

Road Safety Action Plan

Terms of Reference

May 20, 2022

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1. OVERVIEW

In February 2022 Council adopted Vision Zero as the approach to road safety in Saanich and they passed a motion directing staff to develop a Road Safety Action Plan (RSAP) in alignment with Vision Zero and a Safe Systems approach.

Vision Zero is an ambitious goal to eliminate all traffic fatalities and injuries, while ensuring safe, healthy and equitable mobility for all road users. It proposes a new paradigm for road safety that employs a systems approach to build on, and facilitate commitment, cooperation and action from various transportation partners, as well as the community.

Saanich policy supports a multimodal transportation network where pedestrians, cyclists and drivers share the road. As more people choose active modes of travel, there will be fewer vehicles on roads and an overall reduction in greenhouse gas emissions. With fewer vehicles, there will also be improvements to the livability in neighbourhoods.

To achieve the District's targets for increased mode share and reduced GHG emissions, it is necessary to prioritize road safety to ensure residents feel safe when they walk and cycle on Saanich roads. It is also necessary to rethink how road safety is currently managed and to adopt a systems approach with a high degree of coordination and commitment to action among partners.

The purpose of the RSAP will be to articulate a vision and guiding principles for road safety in Saanich. The plan will identify targets and actions, as well as a process and timeline for implementation and monitoring. Collaboration with road safety partners will be critical, not only in development of the plan, but also as we move forward with implementation.

COVID-19

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

COVID-19 impacts development of the RSAP in two important ways. Firstly, the plan will need to consider the impacts of the pandemic on transportation and road safety. Secondly, the planning process for the RSAP will need to take into account different requirements for engaging the public and stakeholders as a result of public health measures. This Terms of Reference (TOR) outlines an engagement approach that recognizes these requirements and integrates a level of flexibility to respond to the changing situation.

Equity

When it comes to traffic safety, equity means ensuring that streets are safe for all residents to move by all modes. An equity approach for the RSAP will require careful consideration of diverse populations and their experiences with Saanich's transportation system. It will also require consideration of areas in Saanich where roads move cars efficiently, but don't necessarily support other modes of travel. The RSAP will focus on safety for all residents and it will prioritize investments in the most dangerous roads and areas in Saanich that are in need of safety improvements.

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

2. PURPOSE

The purpose of the RSAP is to provide a current framework to support implementation of road safety policies and actions. The Plan will guide investment and decision-making in road safety for the next 10 years.

Fundamental to the RSAP will be to ensure alignment with current policy documents, including recent strategies and plans for climate change, transportation, and road safety. The RSAP will articulate a vision and guiding principles. It will also outline targets, actions, and an implementation and monitoring plan. Current data will form the basis for this plan. It will provide the evidence to support development of targets and actions. It will also inform the implementation plan.

3. PROJECT OBJECTIVES

The objectives of the RSAP are:

- To create a plan using current data and policy;
- To provide clear guidance and direction on road safety and demonstrate alignment with the principles of Vision Zero and a Safe Systems approach;
- To apply an equity lens to the planning process, as well as the content of the plan;
- To use a variety of methods and strategies to communicate and engage with governments, stakeholders and the public;
- To produce a plan to guide implementation for the next 10 years; and
- To establish a clear process to monitor implementation and ensure accountability.

4. SCOPE OF WORK

The RSAP will be guided by provincial, regional and District policy, as well as ongoing strategic initiatives. It will be grounded in data and an equity approach, and it will draw on the best practices from other municipalities as well as input gathered through engagement with governments, stakeholders and the public. Development of the RSAP will focus on the following:

- Formulation of a vision and guiding principles that align with Vision Zero and a Safe Systems Approach;
- Collection and analysis of different sources of collision data to understand the risks and impacts of collisions for vulnerable road users, as well as the locations of concern in Saanich;
- Identification of targets and actions, based on a thorough analysis of the data and input gathered through community engagement; and
- Preparation of an implementation and monitoring plan to prioritize and track progress on improved road safety and zero traffic fatalities and/or injuries.

5. PROJECT PROCESS AND TIMELINE

The RSAP is anticipated to take approximately 17 months to complete. Figure 1 provides an overview of the process and Table 1 outlines the planning process showing project phases, key activities and deliverables. The timeline and project activities are mostly set, but engagement activities may be adjusted based on the feedback of the Steering Committee (SC). The uncertainty of the pandemic and future public health restrictions may require adjustments to engagement activities. If adjustments are required, staff will make every effort to maintain project timelines and objectives.

