.
A1	Fulford Ferry Terminal	302	\$1,360,000	\$4,500,000
A2	Fulford Ferry Link	1,022	\$4,180,000	\$4,090,000
B	Fulford Valley	3,493	\$6,480,000	\$1,850,000
C	Mountainside	3,221	\$7,600,000	\$2,360,000
D	Cusheon Lake-Cranberry	2,742	\$7,710,000	\$2,810,000
E	Ganges Hill	2,987	\$18,970,000	\$6,350,000
F	Ganges Village Core	805	\$3,930,000	\$4,880,000
G	Upper Ganges Village	795	\$4,370,000	\$5,490,000
H	Blain-Sharp	836	\$1,220,000	\$1,460,000
I	Sharp-Central	1,432	\$1,820,000	\$1,270,000
J	Portlock-Mobrae DETOUR	1,923	\$1,740,000	\$900,000
K	Vesuvius Curves ALT	1,563	\$390,000	\$240,000
L1	Vesuvius Ferry Link	612	\$2,120,000	\$3,460,000
L2	Vesuvius Ferry Terminal	340	\$1,180,000	\$3,460,000
		Total:	\$63,070,000	\$3,080,000

Discussion

Based on the findings of this report, the highest priority for implementation is Segment J, with an estimated capital cost of \$1,750,000. The next highest priority is for an upgrade to the existing trail within Segment H that will expand the width of that trail from 1.5 m to a 2 to 3 m wide, unpaved trail.

Feedback from the TAC and SSTN WG suggests that the Salt Spring community is likely to react negatively if Segment H is prioritized for upgrades while other gaps along the route continue to languish without any improvements. It's therefore recommended that CRD move forward on construction of Segment J. Some planning funds should be retained to monitor usage and related conflicts within Segment H. If the construction of Segment J does not lead to an increase in demand for active travel on Segment H, then it is recommended that L2 be considered as the next priority for implementation following the implementation of Segment J.

While the standard design width for the trail is 2 metres, consideration should be given to widening the path to 3 metres in locations where space and budget permit. Prioritizing a 3-metre width where feasible can enhance user safety and comfort and is likely to increase usage. To make the facility

⁴ Cost estimates are provided by ISL Engineering and are based on real projects and tender bids and/or engineers estimates for detailed design. The source of cost estimates reflect similar projects and do not include any land acquisition costs.

attractive to a wide range of users, it's recommended that the speed limit be dropped to 30 km/h wherever pedestrian and/or cycling facilities are not physically protected from motor vehicle traffic.

The proposed trail has strong potential to attract significant use, as it would connect to a larger regional loop that is already well-established and popular with both residents and visitors. Ongoing growth in travel to Salt Spring Island—currently estimated at 3.5% annually (BC Ferry Services Inc., 2024)—further underscores the need for expanded active transportation options.

While access to capital funding remains highly competitive, the most feasible path forward lies in a coordinated approach between the CRD, MoTT, and the SSILCC. By combining efforts to widen shoulders and construct the trail concurrently, it is possible to deliver both a dedicated multi-use path and enhanced roadway shoulders. This integrated solution would support a wider range of users, improve safety and comfort, and may be achievable even in constrained segments where a reduced trail width is necessary.

Next Steps

This section outlines potential next steps and actions to support the design, funding, construction, and ongoing operations and maintenance of the SSIRT. There are several significant steps that must be taken to progress this project to construction and operation. Any further work should be supported by a formalized consultation process to document all First Nations, public and stakeholder input for incorporation in the detailed design.

To advance planning and implementation, it is recommended that the CRD and partners undertake the following initiatives. To support efficiency and maintain project momentum, some of these components may proceed concurrently:

- Business Case Development – Prepare a value proposition assessing benefits, costs, and risks to build public support and secure investment.
- Public Engagement – Formal engagement to generate interest and inform government policy and funding decisions.
- Funding Strategy – Further work will be necessary to identify a clear pathway forward, including seeking Board and corporate support, to better understand project priorities in relation to funding options and available grant programs. Grant funding is available to leverage CRD budgets for planning, design and construction. See Appendix F for funding and partnership opportunities.
- Implementation Plan Development – Formalize a Memorandum of Understanding among local, provincial, and federal agencies to clarify roles, responsibilities, and timelines for advancing the SSIRT. See Appendix G for key implementation tasks to be undertaken for each phase of the project.

- Conceptual & Detailed Design – Complete surveys and designs, with stakeholder input, to refine infrastructure and cost estimates. This process should also explore efficiencies, such as sourcing trail material locally, batching surveys/designs, and optimizing tendering strategies.
- Operations & Management Agreement – Establish pre-construction agreements outlining responsibilities, resource needs and funding sources for long-term infrastructure management.
- Permitting & Land Acquisition – Consult regulatory agencies, senior governments, BC Ferries, and utility owners through review and permitting processes, and secure required land or easements from private owners⁵.

⁵ Note that the cost estimates provided in this report do not include any funds toward property acquisition.

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Appendix A: Typical Road Cross Section Designs

Data-Driven Right-of-Way Assessments

The following images provide an example of how base-level data sources were used in this assessment to identify appropriate alignments and active transportation facilities. This approach was taken for the full SSIRT and was used to evaluate the proposed corridor and inform field validation. Key roadside features are shown, including property lines, bus stops, streetlights, hydro poles, the road ROW, and approximate distances from the road edge to property boundaries. The examples provided below focus on the development of a rural and urban cross section.

Rural Areas Cross Section

The following lateral dimensions are recommended for a rural cross section:

- 2-way multi-use path—3.0 m (2.0 m pathway and 0.5 m shoulder on each side to accommodate required setbacks),
- Space to accommodate the ditch and above-ground utilities—6.2 m (approximately 2 to 4 m on each side),
- Road shoulders—3.6 m (1.8 m on each side),
- Travel lanes—6.6 to 7.2 m (3.3 to 3.6 m lanes in each direction),
- Total ROW width—normally 20 m, but varies.

Figure 12: Plan view of a portion of Fulford-Ganges Road near Garry Oaks Winery



Urban Areas Cross Section

The following lateral dimensions are recommended for an urban cross section:

- Sidewalks of 2.5 to 3.0 m
- Furnishing zones of between 0 and 1 m
- Protected Bike Lanes of 2.1 to 2.5 m
- Traffic Lanes and Turn Lanes of 3.0 to 3.3 m
- Physical protection between traffic lanes and bike lanes 0.6 to 1.0 m
- Total ROW width—normally 20 m, but varies

Where left-hand turn bays are not required, that space can be reallocated to furnishing zones to accommodate street furniture and landscaping and increased width for physical protection between motor vehicles and cycling facilities.

Figure 13: Plan view of a portion of the route through Ganges Village

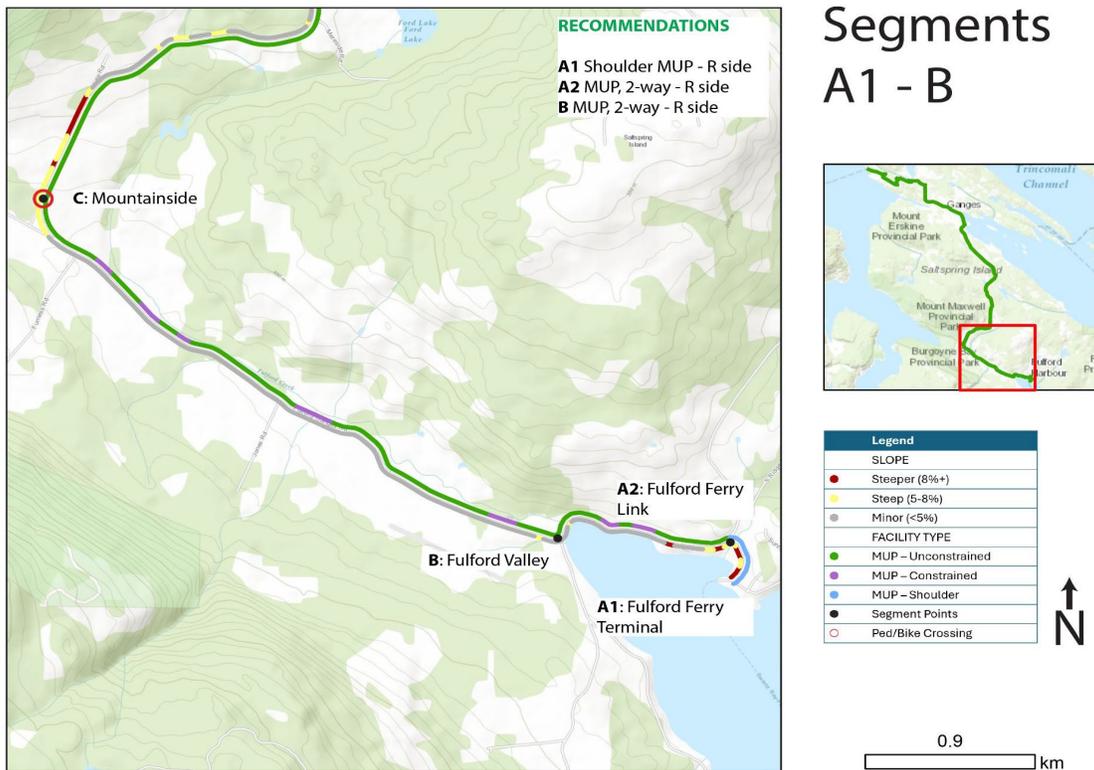


Appendix B: Design Standards by Segment

The following maps illustrate the proposed route alignment, based on detailed assessments and 1:1,000-scale plan view drawings prepared for the full trail corridor.

In most areas, the proposed SSIRT will involve a 2-way multi-use path on either side of the road. Through Ganges Village (Segment F), where the land use is more urbanized, the facilities will typically include segregated, unidirectional facilities on each side of the road that are physically protected from motor vehicle traffic. Exceptions will occur where the road ROW is constrained, leading to some instances where active transportation users may not be physically protected from motor vehicle traffic nor segregated in unidirectional facilities. Speed limits are lower through Ganges Village, allowing pathway users to be more comfortable travelling in close proximity to motor vehicle traffic.

Fulford Ferry Terminal (A1), Fulford Ferry Link (A2) and Fulford Valley (B)

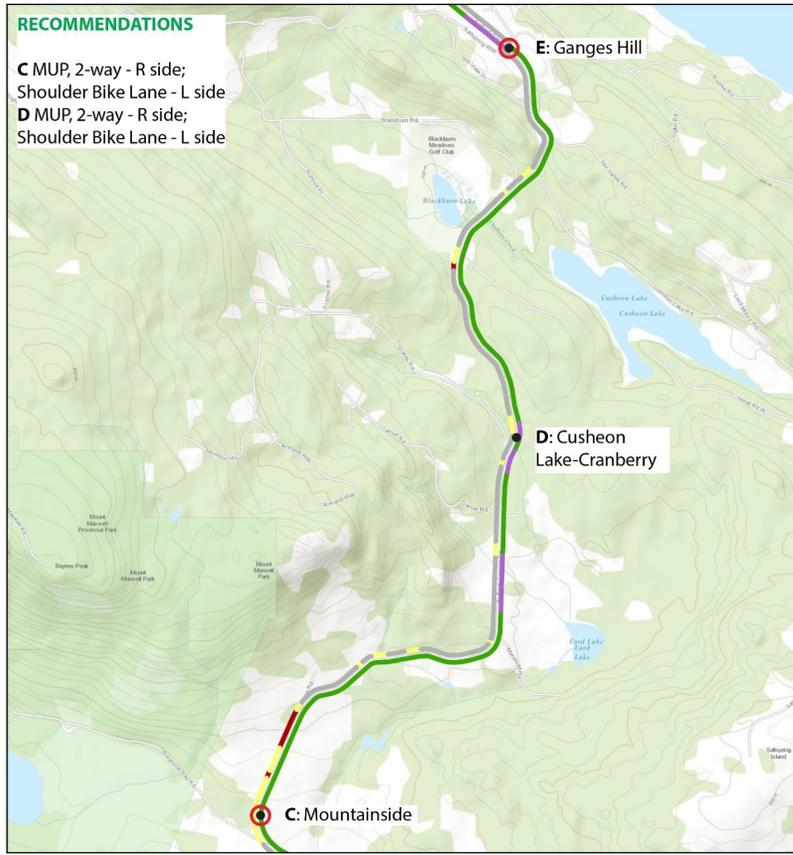


Segments A1 - B



Segment	Constrained (m)	Unconstrained (m)	Property Impacts m ² & (#) of Properties
A1	235	0	28 (2)
A2	204	818	903 (5)
B	637	2,856	2,026 (11)