Figure 1: Project Timeline – coming soon

Table 1: Planning Process Including Phasing, Activities and Deliverables

| Phase | Activities | Deliverables |
|---|---|--|
| <p>1 Project Initiation (Apr-Sept 2022) (6 months)</p> | <ul style="list-style-type: none"> • Collect and analyse data on demographics, travel patterns, collisions, and infrastructure • Identify issues and conduct best practices research • Create visual representations of the data (e.g. graphs, charts, graphics, maps) • Introduction of the RSAP to the Police Board (Chief Constable) <p>Engagement Preparation</p> <ul style="list-style-type: none"> • Develop the project website • Finalize the stakeholder list • Create an email notification list • Collaborate with the Steering Committee (SC) to finalize the engagement strategy and phase 2 engagement • Prepare engagement and communication materials | <ul style="list-style-type: none"> • A clear understanding of demographics, travel patterns, collisions and infrastructure in Saanich • A baseline report that summarizes the data, issues and research findings. The report should be the start of a narrative about the current state of road safety in Saanich. • An outline of the draft report, including key sections to be completed through research and engagement • Communications materials and tools (e.g. backgrounder with updated data, website) • A confirmed list of stakeholders • Engagement Strategy • Notification to appropriate governments and stakeholders |
| <p>2 Public and Stakeholder Engagement; Draft Plan Development (Oct 2022 – Mar 2023) (6 months)</p> | <p>Engagement (Oct – Nov 2022)</p> <ul style="list-style-type: none"> • Focused engagement with governments and stakeholders that could include meetings, presentations, and interviews (online or in person). The purpose of engagement would be to identify issues and opportunities, and craft/test a vision and guiding principles <p>Council and Board Check-In (Jan/Feb 2023)</p> <ul style="list-style-type: none"> • An opportunity to update Council/the Board on progress to date and reconfirm priorities and timelines for completion <p>Draft Plan Development (Jan-Mar 2023)</p> <ul style="list-style-type: none"> • Public survey to identify and gauge support for key issues; gauge support for the draft vision and guiding principles • Report back on engagement • Collaborate with the SC to design engagement in phase 3 • Undertake additional research and analysis, as needed • Develop the draft RSAP • Prepare engagement and communications materials | <ul style="list-style-type: none"> • Engagement and communications materials • Information, and a vision and guiding principles to incorporate into the draft RSAP • Presentation and materials for Council • Engagement summary report • A final engagement strategy for phase 3 • Draft RSAP |

| | | |
|---|--|--|
| 3 Review of the Draft RSAP (Apr-Jun 2023) (3 months) | <ul style="list-style-type: none"> • Seek feedback and assess support for the draft RSAP. Organize and implement engagement initiatives that could include a survey, online or in-person events, meetings, presentations and/or displays. • Engage with the SC on the review of the draft RSAP | <ul style="list-style-type: none"> • Input on the Draft RSAP to inform the final Draft Plan • Engagement summary |
| 4 Finalize Draft RSAP (Jul-Sept 2023) (3 months) | <ul style="list-style-type: none"> • Finalize draft RSAP based on feedback • Prepare staff report and presentation • Council meeting/adoption | <ul style="list-style-type: none"> • Approved RSAP |

6. ENGAGEMENT

Stakeholder and community engagement and participation is an important part of the planning process. A strong level of input and ownership from key road safety partners will be critical to development of the plan, as well as successful implementation of the plan. The planning process will seek to be inclusive and will include a variety of formats, schedules and locations to ensure equitable participation from a broad spectrum of the community.

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

Table 2: Level of Public Engagement for Each Project Phase

| Phase | IAP2 Level of Public Participation | Engagement Techniques | Primary Engagement Goal |
|--------------------------------------|---------------------------------------|---|--|
| All Phases | Inform, consult, involve, collaborate | <ul style="list-style-type: none"> • SC meetings | To obtain advice, ideas, feedback and direction throughout the project |
| Phase 1 Project Initiation | Inform | <ul style="list-style-type: none"> • Communications materials about the project shared via the project website, email and social/print media | To raise awareness of the project and build an information base to support the project going forward |