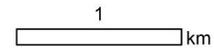
Mountainside (C) and Cusheon Lake-Cranberry (D)



Segments C - D



Legend	
SLOPE	
●	Steeper (8%+)
■	Steep (5-8%)
●	Minor (<5%)
FACILITY TYPE	
■	MUP - Unconstrained
■	MUP - Constrained
●	Segment Points
○	Ped/Bike Crossing



Segment	Constrained (m)	Unconstrained (m)	Property Impacts m ² & (#) of Properties
C	468	2,753	2,318 (8)
D	90	2,652	1,047 (14)

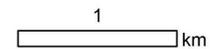
Ganges Hill (E), Ganges Village Core (F), Upper Ganges Village (G), Blain-Sharp (H) and Sharp-Central (I)⁶



Segments E - I

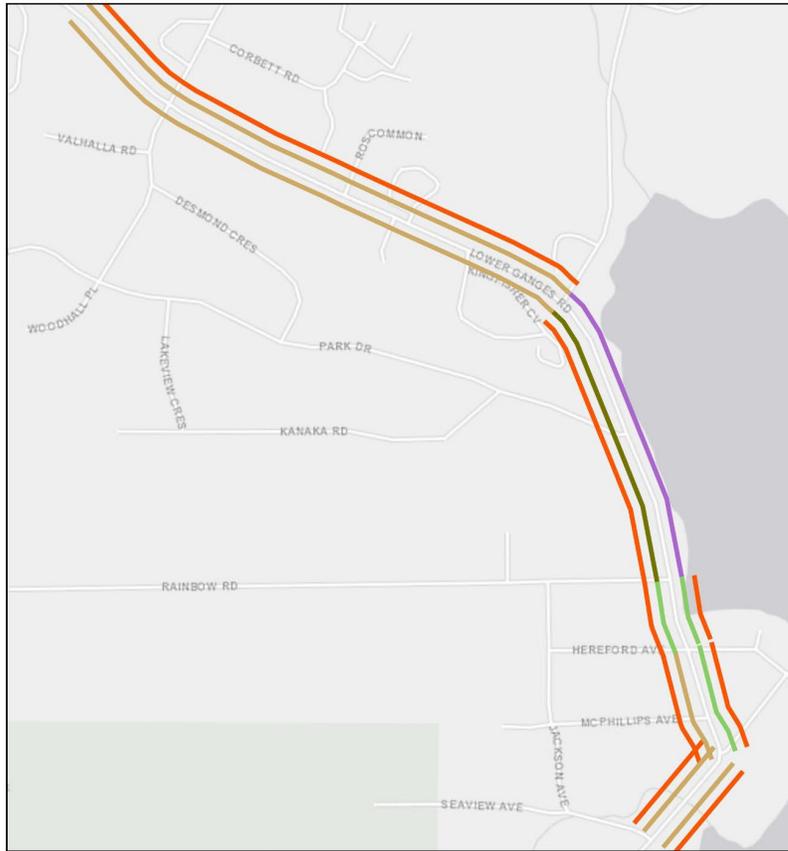


Legend	
SLOPE	
●	Steeper (8%+)
■	Steep (5-8%)
●	Minor (<5%)
FACILITY TYPE	
■	MUP - Unconstrained
■	MUP - Constrained
■	Traffic Calmed St
■	Segment F (As per Watt)
■	Segment G (PBL & Sidewalk)
●	Segment Points
○	Ped/Bike Crossing

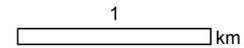


⁶ Appendix B shows the details concerning the active transportation facilities recommended through Ganges Village in Segments F and G.

Ganges Village Facility Types



Legend	
FACILITY TYPE	
■	MUP – Constrained
■	Sidewalk
■	Protected Bike Lane
■	Buffered Bike Lane
■	Bike Lane



Segment	Constrained (m)	Unconstrained (m)	Property Impacts m ² & (#) of Properties
E	766	2,221	1,141 (15)
F	NA	NA	409 (12)
G	NA	NA	13 (1)
H	125	711	1 (1)
I	0	1,432	1,066 (8)

Portlock-Mobrae Detour (J), Vesuvius Curves (K), Vesuvius Ferry Link (L1) and Vesuvius Ferry Terminal (L2)

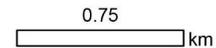


Segments

J - L2



Legend	
SLOPE	
● Steeper (8%+)	
● Steep (5-8%)	
● Minor (<5%)	
FACILITY TYPE	
● MUP - Unconstrained	
● MUP - Constrained	
● MUP - Shoulder	
● Traffic Calmed St	
● Segment Points	
○ Ped/Bike Crossing	



Segment	Constrained (m)	Unconstrained (m)	Property Impacts (m ² & # of Properties)
J	453	519 (Traffic Calmed St 951)	1,920 (5)
K	NA	(Traffic Calmed St 1,563)	0 (0)
L1	475	136	272 (10)
L2	340	0	0 (0)

Appendix C: Detailed Segment Evaluation Framework

Segments prioritized for early implementation have the highest scores for criteria within the categories of Projected Demand, Connectivity/Access and Safety, Support, Cost, and Conflicts.

Projected Demand

Alignment with CRD Priorities

Considers segments previously identified as priorities for implementation in the Gulf Islands Regional Trails Plan. Identified segments received a score of five (or less, depending on the proportion of a segment that fell within the high-priority area). Those outside this priority area received a score of zero.

Population Density Proxy

Measures the population density of local census tracts that are adjacent to the planned route and scaled relative to the length of each segment (Census Canada, 2021).

Active Transportation Use Proxy

Data was drawn from Census Canada 2021 (Journey to Work) to assess the percentage of people who regularly walk and cycle to work, relative to the length of the segment.

Outcomes of Projected Demand Evaluation

The following table summarizes the scores for each segment in this category. Segment H scores the highest since it lies largely within CRD's priority area for construction of a regional trail and has a relatively high population density and proportion of residents who commute using active modes.

Summary of Project Demand Scores Based on Route Segments

SEG CODE	SEGMENT NAME	PROJECTED DEMAND						Total Score (/15)
		CRD Priorities Score*	Est. Pop/km ² Scaled Relative to Census Frontage %	Population Density Proxy Score*	Active Transportation Commute % / Frontage %	Active Transportation Use Proxy Score*		
A1	Fulford Ferry Terminal	0	46.9	3	11.9%	3	6	
A2	Fulford Ferry Link	0	46.2	3	9.5%	1	4	
B	Fulford Valley	0	36.6	1	11.0%	2	3	
C	Mountainside		30.7	1	11.0%	2	3	
D	Cusheon Lake-Cranberry	0	40.4	2	9.6%	1	3	
E	Ganges Hill	0	40.8	2	10.2%	2	4	
F	Ganges Village Core	0	115.9	5	35.5%	5	10	
G	Upper Ganges Village	0	237.5	5	24.4%	5	10	
H	Blain-Sharp	4.5	237.5	5	24.4%	5	14.5	
I	Sharp-Central	5	48.4	3	14.2%	4	12	
J	Portlock-Mobrae DETOUR	5	41.9	2	11.8%	3	10	
K	Vesuvius Curves ALT	5	35.5	2	11.9%	3	10	
L1	Vesuvius Ferry Link	5	41.9	2	11.8%	3	10	
L2	Vesuvius Ferry Terminal	5	46.1	3	10.2%	2	10	

*CRD Priorities Scoring:

Vesuvius Bay to Atkins Road = 5 pts

Elsewhere = 0 pts

*Population Density Proxy Scoring:

100+ = 5 pts

99-50 = 4 pts

49-45 = 3 pts

44-40 = 2 pts

39-0 = 1 pt

*Active Transportation Use Proxy Scoring:

15+ = 5 pts

12+-15 = 4 pts

11+-12 = 3 pts

10+-11 = 2 pts

10-0 = 1 pt

Connectivity/Access/Safety

Connections to Key Destinations

Using data from Google Maps and OpenStreetMaps, segments were scored based on their connectivity to key destinations, including grocery stores, parks and publicly accessible rest stops.

Parallel Alternative Routes

This criterion was scored based on the availability of parallel alternate routes to accommodate active transportation users.

Connections to Transit Stops

The SSIRT will be complementary to transit as a connection between Salt Spring communities. This criterion scored segments based on the number of transit stops per kilometre along the segment.

Collisions Involving Active Transportation Users

Collisions involving active transportation users on Salt Spring occur very rarely. Yet, such collisions tend to have costly repercussions for individuals, families and society as a whole. The objective is to expedite implementation in segments where collisions involving active transportation users occur more regularly. This criterion scored segments based on the number of collisions involving active transportation users reported to ICBC between 2017 and 2022 (the last 5 years for which data is publicly available).

Percentage of a Segment with Steep Grades

This criterion scored segments based on the grade of the slope as a percentage of the length of each segment.

Connectivity/Access/Safety Summary

The following table summarizes the scores for each segment in the Connectivity/Access and Safety category. Segment D scored the highest since it has a number of important destinations, no parallel active transportation route, a relatively high number of collisions involving active transportation users, as well as some connections to transit and steeper grades.

Summary of Connectivity/Access & Safety Criteria Scores

SEG. CODE	SEG. NAME	CONNECTIVITY/ACCESS & SAFETY					Total Score (/30)
		Connections to Key Destinations Score*	Parallel Alternate Routes Score*	Connections to Transit Stops Score**	Collisions Involving Active Transportation Users Score*	% of Segment with Steep Grades Score*	
A1	Fulford Ferry Terminal	1.5	7.0	5	0	5	18.5
A2	Fulford Ferry Link	2	10.0	5	0	2	19.0
B	Fulford Valley	2	10.0	3	3	0	18.0
C	Mountainside	2.5	10.0	1	0	3	16.5
D	Cusheon Lake-Cranberry	3.5	10.0	1	5	1	20.5
E	Ganges Hill	2	8.0	0	5	4	19.0
F	Ganges Village Core	5	3.0	3	5	0	16.0
G	Upper Ganges Village	1	5.0	5	5	3	19.0
H	Blain-Sharp	1	1.0	5	3	0	10.0
I	Sharp-Central	1	1.0	3	5	2	12.0
J	Portlock-Mobrae DETOUR	1	8.0	5	3	3	20.0
K	Vesuvius Curves ALT	1.5	5.0	3	0	5	14.5
L1	Vesuvius Ferry Link	1	10.0	0	0	2	13.0
L2	Vesuvius Ferry Terminal	2	10.0	5	0	0	17.0

***Connections to Key Destinations Scoring**

No Important Destinations Available = 0 pts
Highest # of destinations = 5 pts

***Parallel Alternate Routes Scoring**

Welcoming Alternative Exists = 0-1 pts
Reasonable Alternative = 2-3 pts
Problematic or Circuitous Alternative = 4-5 pts
Partial Comfortable Alternative = 6-7 pts
Partial Problematic Alternative = 8-9 pts
No Real Alternative = 10 pts

***Connections to Transit Stops Scoring**

2+ Stops/km = 5 pts
1 - 2 Stops/km = 3 pts
>0 and <1 = 1 pts

***Collisions Involving Active Transportation Users Scoring**

2+ Collisions = 5 pts
1 Collision = 3 pts
0 collisions = 0 pts

***% of Segment with Steep Grades Scoring**

50% or more = 5 pts
40% = 4 pts
30% = 3 pts
20% = 2 pts
10% = 1 pts
0% to 10% = 0 pts

Community Support

Alignment with Provincial Grant Criteria

BC Provincial Active Transportation capital grants require that eligible projects be part of an approved active transportation plan. The entire SSIRT route is identified as a planned major regional active transportation route within Salt Spring's Pedestrian Cycling Master Plan.

Community Support Summary

The following table summarizes the scores for each segment in the Community Support category. All segments except J and K received the maximum score, as each segment forms part of the planned, designated active transportation route. None of Segment K and only a portion of Segment J form part of the planned, designated active transportation route. The recommended route in this Study for these segments detours off Vesuvius Bay Road and follows local streets as a means to avoid portions of Vesuvius Road that will face high capital construction costs.

Summary of Community Support Scores

SEG. CODE	SEG. NAME	SUPPORT	
		Alignment with BC Grant Criteria Score*	Total Score (/5)
A1	Fulford Ferry Terminal	5	5
A2	Fulford Ferry Link	5	5
B	Fulford Valley	5	5
C	Mountainside	5	5
D	Cusheon Lake-Cranberry	5	5
E	Ganges Hill	5	5
F	Ganges Village Core	5	5
G	Upper Ganges Village	5	5
H	Blain-Sharp	5	5
I	Sharp-Central	5	5
J	Portlock-Mobrae DETOUR	3	3
K	Vesuvius Curves ALT	0	0
L1	Vesuvius Ferry Link	5	5
L2	Vesuvius Ferry Terminal	5	5

*Alignment With BC Grant Criteria Scoring

Entire segment is on planned route = 5 pts

Part of segment is on planned route = 3 pts

No part of segment is on planned route = 0 pts

Costs and Conflicts

Relative Cost per Kilometre

Sections are scored based on their relative construction cost per kilometre.

Property Boundary Conflict

Anticipated property conflicts occur when the path of the planned facility is anticipated to encroach on property that is outside of the road ROW. This criterion looked at the square metres of pathways that fell outside the road ROW.

Costs and Conflicts Summary

The following table summarizes the scores for each Segment in the Costs and Conflicts category. Segment K scores the highest, since it has a relatively low capital cost and does not stray outside of the road ROW. Segment E is the lowest priority in this category since it has relatively high estimated

capital costs and over approximately 1,100 square metres of active transportation facilities that fall outside of the road ROW.

Cost and Conflicts Account Summary Scores

SEG. CODE	SEG. NAME	COST & CONFLICTS				
		Cost/km Avg.	Cost/km Score*	Conflicts w/ Property Boundaries (m ²)	Property Conflicts Score**	Total Score (/15)
A1	Fulford Ferry Terminal	\$4,500,000	2.9	28	5	7.9
A2	Fulford Ferry Link	\$4,090,000	3.6	903	3	6.6
B	Fulford Valley	\$1,850,000	7.1	2,026	1	8.1
C	Mountainside	\$2,360,000	6.3	2,318	1	7.3
D	Cusheon Lake-Cranberry	\$2,810,000	5.6	1,047	2	7.6
E	Ganges Hill	\$6,350,000	0.0	1,141	2	2.0
F	Ganges Village Core	\$4,880,000	2.3	409	4	6.3
G	Upper Ganges Village	\$5,490,000	1.3	13	5	6.3
H	Blain-Sharp	\$1,460,000	7.7	1	5	12.7
I	Sharp-Central	\$1,270,000	8.0	1,067	2	10.0
J	Portlock-Mobrae DETOUR	\$900,000	8.6	1920	2	10.6
K	Vesuvius Curves ALT	\$240,000	9.6	0	5	14.6
L1	Vesuvius Ferry Link	\$3,460,000	4.5	272	4	8.5
L2	Vesuvius Ferry Terminal	\$3,460,000	4.5	0	5	9.5

***Relative Cost/km Scoring**

- \$0 - 1 million = 10-8 pts
- \$1 - 2 million = 8-7 pts
- \$2 - 3 million = 6-5 pts
- \$3 - 4 million = 5-4 pts
- \$4 - 5 million = 3-2 pts
- \$5 - 6 million = 1-0 pts
- \$6+ million = 0 pts

***Property Conflicts Scoring**

- 0 - 30 m² = 5 pts
- 31 - 500 m² = 4 pts
- 501 - 1,000 m² = 3 pts
- 1,001 - 2,000 m² = 2 pts
- > 2,000 m² = 1 pt

Appendix D: Proposed Shared Local Street Alignment Through Segments J & K



Traffic Calming Segments J & K



— Traffic Calmed Streets



1 km

Appendix E: Trail Design Costing for a 3.0 m Paved Path

The following table provides an overview of construction cost estimates for a 3.0-metre-wide paved path across all segments. To reduce construction costs, a less expensive option was explored and is recommended through this Study.

Seg. Code	Seg. Name	Length (m)	Est. Cost	Cost/km Avg.	Prelim. Score (/5)	Rank
A1	Fulford Ferry Terminal	302	\$1,860,000	\$6,160,000	1.4	12
A2	Fulford Ferry Link	1,022	\$5,350,000	\$5,230,000	2	10
B	Fulford Valley	3,493	\$11,120,000	\$3,180,000	3.2	2
C	Mountainside	3,221	\$10,670,000	\$3,310,000	3.1	3
D	Cusheon Lake-Cranberry	2,742	\$10,730,000	\$3,910,000	2.7	4
E	Ganges Hill	2,987	\$25,780,000	\$8,670,000	0	14
F	Ganges Village Core	805	\$3,930,000	\$4,880,000	2.2	9
G	Upper Ganges Village	795	\$4,370,000	\$5,490,000	1.8	11
H	Blain-Sharp	836	\$1,770,000	\$2,110,000	3.8	1
I	Sharp-Central	1,432	\$6,430,000	\$4,488,000	2.4	5
J	Portlock-Mobrae DETOUR	1,724	\$11,380,000	\$6,600,000	1.2	13
K	Vesuvius Curves ALT	746	\$3,570,000	\$4,780,000	2.2	6
L1	Vesuvius Ferry Link	612	\$2,930,000	\$4,780,000	2.2	6
L2	Vesuvius Ferry Terminal	340	\$1,630,000	\$4,780,000	2.2	6
Total:		21,755	\$101,520,000	\$4,600,000		

Appendix F: Funding and Partnership Considerations

To successfully implement this project, a fundraising approach focused on a diversity of sources is essential, including federal, provincial, and alternative government, and public and private funding programs available to support planning, capital development, and long-term operations. Some funding programs are identified below; additional funding opportunities may be available through the private sector, including corporate sponsorships and donations from individuals, groups, estates, and other organizations.

Capital Planning

Integrating active transportation route construction into capital planning is the most effective way to realize the project vision and ensure alignment with broader transportation, climate, land use, and public safety strategies.

Municipal Funding Tools—Land Development Policies

In British Columbia, municipal and regional governments can implement funding tools like Development Cost Charges and Community Amenity Contributions to ensure that new developments contribute to the cost of infrastructure and amenities. By adopting bylaws and negotiating with developers, local governments can direct these funds towards active transportation projects such as sidewalks, bike lanes, and multi-use paths. These tools allow local governments to align growth with community goals, reduce reliance on general taxation, and support healthier and more connected communities.

Provincial Government

The **B.C. Active Transportation Infrastructure Grant**, administered by MoTT, offers up to \$500,000 per project to cost-share new walking, cycling, and trail infrastructure, with funding levels based on community size and type. Projects that improve safety, connectivity, and inclusivity—and have detailed designs and strong partnerships—are more likely to be funded. The 2025/2026 intake of the BC Active Transportation Infrastructure Grant Program has been paused pending a review (expected fall 2025).

The **Rural Economic Diversification and Infrastructure Program**, led by the Ministry of Jobs, Economic Development and Innovation, supports rural infrastructure and clean economy projects, with future funding expected to increase beyond its initial three-year term.

ICBC's **Road Improvement Program** provides funding for pedestrian and cycling infrastructure that enhances road safety and reduces crash-related claims.

Federal Government

The Government of Canada offers several funding programs to support municipal infrastructure, typically covering up to one-third of project costs. The **Active Transportation Fund** provides up to

\$50 million per project for planning and capital initiatives that improve walking, cycling and trail infrastructure, with contribution rates between 60 and 100% depending on location and recipient type. Though current intakes are closed, future funding is expected to be announced in the future, and the federal government has since allocated \$3 billion annually starting in 2026-27 under the **Canada Public Transit Fund**.

The **Federation of Canadian Municipalities** also supports climate-resilient infrastructure through the **Green Municipal Fund**, offering grants of up to **\$1 million** for adaptation and net-zero projects, covering 50 to 80% of eligible costs.

Appendix G: Key Implementation Tasks

Key Implementation Tasks

The implementation of the active transportation route involves a series of coordinated tasks across all phases of the project—from early planning to long-term operation. These tasks are designed to ensure the route is thoughtfully designed, legally compliant, well-funded and effectively maintained. Each segment of the active transportation route will undergo its own implementation phases and associated tasks. Roles and responsibilities for executing these tasks may vary by segment and will be defined based on factors such as jurisdiction, available resources and technical requirements.

Planning & Design Phase

- Develop a Memorandum of Understanding to establish shared goals and collaboration.
- Initiate capital and operational fundraising efforts.
- Conduct public and stakeholder engagement during conceptual and detailed design.
- Prepare conceptual and detailed design plans.
- Begin property acquisition processes, including early engagement with landowners.
- Carry out archaeological assessments to identify and mitigate potential impacts.
- Submit applications for Agricultural Land Commission approvals.
- Apply for Licences of Occupation for necessary land use.
- Draft operations and maintenance agreements based on infrastructure needs.
- Establish transit and transportation service agreements.
- Conduct geological assessments to inform design and construction.

Construction Phase

- Issue Requests for Proposals for construction services.
- Oversee construction activities to ensure quality and compliance.

Operations Phase

- Implement operations and maintenance protocols, either in-house or via contractors.
- Launch monitoring and evaluation processes to track usage trends and safety, starting with baseline data collection.

Gulf Islands Regional Trails Plan

Capital Regional District | Reference Date: January 15, 2018



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Acknowledgements

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Cover Photo: View from Matthews Point Regional Park Reserve, Galiano Island

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Salt Spring Island roadway (Pedestrian and Cycling Master Plan: Salt Spring Island Edition)

1 Executive Summary

The Capital Regional District (CRD) has prepared a Regional Trails Plan for the Gulf Islands (the Plan). The Plan identifies a conceptual route for a regional trail on each of Galiano, Mayne, North and South Pender, Salt Spring, and Saturna Islands (Map 3, page 17). Regional trails are managed to provide an arterial trail system that connects the municipalities and electoral areas in the region. 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. The 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 identified that the regional trails in the Gulf Islands will be:

- developed and classified as *Bike and Pedestrian Trails*
- located within public road dedications, where possible; though in some areas they may be on-road
- separated from the travelled portion of the road, where feasible, and
- developed using a phased approach.

The Plan provides guidance on how development of these regional trails will be prioritized and how the CRD will work together with others to implement the plan. Policies in the Regional Trails Management Plan (2016) also apply and guide development and management of the regional trails in the Gulf Islands.

Implementation of the Plan will create approximately 50 km of regional trail, benefiting the region by providing opportunities for non-motorized recreation and active transportation, and by facilitating eco-tourism. Completion of the trails will be a long term initiative, relying on significant external funding. The regional trails will provide an arterial route on each island to which other local trails can connect, creating a wider network.

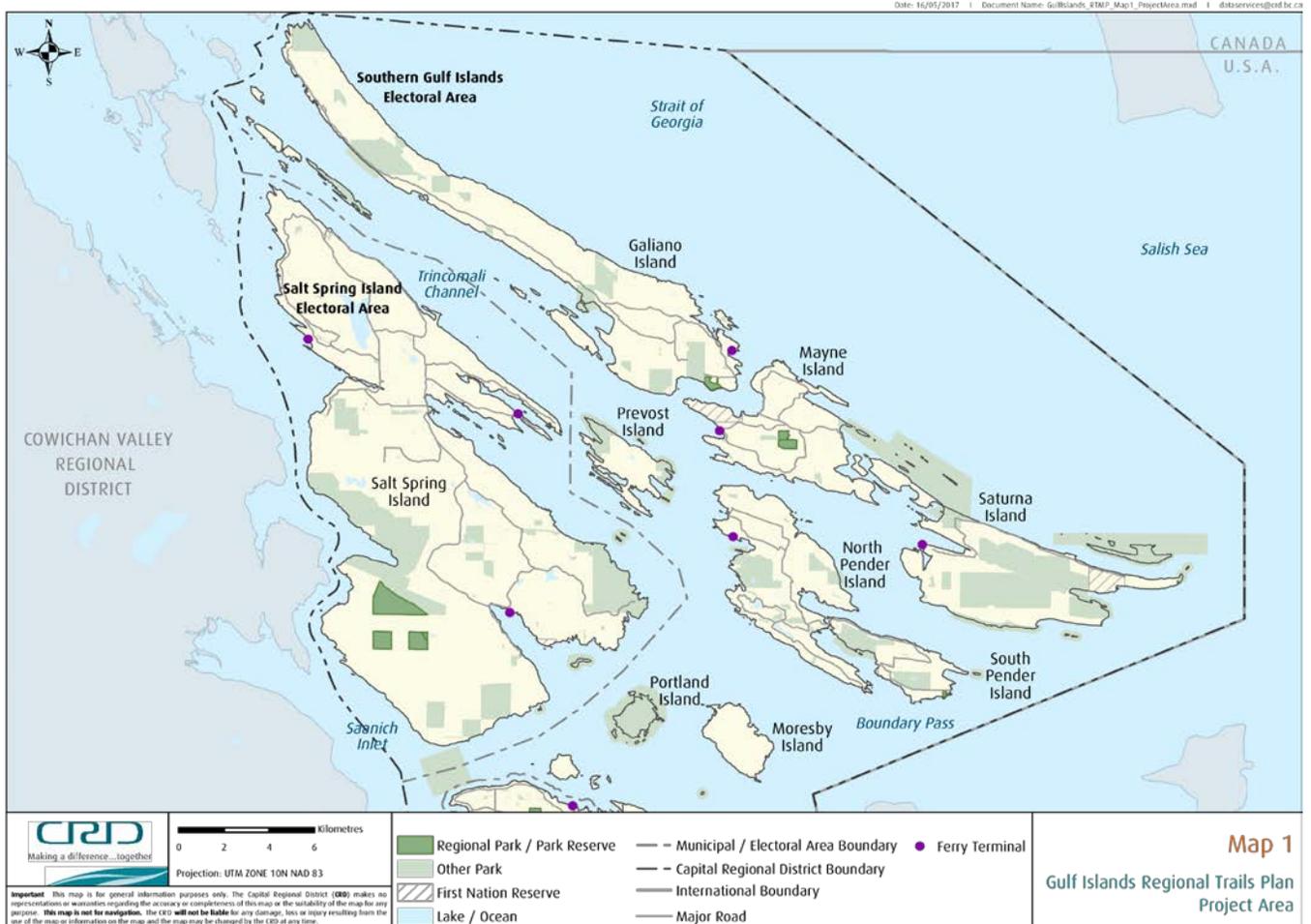
Completion of this Plan achieves a strategic action identified in the Regional Parks Strategic Plan 2012-2021 and a priority action identified in the Regional Trails Management Plan (2016). Further, it supports the Experience the Gulf Islands initiative of the Southern Gulf Islands Economic Sustainability Commission and the Salt Spring Island Economic Development Commission.

2 Context

2.1 Purpose of the Plan

The purpose of the Gulf Islands Regional Trails Plan (the Plan) is to identify a conceptual regional trail route on Galiano, Mayne, North and South Pender, Salt Spring and Saturna islands. The project area is shown on Map 1, below. Each regional trail route aims to connect a main transportation hub, such as a ferry terminal, with key destinations on island; for example, a commercial area or a regional, provincial, or national park. The Plan also provides guidance on how the trails will be prioritized, developed, managed and operated.

Implementation of the Plan will create five new regional trails, totaling approximately 50 kilometers that will benefit the region by providing opportunities for non-motorized recreation and active transportation and by facilitating eco-tourism. These trails will contribute to an integrated network of trails on the islands.



2.2 Strategic Context

The Regional Parks service focuses on nature conservation and connecting people with nature. The primary way this is accomplished is through the establishment and management of regional parks and regional trails. Both help create a vibrant and sustainable region.

Regional trails help deliver on two of the CRD Board's strategic priorities—climate change and active and multi-modal transportation. By providing opportunities for both active outdoor recreation and active (non-motorized) transportation, regional trails have the potential to help reduce overall greenhouse gas emissions within the region. Regional trails are developed for the use of all regional residents as well as visitors to the region. In the case of the Gulf Islands, these trails will service both island residents and many visitors from off-island.

This Plan expands upon strategic statements made in the Regional Parks Strategic Plan 2012-2021 and the Regional Trails Management Plan (2016). The CRD's Regional Parks Strategic Plan identified a strategic action to initiate planning for the regional trails system on Salt Spring Island and the Southern Gulf Islands and outlined a conceptual regional trail route on Salt Spring Island. The 2016 Regional Trails Management Plan provides strategic direction for all regional trails and also establishes the scope for this project (Appendix 1).

Other related plans, such as the Experience the Gulf Islands Concept Plan, the Pedestrian and Cycling Master Plan: Salt Spring Island Edition, and official community plans, also provided guidance and context for the development of the Regional Trails Plan. More information about these plans is provided in Appendix 2.

Other agencies, including CRD's community park and recreation commissions, BC Parks, Parks Canada, and some local organizations are also active in developing trails and/or promoting active recreation and transportation opportunities. Alignment and cooperation between CRD and these others will be important in the development of trail networks that complement the regional trail routes. In addition, the Ministry of Transportation and Infrastructure (MOTI) is responsible for public roads on the Gulf Islands and is the lead for transportation infrastructure. If trails are to be built within the public road dedications, MOTI involvement and approval will be required.

2.3 Project Background

An initial trail planning process for the Southern Gulf Islands was undertaken in 2013-2014 in association with the Southern Gulf Islands Economic Sustainability Commission's Experience the Gulf Islands initiative. Information was gathered at meetings and public events regarding where future trails on the islands were desired. This work was broad in scope and identified desired local, regional and national park trails. The information collected through that earlier process was used as a starting point to identify potential regional trail routes for this plan.

2.4 Regional Setting

For the purposes of this plan, Galiano, Mayne, North and South Pender, Salt Spring and Saturna Islands are collectively referred to as the Gulf 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. Tsawout also has a reserve on Salt Spring Island. Tsartlip First Nation has a reserve on Mayne Island and Penelekut First Nation has a reserve at the north end of Galiano Island. These reserves and other lands on the islands are used by the First Nations for hunting, gathering, and other cultural practices. Nothing in this plan is intended to infringe on First Nations rights.

These islands are within the Islands Trust Area and 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.

Within the regional governance structure, this area is split into the Southern Gulf Islands Electoral Area and the Salt Spring Island Electoral Area. The CRD provides a number of services in these electoral areas, including the development, management, and operation of regional parks and regional trails.

The total population of the Gulf Islands in 2016 was 15,289 (Table 1). This has not changed significantly from the 2011 census population.

Table 1: 2016 Population

2016 Population (Census)	
Salt Spring Electoral Area	10,557
Southern Gulf Islands Electoral Area	4,732
Total Gulf Islands	15,289
By Island	
Galiano Island	1,044
Mayne Island	949
Pender Island	2,302
Salt Spring Island	10,557
Saturna Island	354

Source: CRD, 2016, *Demographics, Population Change 2016 Census Results, Capital Region*

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. BC Ferries records annual vehicle and passenger trips by route. For the purposes of this project, BC Ferries provided data on annual bicycle and foot passenger trips, in addition to overall vehicle numbers.

Table 2 shows the traffic statistics by mode of transportation travelling to the islands for 2016. More details on bicycle and foot passengers is provided in Appendix 3. This information is useful to help determine where regional trail development might be prioritized based on the levels of use.

Table 2: BC Ferries Traffic Statistics 2016

Route	Vehicles	Bicycles**	Foot Passengers***
Tsawwassen to the Southern Gulf Islands*	65,938	4,675	131,952
Swartz Bay to the Southern Gulf Islands	95,189	2,517	50,034
Swartz Bay to Salt Spring Island	121,974	2,623	51,271
Crofton to Salt Spring Island	93,931	1,285	35,130

Source: BC Ferries, Traffic Statistics System, Total Vehicle and Passenger Counts by Route for 2016.

*Southern Gulf Islands includes Galiano, Mayne, North Pender, Salt Spring and Saturna Islands.

**Bicycle statistics from BC Ferries was provide in a combined format for both directions; hence the number has been halved for the purpose of this table.

***Foot passengers are only counted leaving Tsawwassen, Swartz Bay and Crofton.

In addition to BC Ferries, some visitors to the Gulf Islands arrive by private boat, water taxi, or float plane to the various community docks overseen by the CRD's Southern Gulf Islands Harbours Commission.

In line with the Experience the Gulf Islands Concept Plan, efforts to increase community bus services on the islands and passenger-only ferry service between the islands are being investigated by the Southern Gulf Islands Community Economic Sustainability Commission. The Ministry of Transportation & Infrastructure (MOTI) has jurisdiction over roads in the unincorporated electoral areas and has responsibility for ongoing maintenance and road improvements. MOTI and Islands Trust have an agreement to maintain rural road standards and to protect heritage aspects of the road corridors on the islands.

A number of larger trails, including The Great Trail (formerly known as the Trans Canada Trail)—a 24,000 kilometer trail across Canada—and the Salish Sea Marine Trail, are located in the vicinity (Map 2). Future regional trails developed on the Gulf Islands will complement these routes and create an enhanced experience for users.



Trail use, CRD Regional Parks



3 Strategic Direction

3.1 Vision

Over the years, through different trail-related projects, residents of the Gulf Islands have expressed key components of their visions for trail systems on their islands. These various components have been pulled together in an overall vision for island trails, as follows:

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.

In 2016, the CRD approved the Regional Trails Management Plan, which sets out a vision for all existing and future regional trails, including those on the Gulf Islands. That vision is:

"As the Regional Trails system grows and matures, a network of interconnected trails emerges. The trails connect the Capital Region's communities and facilitates access to key destinations within and beyond the region. The network facilitates active, healthy lifestyles for people of all ages and abilities by providing opportunities for recreation and active transportation. We work together to create and maintain regional trails as greenway corridors that accommodate a diversity of users. The Capital Regional District promotes respect among users and supports positive experiences for all".

These visions, one related specifically to regional trails and one broader in nature, are complementary. The visions will be achieved through trail planning and development that spans local, regional, provincial, and national agencies and groups. This Regional Trails Plan is just one step in creating a broad network of trails on the Gulf Islands. In the longer term, once the five regional trails are in place and have been operating for some time, the CRD will be in a position to assess if additional regional trails are needed on the islands.

3.2 Policies

In addition to the policies below, the strategic policies and general direction in the Regional Trails Management Plan (2016) and other approved CRD policies, such as the regional park and trail naming convention (2016), also apply to the regional trails on the Gulf Islands.

Two specific policies from the Regional Trails Management Plan (RTMP) are noted below:

- For the safety of all trail users, their pets and wildlife, all pets must be on-leash at all times while on regional trails...Pet owners or guardians should ensure that their pets remain both on the trail and on the proper side of the trail. (RTMP 2.4.1.2)
- Priority will be given to developing regional trails as off-street facilities, where feasible. Preference for routing along road or railway corridors will be used where possible and practical. In some cases, on street sections will exist... (RTMP 2.4.3.1)

The following policies relate specifically to regional trails on the Gulf Islands:

1. The regional trail routes proposed in this plan are conceptual in nature. The specific route for the trail may vary somewhat depending on more detailed assessments of the route at the trail design stage.
2. The regional trails on the Gulf Islands will be developed for non-motorized recreation and active transportation. They will be classified and managed as 'Bike and Pedestrian Trails'.
3. Where regional trails are proposed within surveyed road dedication, CRD will encourage the MOTI to participate early in the trail design process, including inviting representatives to review design standards and preliminary trail designs.
4. Where there is insufficient surveyed road dedication available for a separated trail, the regional trail routes may be on-road or the CRD may work with interested adjacent landowners to accommodate the trail routes.

5. The CRD will liaise with MOTI regularly and will request that if MOTI is seeking new road dedications along any proposed regional trail routes identified in this plan, that MOTI request adequate width to accommodate a separated regional trail.
6. The CRD will liaise with the Island Trust and the MOTI to indicate the CRD's interest in being referred information regarding development proposals adjacent to proposed regional trail routes. Further, where appropriate, the CRD may request that the approving agency require the development proponent to assist with the regional trail in some way as a requirement of approval (e.g., provide land tenure, cash in lieu, or in-kind contribution towards development of the regional trail).
7. Where the trail route is along a road identified as a Heritage Road by MOTI and Islands Trust, CRD will seek input from both organizations on the trail design.
8. Trail development will be based on best practices to maximize safety, minimize environmental impacts, and maximum cost-efficiency and longevity of regional trails.
9. The Regional Trails Plan will be implemented using a phased approach. An initial segment of trail will be developed on each island generally linking the ferry to a key commercial hub (on Galiano Island the initial segment will link the ferry to a regional park).
10. Once initial segments are completed on each island, the following criteria (in no particular order) will be considered when prioritizing extensions to the regional trails:
 - a. Aligns with another planned project (e.g., MOTI road improvements)
 - b. Potential levels of use
 - c. Connects to other trails
 - d. Cost and ease of development (financial cost of each project; physical challenges of route)
 - e. Completes or extends an existing regional trail
 - f. Potential funding partnerships
 - g. Addresses identified safety concerns
11. CRD Regional Parks will liaise with MOTI, BC Ferries and CRD commissions and, where possible, coordinate with them to align resources, create efficiencies and achieve multiple goals for improvement projects, such as road and terminal upgrades and trail projects.
12. The design and development process for regional trails will ensure opportunities for public input.
13. Through the detailed planning and design stage, consideration will be given to appropriate visitor facilities (e.g., rest stops; signage) and to working with community groups, where

appropriate, to salvage and reuse native plant materials from the trail route prior to construction.

14. The CRD will work with First Nations to incorporate messages into regional trail information kiosk signage or regional trail interpretive signs to raise public awareness of First Nations' history and First Nations' connections with and interests in the islands.
15. A field check for significant archaeological/cultural features, conducted by qualified individuals, will be incorporated into the trail development phase.
16. Regional trail design and construction will be subject to successfully obtaining funding through external partnerships or grant opportunities, in addition to CRD funding.
17. Regional trail construction, operation, and maintenance will be the responsibility of CRD Regional Parks.
18. CRD Regional Parks will consider expanding the existing volunteer program to include regional trails on the Gulf Islands.
19. CRD Regional Parks supports ongoing liaison with local organizations, particularly those that undertake trail projects, to promote a coordinated trail network and to identify potential partnership opportunities.
20. Recognizing that construction of regional trails will take many years to implement and that other agencies may want to develop interim trails along the regional trail route, CRD encourages liaison/cooperation with groups regarding possible interim trails until such time as CRD Regional Parks is able to develop a regional trail. At the regional trail design stage, the CRD will assess any existing interim trails along the route to determine if they are adequate for regional trail purposes or if the CRD needs to upgrade them to regional trail standards. Any necessary agreements will be put in place before the CRD trail is constructed.

4 Regional Trail Routes

4.1 General

The proposed regional trail routes are collectively shown on Map 3 on page 17. The individual regional trail routes are described in more detail below and are illustrated on Maps 4 through 8.

Together the regional trails will create approximately 50 km of trail for residents and visitors. As noted previously, the regional trails will provide a link generally between a BC ferry terminal and a key recreation area or island commercial hub. Local trail organizations may wish to develop additional trails linking from the regional trail to other island areas, such as public docks, ferries, attractions, or local facilities in order to expand the trail offer on each island. These trail routes have been selected on the basis of public comments received during the development of this plan.

Development of these trails will take many years to complete. External funding, to supplement CRD funding, and cooperation with other groups and agencies including MOTI, will be needed to fully implement the plan. As noted above, where local trails exist along the regional trail routes, the CRD will assess if the existing trail is adequate for regional trail purposes or if the CRD needs to upgrade them to regional trail standards.

4.2 Galiano Island

The regional trail route on Galiano Island will begin in the vicinity of the Sturdies Bay ferry terminal, follow Sturdies Bay Road, turn south on Burrill Road, follow Bluff Road to Georgeson Bay Road, turn north, and then north-west on Montague Road, ending in the vicinity of Montague Harbour Marine Provincial Park. The regional trail route is approximately 10 km in length, with the initial segment to be built being approximately 3 km, between the ferry area and Matthews Point Regional Park. In particular, the regional trail route provides access to two regional destinations - Matthews Point Regional Park and Montague Harbour Marine Provincial Park, as well as the ferry and the commercial hub by the ferry terminal. The proposed Galiano Island regional trail route is illustrated on Map 4.



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Map 3
Gulf Islands Regional Trails Plan
Proposed Regional Trail Routes

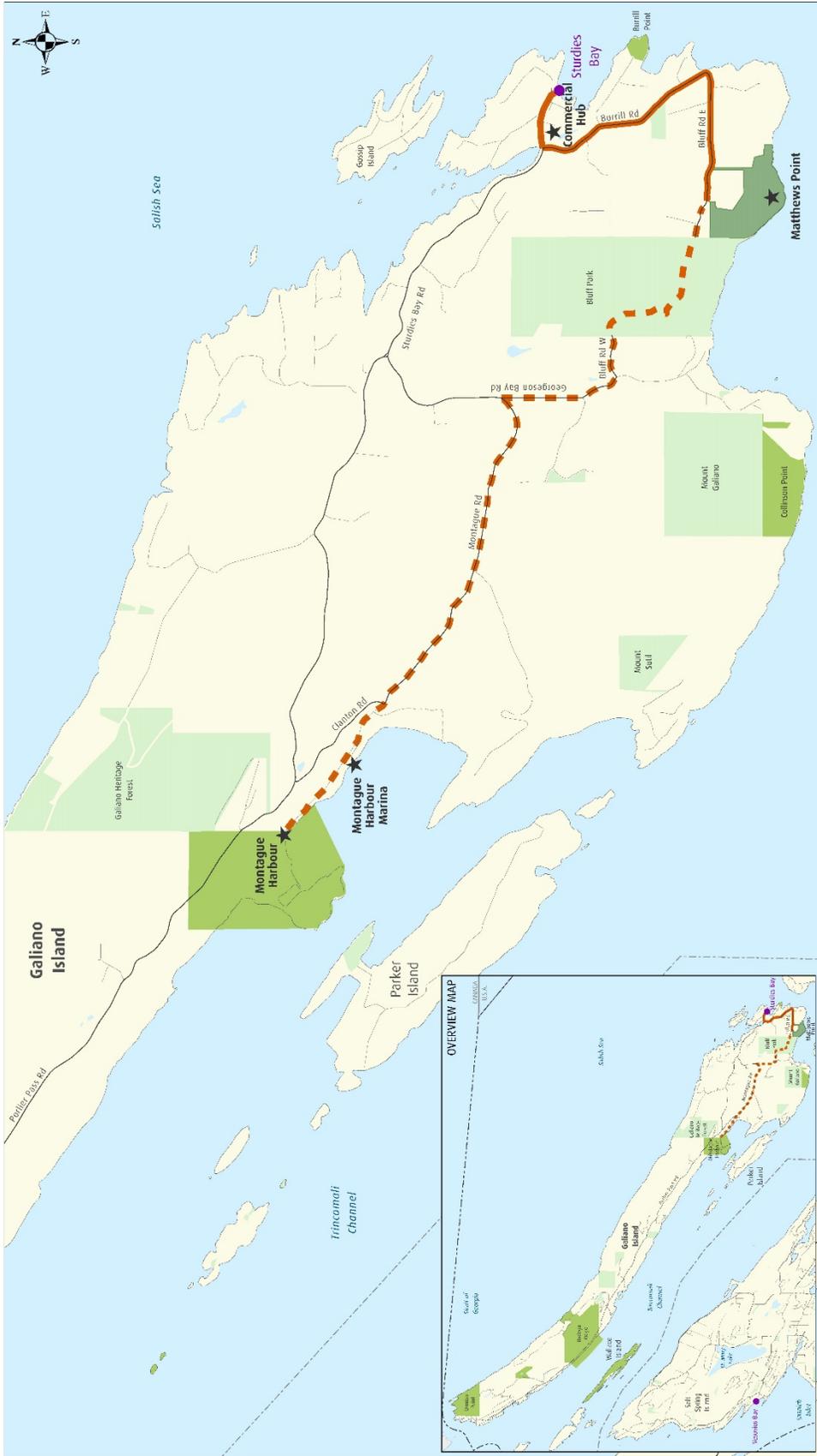
Projection: UTM ZONE 10N NAD 83

0 2 4 6 Kilometres

0 2 4 6 Kilometres

Regional Park / Park Reserve
 Other Park
 First Nation Reserve
 International Boundary
 Municipal / Electoral Area Boundary
 Capital Regional District Boundary
 Proposed Regional Trail Route (Initial Phase)*
 Proposed Regional Trail Route (Future Phase)*
 Major Road
 Lake / Ocean
 Ferry Terminal

* See descriptions on individual island maps for route details



Map 4
Gulf Islands Regional Trails Plan
Galiano Island Proposed Regional Trail

- Ferry Terminal
- Regional Destination
- Galiano Island - Proposed Regional Trail Route (Initial Phase)
- Galiano Island - Proposed Regional Trail Route (Future Phase)
- Major Road
- Minor Road
- Lake / Ocean
- First Nation Reserve
- Regional Park / Park Reserve
- Provincial Protected Area
- Community Park
- Municipal / Electoral Area Boundary

0 0.5 1
 Kilometres
 Projection: UTM ZONE 10N NAD 83

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4.3 Mayne Island

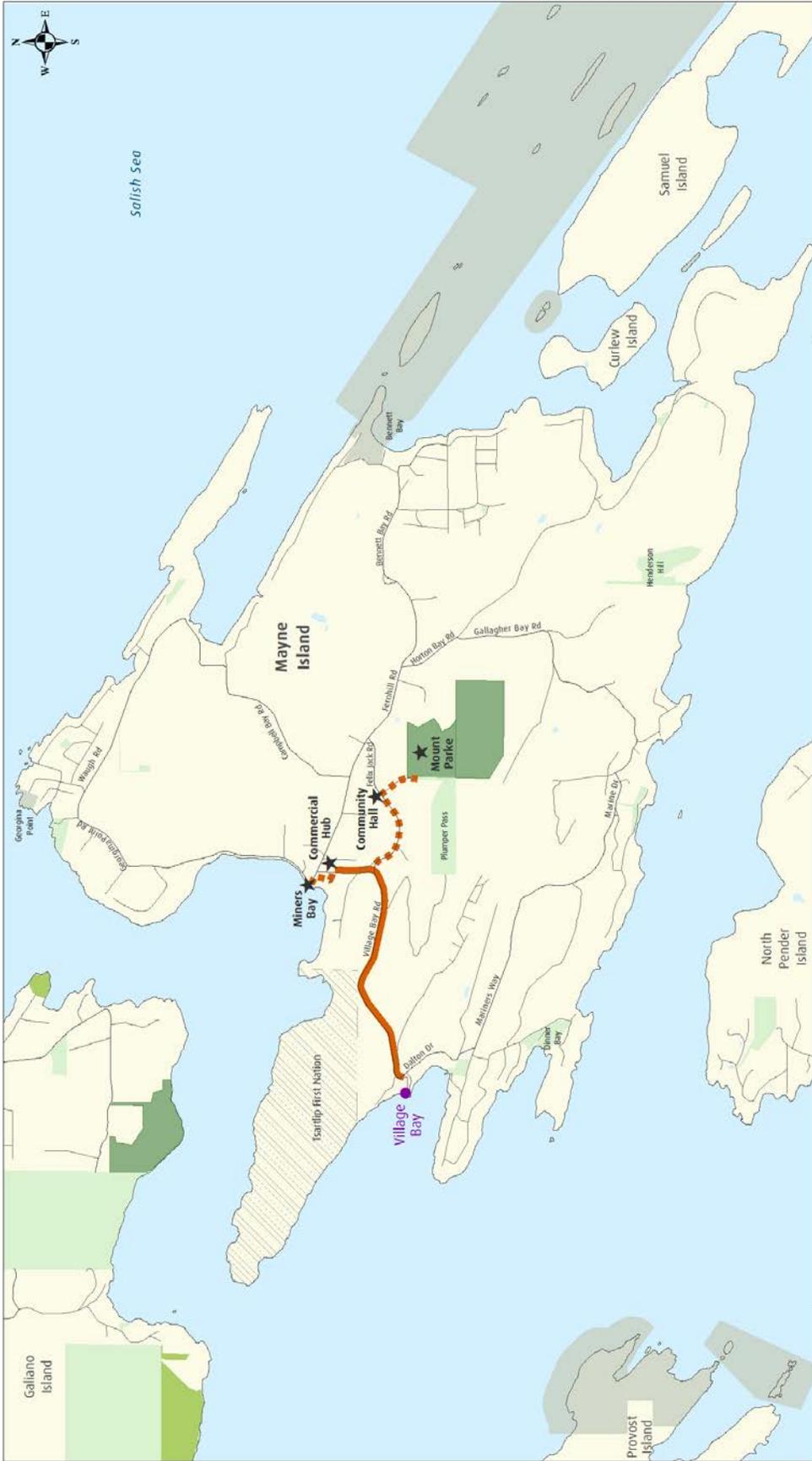
The regional trail route on Mayne Island will begin in the vicinity of the Village Bay ferry terminal, follow Village Bay Road and Fernhill Road to the Miners Bay dock. The trail will also follow Felix Jack Road and Kim Road to Mount Parke Regional Park. The regional trail route is approximately 3.6 km in length and will connect the ferry, the Miners Bay commercial centre, the community dock, and Mount Parke Regional Park. The initial 2.3 km segment to be built will be between the ferry area and Naylor Road in Miners Bay. The proposed Mayne Island regional trail route is illustrated on Map 5.

4.4 North & South Pender Islands

One regional trail route is proposed for North and South Pender Islands. The route will begin in the vicinity of the Otter Bay ferry terminal on North Pender Island, follow MacKinnon Road to Otter Bay Road, to the junction with Bedwell Harbour Road, where it turns south and follows Bedwell Harbour Road and Canal Road to the bridge between North and South Pender Islands. On South Pender Island, the trail will link to Mount Norman-Beaumont in Gulf Islands National Park Reserve. The regional trail route is approximately 10 km in length, with the initial section to be built being approximately 5 km between the ferry area and the Driftwood commercial area. Recognizing that various options have been raised on-island for trail routing in the vicinity of Einar's Hill, which is part of the recommended initial route, the CRD will consider options at the trail design stage. The regional trail will provide access to the community hall, Driftwood Centre commercial hub, and Prior Centennial campground and Mount Norman-Beaumont, both in Gulf Islands National Park Reserve. The proposed Pender Islands regional trail route is illustrated on Map 6.



Artist's rendering - regional trail in the Gulf Islands



Map 5
Gulf Islands Regional Trails Plan
Mayne Island Proposed Regional Trail

- Regional Park / Park Reserve
- Gulf Islands National Park Reserve
- Provincial Protected Area
- Community Park
- Major Road
- Minor Road
- Lake / Ocean
- First Nation Reserve
- Ferry Terminal
- Regional Destination
- Mayne Island - Proposed Regional Trail Route (Initial Phase)
- Mayne Island - Proposed Regional Trail Route (Future Phase)

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Map 6 Gulf Islands Regional Trails Plan North and South Pender Islands Proposed Regional Trail

- Ferry Terminal
- Regional Destination
- Pender Island - Proposed Regional Trail Route (Initial Phase)
- Pender Island - Proposed Regional Trail Route (Future Phase)
- Major Road
- Minor Road
- Capital Regional District Boundary
- Municipal / Electoral Area Boundary
- Regional Park / Park Reserve
- Gulf Islands National Park Reserve
- Community Park
- First Nation Reserve
- Lake / Ocean

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Kilometres

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4.5 Salt Spring Island

The regional trail route on Salt Spring Island will run between the Vesuvius and Fulford ferry terminal area, along Vesuvius Bay Road, Lower Ganges Road, and Fulford-Ganges Road. The trail will link the ferry areas to the Ganges commercial and residential hub and to Burgoyne Bay Provincial Park. The regional trail route is approximately 20 km in length, with the initial segment to be built being approximately 5 km between the Vesuvius ferry area and Atkins Road. Within the Ganges area, the initial segment of the regional trail will use existing roads/bicycle lanes and sidewalks/pedestrian pathways. At the south end of Ganges, the Salt Spring Island Transportation Commission is currently considering the development of a trail between Seaview Road and Cranberry Road in partnership with the Ministry of Transportation. Once that trail is complete, it will be included in the initial segment of the Regional Trail, subject to it meeting regional trail standards for cycling and pedestrian trails. The proposed Salt Spring Island regional trail route is illustrated on Map 7.

4.6 Saturna Island

The regional trail route on Saturna Island will start in the vicinity of the Lyall Harbour ferry terminal, follow East Point Road and Narvaez Bay Road to the community hub at Harris Road and continue along Narvaez Bay Road to Narvaez Bay in Gulf Islands National Park Reserve. This route is approximately 7 km in length, with the initial 1.5 km segment to be built being between the ferry area and the commercial hub. It is suggested that the CRD conduct further consultation on Saturna Island prior to proceeding with development of the additional 5.5 km full route to determine level of need/level of support for its development to Narvaez Bay. The proposed Saturna Island regional trail route is illustrated on Map 8.



A Gulf Islands view (Photo: Danica Rice)



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0 0.5 1 Kilometres

- Regional Park / Park Reserve
- Province of Protected Area
- Common by Park
- Trails / Greenways
- First Nations Reserve
- Capitol Regional District Boundary
- Major Road
- Minor Road
- Electoral Area Boundary
- Regional Destination
- Ferry Terminal
- Proposed Regional Trail Route (Initial Phase - Regional Park Project)
- Proposed Regional Trail Route (Initial Phase - Using Existing Roads/Sidewalks)
- Proposed Regional Trail Route (Initial Phase - Subject to VSI Interpretation Committee Trail Development)
- Proposed Regional Trail Route (Future Phases)

Map 7
Gulf Islands Regional Trails Plan
Salt Spring Island
Proposed Regional Trail



5 Implementation

The Regional Parks' Service Plan guides implementation of priority projects requiring funding on a four year rolling timeframe. It is expected that implementation of this plan will take decades given that 50 km of trail are proposed. Regional Parks has reserved an annual fund specifically for Gulf Islands trail planning and development; however, securing external funding will also be required to construct all of the regional trails identified in this plan.

A typical regional trail development project is staged as follows:

Planning & Design Phase

- Seek funding for design
- Route surveying and environmental investigations
- Development of engineered design drawings
- Public engagement on design

At the end of the planning & design phase, a project is considered "shelf ready" and design is 80-90% complete.

Funding Phase

- Seeking external/grant funding for construction, to supplement internal funding.

This process includes applying for grants as funding opportunities are announced and if successful, undertaking all necessary requirements of the granting agency.

Construction Phase

- Finalize design to "construction ready", including confirmation that all specifics on infrastructure have been addressed adequately
- Project tender process
- Award of contract
- Project initiation

Operation & Maintenance Phase

- Ongoing trail operations and maintenance are undertaken by CRD staff.

Design of a 2.3 km demonstration project on Mayne Island commenced in 2015 and the trail design will be completed in 2018. The goal of the demonstration trail project is to develop the initial segment of regional trail identified in this plan, from the Village Bay ferry terminal to the commercial hub within the road right-of-way, where possible, and to assess 'lessons learned'. This will highlight opportunities and challenges for regional trail construction on the Gulf Islands. This trail segment will be the first priority for implementation.

As a second priority for implementation, it is recommended that external funding be sought for the planning & design of an initial segment of trail on each of the remaining islands (approximately 17 km), as one project. A project that includes multiple islands may be of greater interest to potential funders who are looking for regionally significant projects or who are interested in seeing multiple jurisdictions working together on projects. Further, a combined project, being larger in scope, may also garner more interest from consulting firms when the project is contracted. Lastly, having shelf-ready designs for each of the region trails creates efficiency and flexibility for the CRD in terms of seeking external funding and partnerships for construction.

Once the initial trail designs are complete and adequate funding is in place, proposed construction priorities are, in descending order, as follows:

1. Salt Spring Island (5 km; Vesuvius to Ganges; with a possible additional 300 m on Ganges Hill) then
2. North Pender Island (5 km; Otter Bay to Driftwood Centre) then
3. Galiano Island (3 km; Sturdies Bay to Matthews Point Regional Park) then
4. Saturna Island (2 km; Lyall Harbour to Harris Road).

This order is proposed based on considerations of island population and potential levels of cycling and walking use. BC Ferries cycling and foot traffic statistics (Table 2 and Appendix 3) were used to estimate the potential use of regional trails.

Priority order may change subject to trail development cost (identified at the design stage), other planned projects that trail development can be linked with (e.g., MOTI/municipal road work), significant funding partnership opportunities, or other CRD priorities. Following completion of the initial trail segment on each island, additional trail development priorities will be set using the criteria in Policy 10 (page 14).

Table 3 identifies a general strategy for the implementation of this plan. Implementation is subject to available staff and financial resources.

Table 3: Implementation Strategy

Action	Timing
Seek external grant funding for construction of Mayne Island regional trail demonstration project.	2018
Seek external grant funding for the design of four initial regional trail segments as one project (Salt Spring, North Pender, Galiano, Saturna).	2018
Construct Mayne Island regional trail demonstration project and assess "lessons learned"	Once funds are in place
Seek external grant funding for construction of Salt Spring Island initial trail section	Once Mayne Island demonstration trail segment is complete
Construct initial trail section on Salt Spring Island	Once funds are in place
Seek external grant funding for construction of Pender Island initial trail section	Once Salt Spring Island initial trail segment is complete
Construct initial trail section on North Pender Island	Once funds are in place
Seek external grant funding for construction of Galiano Island initial trail section	Once Pender Island initial trail segment is complete
Construct initial trail section on Galiano Island	Once funds are in place
Seek external grant funding for construction of Saturna Island initial trail section	Once Galiano Island initial trail segment is complete
Construct initial trail section on Saturna Island	Once funds are in place
Determine next phases of trail development and initiate next round of design/funding/construction	Once Saturna Island initial trail segment is complete

Appendix 1: The Regional Trails Management Plan (RTMP)

In 2016, following a two year public planning process, the CRD Board approved a Regional Trails Management Plan (RTMP). This plan includes strategic direction that applies to all trails (existing and future) as well as management plans for each of the three existing regional trails (Gallopig Goose, Lochside, and E&N Rail Trail – Humpback Connector).

In particular, the following section of the RTMP are noteworthy and should be referenced along with this Plan.

Section 2 Regional Trails Strategic Direction, which includes, among other things, a vision for regional trails, management principles, and 50 overarching policies for regional trails.

Appendix 3: Trail Development Guidelines, which sets out guidelines for different types of regional trails and for use of certain trail management tools. Comments from members of the public on the islands regarding trail standards were addressed through the development and approval of the RTMP.

Appendix 4: Example of Standard Regional Trail Signs, which outlines key types of signs used along regional trails and explains rationale for their general use.

Also, Appendix 6: Southern Gulf Islands-Salt Spring Island Regional Trail Planning, provided the scope for the development of this plan.

A copy of the RTMP is available through the CRD website at:

<https://www.crd.bc.ca/project/past-capital-projects-and-initiatives/regional-trails-management-plan>

Appendix 2: Existing Plans and Complementary Work

Each of the following plans has informed the development of the Regional Trails Plan for the Gulf Islands.

The **Experience the Gulf Islands (ETGI) initiative** of the **Southern Gulf Islands Economic Sustainability Commission and the Salt Spring Island Economic Development Commission** seeks to promote tourism to the islands. The **ETGI Concept Plan** includes goals to “build sustainable, low-carbon, inter-island and on-island transportation connections and linkages that limit or lower on-island car traffic” and “enhance and expand inter-community, organization and government partnerships.” A key strategy area identified in the Concept Plan is to improve transportation through coordinated trail planning initiatives.

The CRD administers the **Salt Spring Island Transit and Transportation service** which is overseen by the Salt Spring Island Transportation Commission. The service includes construction, maintenance and regulation of active transportation infrastructure, such as bicycle paths and sidewalks, including pedestrian safety and traffic calming. A **North Ganges Transportation Plan** was approved in 2007 and a capital project is underway from 2015-2019 to install pedestrian and cycling and intersection improvements around Ganges Village.

A **Pedestrian and Cycling Master Plan: Salt Spring Island Edition** was undertaken by **Regional & Strategic Planning** and accepted by the CRD Board in 2013. This Master Plan identifies a Primary Inter-Community bikeway network that connects Fulford Harbour to Ganges Village to Vesuvius and Long Harbour.

The local **Parks and Recreation Advisory Commissions** on the Southern Gulf Islands and Salt Spring Island are responsible for planning, developing and maintaining community parks and trails.

Community park and trail plans have been approved for Galiano, Pender and Salt Spring Islands. Community park and trail networks will complement the regional trail route.

Official Community Plans for each island, developed by the **Islands Trust**, guide development on the islands. Opportunities to develop and enhance the regional trail routes can be identified in coordination with Islands Trust as the agency responsible for land use on the islands.

Appendix 3: BC Ferries Data on Bicycle and Foot Traffic

BC Ferries has provided additional information relating to bicycle and foot traffic to and from the Gulf Islands. This data gives an idea of numbers of potential users of the regional trails. In summary, it shows:

- The greatest bicycle traffic is between Tsawwassen and Galiano Island (average 1,757 over three years), followed by Swartz Bay to Pender Islands (average 1,144 over three years) and then Tsawwassen to Salt Spring Island (average 1,077 over three years).
- The largest volumes of inter-island bicycle traffic are between Mayne Island and Pender Island (average 135-208 over three years; depending on direction of travel), followed by Galiano Island to Mayne Island (average 134 over three years).
- The greatest foot traffic is between Tsawwassen and Galiano Island (average 23,094 over three years), Tsawwassen to Salt Spring Island (average 18,062 over three years), Tsawwassen to Mayne Island (average 14,600 over three years), and Swartz Bay to Pender Island (average 14,144 over three years).
- Inter-island foot traffic was highest between Salt Spring Island and Pender Island (average 722-981 over three years depending on direction of travel), followed by Salt Spring Island to Galiano Island (average 583-694 over three years depending on direction of travel).

Annual Bicycle Traffic for Routes 5 and 9

From	To	2014	2015	2016
Swartz Bay	Galiano Island	454	492	463
	Mayne Island	585	609	584
	Pender Island	1,138	1,176	1,117
	Salt Spring Island	0	4	3
	Saturna Island	433	450	468
Tsawwassen	Galiano Island	1,666	1,835	1,770
	Mayne Island	905	1,022	932
	Pender Island	375	366	371
	Salt Spring Island	1,056	1,049	1,126
	Saturna Island	159	154	151
Inter-Island				
Galiano Island	Mayne Island	107	126	170
	Pender Island	62	69	87

	Salt Spring Island	66	90	140
	Saturna Island	8	16	11
Mayne Island	Galiano Island	104	137	170
	Pender Island	171	193	259
	Salt Spring Island	74	51	77
	Saturna Island	48	38	31
Pender Island	Galiano Island	60	54	49
	Mayne Island	116	142	146
	Salt Spring Island	52	95	110
	Saturna Island	20	20	26
Salt Spring Island	Galiano Island	60	102	101
	Mayne Island	69	42	64
	Pender Island	52	90	76
	Saturna Island	0	0	0
Saturna Island	Galiano Island	8	4	3
	Mayne Island	32	29	20
	Pender Island	7	11	16
	Salt Spring Island	7	6	3

Annual Foot Traffic on Routes 5 and 9

From	To	2014	2015	2016
Swartz Bay	Galiano Island	4,929	5,056	5,047
	Mayne Island	6,750	6,937	7,182
	Pender Island	14,087	14,019	14,325
	Salt Spring Island	11	14	8
	Saturna Island	2,975	2,954	3,348
Tsawwassen	Galiano Island	22,979	23,311	23,092
	Mayne Island	14,412	14,813	14,574
	Pender Island	8,623	8,440	8,821
	Salt Spring Island	17,395	17,460	19,332
	Saturna Island	2,082	1,807	1,682

Inter-Island				
Galiano Island	Mayne Island	478	418	458
	Pender Island	304	316	311
	Salt Spring Island	560	585	606
	Saturna Island	21	32	28
Mayne Island	Galiano Island	578	465	565
	Pender Island	459	531	743
	Salt Spring Island	538	513	452
	Saturna Island	103	83	63
Pender Island	Galiano Island	321	251	245
	Mayne Island	531	502	596
	Salt Spring Island	695	757	715
	Saturna Island	76	81	96
Salt Spring Island	Galiano Island	678	752	651
	Mayne Island	818	700	560
	Pender Island	786	924	978
	Saturna Island	5	1	3
Saturna Island	Galiano Island	0	0	0
	Mayne Island	0	0	0
	Pender Island	0	0	0
	Salt Spring Island	0	0	0



Narvaez Bay, Gulf Islands National Park Reserve, Saturna Island

Salt Spring Island Regional Trail Feasibility Study & Next Steps

Regional Parks Committee
November 26, 2025

Background

- 2016 Regional Trails Management Plan
- 2018 Gulf Islands Regional Trails Plan
- 2023 Regional Parks and Trails Strategic Plan 2022-2032
- 2023-2026 Board Transportation Priorities (1a, 1b)



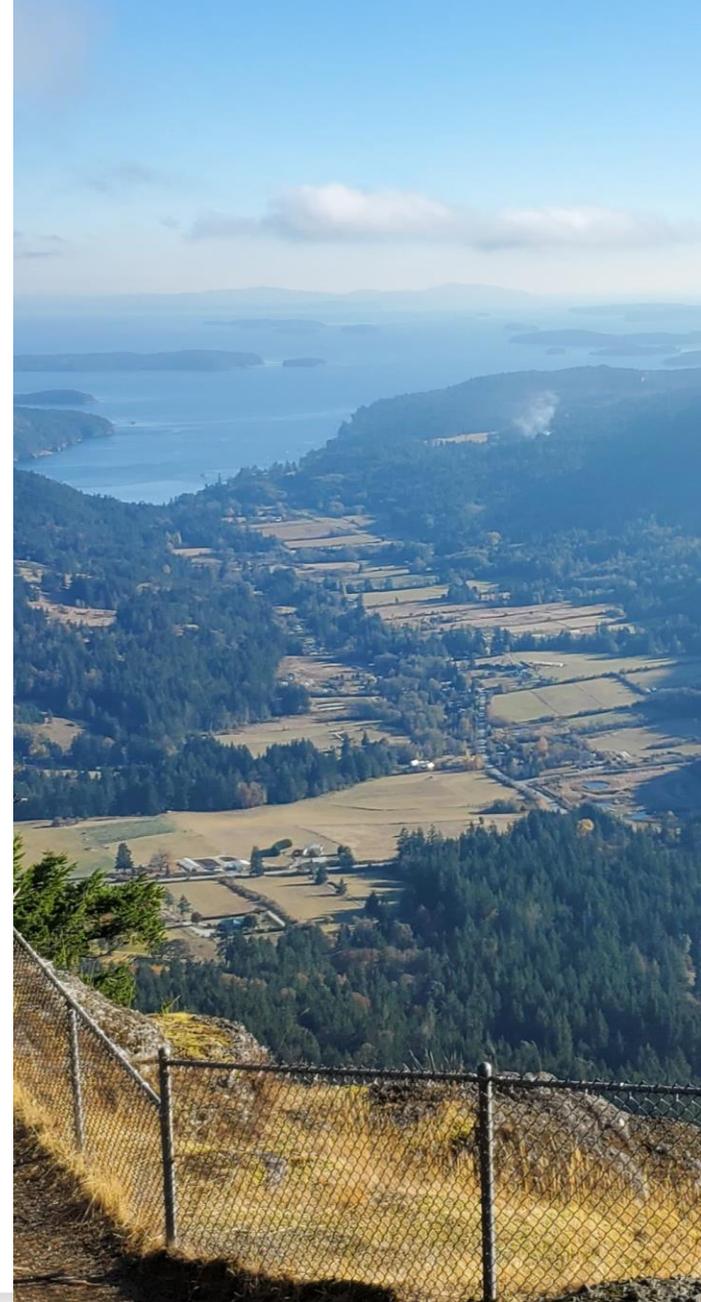
Regional Transportation Service

- **Regional Transportation Service (RTS) established**
 - Bylaw No 4630 consolidates transportation planning and regional trail management
 - Reports to CRD Transportation Committee
- Initial priorities: Galloping Goose, Lochside and E&N regional trails
- Regional Parks transferred staff/funding resources to RTS
- Gulf Island regional trails not current RTS priorities, but may be included with CRD Board approval



Feasibility Study Overview

- Project managed by CRD Regional Parks
- Launched in June 2024
- Assessed the 21 km conceptual route from Fulford Harbour to Vesuvius Bay via Ganges Village
- Applied BC Active Transportation Design Guide standards
- Identified physical constraints, cost estimates and priority segments for phased implementation
- Developed with input from key community and agency partners



Feasibility Study Results

Initially, 3m Paved, Separated Trail

- Meets AAA standards
- Generally, aligns with guidelines (except 4 segments)
- Estimated cost: \$102M

2m Unpaved Trail, Semi-Separated Trail

- Similar to Mayne Island Regional Trail
- Aligns with low-use rural guidelines (except 6 segments)
- Estimated cost: \$63M

Phase 1 Priority Segments

- Ganges–Vesuvius Bay
- Estimated cost: \$8.5M



Conclusions

- Fully separated trail not feasible under current guidelines
- Viable corridor: mix of trails, traffic-calmed side streets, sidewalks and bike lanes (\$63M)
 - Interim measures could further reduce costs
- Requires coordinated, multi-year, multi-agency effort
- Regional Parks lacks capacity/expertise for active transportation trail development
- Aligns with CRD Transportation Committee mandate
- Existing plans may need review, revision, or repeal to align with RTS plans and priorities



Recommendation

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That planning, implementation and operation of all regional trails on the Gulf Islands—such as those identified in the Gulf Islands Regional Trails Plan—be referred to the CRD Transportation Committee for consideration;
2. That this report, including the Gulf Islands Regional Trails Plan be referred to the Salt Spring Island Electoral Area Administration for information, in recognition of the local interest in establishing additional community trails in village sites on Salt Spring Island; and
3. That staff report back with a list of all CRD Regional Parks plans, policies, and bylaws requiring amendment or repeal as a result of establishing the Regional Transportation Service, and outline the process and timeline for completing these changes.

A photograph of two cyclists riding on a dirt path through a dense forest. The cyclist in the foreground is wearing a yellow jacket and a helmet, while the second cyclist is wearing a red jacket and a helmet. The path is surrounded by lush green trees and foliage. The text "Thank you" is overlaid in the center of the image.

Thank you

CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, October 14, 2025

Members: Neil Arason, Island Health
Rob Bernhardt, Capital Bike
Ron Cronk, Vancouver Island Safety Council
Dr. Frederick Grouzet, Collaborative for Youth and Society, UVic
Steve Martin, Community Member (Chair)
Sean Powell, School District 61
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic
Dr. Melissa Wan, Island Health

Associates: Sgt. Doug Cripps, Saanich Police
Adam Defrane, MADD
Jay Douillard, CRD
Cst. Matt McNichol, Oak Bay Police

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Natalia Heilke, RoadSafetyBC
Myke Labelle, Commercial Vehicle Safety and Enforcement
Sgt. Jereme Leslie, CRD Integrated Road Safety Unit
Todd Litman, Walk On, Victoria
Dean Murdock, CRD Board (Vice-Chair)
Owen Page, Ministry of Transportation and Infrastructure
Keith Vass, Media
Colleen Woodger, ICBC

Guests: Otis Geddes, Graduate Student, Dept. of Psychology, UVic
Amelia Smit, Injury & Violence Prevention Consultant, Island Health

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:04 pm.

1. **Territorial Acknowledgement**

Chair Martin provided a territorial acknowledgement.

2. **Approval of Agenda**

MOVED by Neil Arason, **SECONDED** by Ron Cronk, that the agenda be approved with the following addition:
- Research on distracted driving – Item 5(b) **CARRIED**

3. **Approval of Minutes – September 9, 2025**

MOVED by Neil Arason, **SECONDED** by Frederick Grouzet, that the minutes of the meeting held on September 9, 2025 be approved. **CARRIED**

4. **Chair's Remarks**

Chair Martin commented on the discussion which took place at the September meeting and the report from the Transportation Committee on the new governance structure which will in effect dissolve the Commission. That recommendation will go to the CRD Board on November 12.

It is somewhat sad to see the Commission as an independent body be disbanded. A big part of our agenda today will be our recommendations to the Transportation Committee on priority projects that we want to see continued.

Road safety is probably the biggest public safety risk to citizens that we have in the CRD. Chair Martin noted that he has watched the Commission for many years and feels strongly that the work and the research we do and the discussions we have are very important. Thanks to everyone here for being willing to give up their time and contribute every month.

5. **Presentation on Findings from the P.A.R.T.Y. Project – Otis Geddes, Amelia Smit**

As part of the Commission's priorities, funding had been provided for an assessment of the P.A.R.T.Y. Program (Prevent Alcohol and Risk-Related Trauma in Youth). Otis Geddes, UVic graduate student, provided an overview of the research and a summary follows. The entire presentation can be viewed here: [Party Program.pdf](#)

The PARTY Program is a one-day injury and prevention initiative for youth aged 15 and older. It is currently delivered virtually in classrooms through the CRD and was adapted from the in-person delivery which was used

prior to Covid where students visited hospital trauma wards. Previous evaluations of the in-person program showed improvements in students' attitudes towards risks. Prior to this study, the effectiveness of the online version had not been assessed.

Participants in the study were 353 Grade 10 and 11 students from three secondary schools in the CRD. The research team went into classrooms and surveys were completed in class one day before and after the PARTY Program which is delivered as part of students' Career Life Education curriculum. Students' attitudes towards risk taking were measured, which is basically their risk perception.

According to information provided by the students, in the past year 25% had used cannabis and 49% had used alcohol. Most students were at low risk for substance use addiction according to the World Health Organization guidelines, although there were some daily users of cannabis. 4% of students had driven under the influence of cannabis or alcohol, and 24% of students had been a passenger with someone under the influence of cannabis, and 47% had been a passenger with someone under the influence of alcohol.

Changes in participants' intentions to engage in a variety of risky behaviours as well as their attitudes, sense of social norms, and self-efficacy to make safe decisions were measured. After the program, there was a significant reduction in intentions to take risks, students' attitudes of risk perception became stronger, their social norms changed in the sense that they felt like those behaviours were less approved of by their peers. Their self-efficacy did not change which is important.

Feedback from students found that most students agreed that the program was important and should continue to be delivered, but they also had the following suggestions for improving it: increase engagement opportunities; tailor content to students' experiences; and focus on learning.

Overall, these findings suggest that the PARTY program coincided with short-term changes in cognitive and motivational drivers of risk-taking behaviour but did not see an increase in students' self-efficacy to make safer decisions.

After the presentation, discussion ensued as follows:

- Amelia Smit noted that they have begun implementing several of the suggestions in response to the feedback received. As it would be a struggle to get back to presenting the program in hospitals due to space no longer being available, and staffing shortages, they are looking at running the PARTY Program in schools as an in-person workshop within a larger safety day event. In-person classroom sessions would be a partnership with ICBC, police, fire and ambulance personnel, with representatives from each organization coming to the school. Stations that students rotate through would be set up, and all stations would have an interactive piece, paired with sharing of information.
- It was noted that while most students don't meet the risk criteria for substance use disorder, there is still a group of youth that are using cannabis regularly. Therefore, it is important to remind schools to address not only the issue of driving, but also the concerns related to dependency that need to be discussed. There is value in being able to go into classrooms and talk about the broader public health issues around dependency, not just a one-day program about injury but about making safe choices as well.

5(b) Research on Distracted Driving

Otis Geddes presented some research highlights from literature on distracted driving.

Consequences of distracted driving:

- Factor in 20% of fatal road collisions in Canada in 2022
- Cyclists and pedestrians are also at risk and are 1.6 times more likely to be hit by a distracted driver
- ICBC survey shows that 42% of drivers still use their phone for at least one out of every ten trips they take
- The majority of drivers believe it is risky to text while driving, but many still do

Top five contributing factors to police-reported vehicle crashes and vehicle injuries by year - 2017-2021

- The most commonly mentioned contributing factor is distracted driving, over and above road conditions, weather and speeding

Who is engaging in distracted driving?

- Younger drivers are more likely to engage in distracted driving than older drivers
- Male drivers are more likely to be involved in an accident related to distracted driving

Why does distracted driving happen?

- People tend to understand the consequences of collisions and distracted driving, however, knowledge doesn't inform their behaviour
- People tend to believe that distracted driving is dangerous for others, but that they are capable of doing it
- People experience the frequent and short-term rewards associated with checking their phone while driving
- People perceive it is common to use their phones while driving

What can be done about distracted driving?

- Fines, demerit points, and license suspensions can reduce distracted driving in the short term, particularly when paired with public awareness and targeted campaigns
- Long term prevention is best supported by education
- Effective interventions challenge drivers' positive beliefs about distracted driving
- Parental communication and partnerships with high schools can be effective for younger drivers

After the presentation, discussion ensued as follows:

- From a police perspective, younger drivers with L's and N's are typically very careful. It would be interesting to see research once young drivers get rid of their N. Most of the tickets given out are for middle-aged drivers.
- Research shows that cell phone use can be due to pressure and wanting to feel connected. It isn't seen as a distraction. Also, people think they can multitask. Studies show that cognitive performance is significantly lower in challenging situations if you are a frequent media multi-tasker.
- How effective are initiatives of various police departments, such as pay a fine or do an education program on the weekend instead? Would like to know more about larger studies around this.
- From national reports on various initiatives around the country, they are effective during the campaign, however, after the campaigns are done, people tend to go back to original behaviour.
- Example given from a detachment in the Yukon where police issue tickets and hold onto them for a month. The ticket is pulled if people come in and do an education program. The success rate was very high.

6. Business Arising from Previous Minutes

- **Update on Transportation Working Group**
No update

7. Priority Business

- **Budget Update**
Everything is on track. Third party payments where grants come from are essentially drained, with money for the MADD presentations being held aside. Adam Defrane noted that six schools have been booked for the MADD presentations, but he will only need \$3,000 as three of the presentations will be funded by MADD.
- **Discussion regarding Commission wind-up recommendations to Transportation Committee regarding projects and priorities that should continue under the new governance structure**

The Commission discussed which initiatives it would like to recommend to the Transportation Committee for continuation under the new governance structure.

Chair Martin commented that the strategic priorities and planning around evidence-based risks should continue and that should inform what the traffic safety priorities should be. Until it is proven that they are no longer a problem, distraction, speeding and impaired driving need to be at the forefront of everything that the CRD does in the future.

Members brought forward the following issues and recommendations:

- Question about what could be done to support local governments to advance their active transportation
There are a lot of tools that could be made available.
- It was noted that active transportation is front and centre in new governance structure.
- It was confirmed that the Cst. Sarah Beckett Memorial Scholarship will continue. The money for the scholarship program will still be funded by the CRD. The responsibility goes to the CRD Board to decide and the recommendation in the staff report will be for a third party to do the callout for applications and make a recommendation to the Board for the scholarship winner. The Roy Watson scholarship is already managed through UVic, so could look at also managing the Sarah Beckett scholarship.
- The details around the Commission grant program are currently somewhat unknown. There will be funding available, and it will be up to the new Regional Transportation Advisory Committee to make recommendations. Some of the things that we have funded through grants historically may be done under a contract, rather than a grant.
- **Recommend** that the CRD continue to support and fund motorcycle safety training.
- **Recommend** that the CRD continue to support traffic safety education and awareness. The videos and cartoon strips that have been created in conjunction with CHEK TV are based on evidence and research groups, as well as focus groups.
- **Recommend** there should be an advisory group focused on public education equivalent to the Regional Transportation Advisory Committee. We don't want to lose all our work. An advisory group is more appropriate to leverage input from the broader community, institutions and key stakeholders, rather than subcommittees or working groups.

- Appreciate the emphasis on evidence-based approaches. In addition to our focus on education awareness, we should remain open to engaging in other areas such as policy development and additional initiatives in the future.
- **Recommend** that there shouldn't be too many priorities and let the priorities be governed by evidence. The power of priorities is that it narrows the focus and forces people to look at what the evidence says and then act on the evidence.
- **Recommend** continued support for the following:
 - junior hockey education and awareness around impaired driving and speed
 - MADD Canada video presentations throughout the CRD
 - the PARTY Program and continued support for the evolution to encompass distracted driving
 - continued focus on distracted driving and how we reach other people not in youth age group. Liked the idea of a choice of a fine or attending an education program.
 - automated speed enforcement. That would be a huge miss if that wasn't picked up. Suggestion to have it as a regional program and lobby the province to pass enabling legislation that would enable regional governments to fund and implement automated speed enforcement.
 - impaired driving
 - continue to engage the type of people we have here. Two groups that are at the front lines of everything around road safety are police and school districts. Police are first and have great suggestions about road safety. School districts have all the youth, and we know the risky behaviours youth engage in. We should continue to involve the school districts.
- Besides the public education group, suggest there be an evidence and policy advisory group. That is part of that thinking of what's the most appropriate way to get input from people that are very knowledgeable about it.
- Important to be able to collect indicators of success and have a system in place to monitor success.

➤ **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)
- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

8. **Other Business**

➤ **November and December Meetings in light of new governance**

After discussion, members agreed that the November 18 meeting should go ahead.

MOVED by Steve Martin, **SECONDED** by Frederick Grouzet, that the November 18 meeting will go ahead and will be the Commission's final wrap-up meeting. **CARRIED**

Members were also invited to express interest in joining any of the new working groups or sub-committees once they are established. Contact Jay at jdouillard@crd.bc.ca if you interested.

9. **Member Updates**

➤ **RoadSafetyBC - Natalia Heilke**

No update

➤ **ICBC – Colleen Woodger**

No update

➤ **Youth and Children – Hailey Bergstrom-Parker**

No update

➤ **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**

- Will be handing work over to Jay

➤ **CRD – Jay Douillard**

- Noted in the news that consideration is being given to changes in driver licensing by removing the second road test for new drivers

- **Integrated Road Safety Unit – Sgt. Jereme Leslie**
No update
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
No update
- **Vancouver Island Safety Council – Ron Cronk**
 - Wrapping up another successful motorcycle training season. 80% of the people who attended training passed their road test on their first try. The VISC refresher skills course is becoming known, and they are starting to see similar courses popping up in other motorcycle training schools in the province. The TSC is well represented in the training through slides and overheads, and he hopes there will be a pathway to continue that funding.
- **Capital Bike – Rob Bernhardt**
No update
- **Walk On, Victoria – Todd Litman**
No update
- **Municipal Police Forces/RCMP**
Sgt. Doug Cripps, Saanich Police
 - Monthly campaigns are ongoing to support the BCACP calendar. October is “Drive relative to conditions.”
 - Will be doing another junior hockey presentation in the next couple of weeks and the goal is to finish them by the end of the year.
- Cst. Matt McNichol, Oak Bay Police**
 - The department sends out media releases on their projects as much as possible. Beyond the schools, they are working on different stop sign projects, as well as distracted driving and impaired.
- **BC Transit – Dallas Perry**
No update
- **Ministry of Transportation and Infrastructure - Owen Page**
No update
- **Island Health**
Neil Arason
 - Invited to participate in the CRD’s Ready Step Roll Program which has identified three schools this year. Attended Braefoot and Northridge Elementary Schools in the past week with ICBC, local government, school district, and parents who work together to identify areas around the school that need some kind of improvement
 - The Vision Zero grant program is open to the end of November for community groups, including schools
- Dr. Melissa Wan**
 - Will be interesting to see if changes to the driver licensing program get passed. It’s not just the removal of the second test, but also a different pathway for older adults. Would like to see results of changes.
- **Working Group for UVic Collaborative for Youth and Society Joint Project – Dr. Frederick Grouzet**
 - The new video on distracted driving is going out and they are working on another one which will be filming next month in collaboration with CHEK News. Also, working on creating one new comic strip per month based on Bear and Marmot characters. The latest one is on roundabouts.
- **Adam Defrane, MADD Canada**
No update
- **Sean Powell, School Districts**
 - September brings a shift in behaviour around schools and streets. Thanks to police partners for being visible at the school and working with staff. It was a positive September for schools and traffic.

10. Next Meeting

The final meeting of the Commission will be held on November 18, 2025. On motion, the meeting adjourned at 2:37 pm.



Making a difference...together

Meeting Notes of the Regional Transportation Working Group Held Tuesday September 16, 2025, via Microsoft Teams

PRESENT:

P. Klassen, Senior Manager, Regional Planning & Transportation; J. Douillard, Senior Transportation Planner, Regional Planning & Transportation; G. Tokgoz, Manager of Regional Trails, Regional Parks; J. Starke, Senior Manager, Electoral Area Services; K. Mullin, Administrative Clerk, Regional Planning & Transportation (recorder). K. Balzer, City of Langford; J. Hicks, City of Victoria; E. Wren, BC Transit; T. McKay, District of Saanich; P. Webber, MoTT; J. Rosenberg, City of Colwood; D. Penney, District of North Saanich, D. Puskas, I. Leung, District of View Royal; E. Taylor, District of Sooke, T. Johnson, District of Metchosin; Y. Sylvestre, District of Central Saanich; J. Carter, District of Sooke; B. Demaere, City of Sidney.

REGRETS:

L. Beckett, District of Highlands; M. Pearson, MoTT; J. Carter, District of Sooke;

The meeting was called to order at 9:00am.

1. Welcome and Introductions

T. McKay welcomed members of the Regional Transportation Working Group (working group) and provided a Territorial Acknowledgement.

T. McKay announced that this is his last meeting before his leave and K. Balzer will be taking his place for future meetings.

2. MoTT Update

P. Webber provided an update on the ongoing work sharing that the Ministry is still interested in participating in pursuing RTAC's goals.

P. Webber noted that there are no major updates on current projects.

3. Break was held from 9:40-9:50am.

4. CRD Traffic Safety Commission (TSC) Recommendations

J. Douillard provided members an overview of proposed governance changes informed by KPMG's study and an engagement survey of the TSC. The main issue identified was an overlap in mandate with the new RTS and RTAC. The engagement survey results suggested that new governance models could improve upon the TSC by addressing the lack of staff support and improving collaboration between safety practitioners and engineers. The recommendation from staff is to repeal TSC Bylaw and integrate functions of the TSC into the new RTAC and RTS.

5. Regional Transportation Advisory Committee (RTAC) Draft Terms of Reference

P. Klassen provided an overview of the RTAC's Terms of Reference. The main points highlighted are as follows:

- RTAC will be composed of both voting and non-voting members.

- RTAC can form sub-committees and working groups.

6. Regional Transportation Plan

J. Douillard announced that the Regional Transportation Plan's RFP has gained lots of interest and will close on October 3rd.

J. Douillard mentioned that the CRD has acquired a consultant to help with TAZ work. Feedback will be sought at the end of the month from both the TWG and DPAC.

P. Klassen has announced that First Nations engagement has begun with the invitation for collaboration sent directly to Nations.

7. Adjournment

The working group meeting was adjourned at 10:41am.