| | | | |
|---|---------------------------------|---|---|
| <p>Phase 2 Public and Stakeholder Engagement; Draft Plan Development</p> | <p>Inform, consult, involve</p> | <ul style="list-style-type: none"> • Information about the project shared by email • Meetings, presentations and interviews (online or in person) • Survey | <p>To continue to raise awareness of the project, share updated information, understand issues and discuss opportunities</p> <p>To work with stakeholders and the public to craft a vision and guiding principles, identify issues and start to formulate actions</p> |
| <p>Phase 3 Review of the Draft RSAP</p> | <p>Inform and consult</p> | <ul style="list-style-type: none"> • Information and engagement opportunities shared via the project website, email, and social/ print media • Meetings & presentations (online or in person) • Displays & open houses (online or in person) • Survey | <p>To receive community feedback on the draft RSAP</p> |
| <p>Phase 4 Finalize Draft RSAP</p> | <p>Inform</p> | <ul style="list-style-type: none"> • Information shared via the project website, email, and social/ print media | <p>To inform the public, governments and stakeholders of the final draft RSAP</p> |

7. ROAD SAFETY ACTION PLAN STEERING COMMITTEE

A Steering Committee (SC) will provide advice to the Project Team and act as a liaison to governments and key organizations and agencies throughout the planning process. The SC is comprised of 10 individuals who play a professional role in road safety and who have a perspective necessary for fulsome consideration of road safety issues. Membership will include the following representatives:

District of Saanich

- Senior Manager of Transportation and Development Services
- Senior Transportation Planner
- Engineering Supervisor
- Deputy Chief Constable, Operations
- Officer in Charge of the Patrol Division
- Non-Commissioned Officer In Charge of the Traffic Safety Unit

Governments and Agencies

- ICBC
- Vancouver Island Health Authority – Public Health
- Ministry of Transportation and Infrastructure
- Capital Regional District

The role of the SC is to act as an advisory body to guide development of a Road Safety Action Plan by providing executive oversight and direction throughout the planning process. The SC will work collaboratively to help shape the vision and guiding principles of the plan, as well as identify targets, actions, and an implementation and monitoring plan. Specific tasks of the SC are outlined in the Terms of Reference (Appendix A).

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

8. STAKEHOLDERS

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

- Government
- Saanich departments
- Community Associations
- External agencies
- Schools, universities and colleges
- Health agencies
- Transportation advocacy groups

9. ROLES AND RESPONSIBILITIES

Council

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

Project Team

The project team will be made up of the Project Sponsor, Project Planner, Engineering staff, and departmental representatives from Police, Corporate Communications, along with other Saanich staff as needed.

The Project Team is responsible for delivering the project.

Consultant

This process will be led by a consultant with support from the Project Planner and Project Team. The consultant will be responsible for project management, data collection and analysis, engagement, research, and producing an RSAP for Council's consideration.

Steering Committee

The role of the SC will be to provide advice and act as a liaison to governments, and key organizations and agencies throughout the planning process. Steering Committee members will not work on the project, but they will support the work of the Project Manager and Project Team.

First Nations

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

External Stakeholders

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

The General Public

All individuals having an interest in transportation and road safety will be invited to participate in the planning process to provide input and review the draft RSAP.

10. RELATIONSHIP TO OTHER INITIATIVES

A key element of the RSAP will be to ensure that the plan is well-integrated and aligned with the updated Active Transportation Plan. Both plans will prioritize road safety and identify how the District will move toward achieving its targets of zero traffic-related fatalities and serious injuries, and doubling the proportion of all trips made by active transportation.

Alignment with other initiatives currently in progress, or completed in the last five years is also important. Initiatives that could influence the plan include, but are not limited to:

A. Saanich Initiatives

Saanich Official Community Plan (2008)

Includes a vision that "Saanich is a sustainable community where a healthy natural environment is recognized as paramount for ensuring social well-being and economic vibrancy, for current and future generations."

The vision goes on to say that in Saanich “vibrant, distinct neighbourhoods provide a high quality of life for individuals and families. A variety of travel modes connect neighbourhoods and businesses, allowing for the effective, efficient and safe movement of people, goods and services. Walking, cycling and transit are viable and popular travel options, resulting in less car dependence...”

Transportation-related policies identified in sections throughout the OCP speak to climate change and the role that greenhouse gas emissions from vehicles play in exacerbating the impacts of global warming. They support a multi-modal transportation system, as well as livable communities that allow modal choice and access to trails for recreation and transportation. The policies also support safe transportation routes to schools and throughout Saanich.

Strategic Plan (2019-2023)

The Strategic Plan builds on the policies in the OCP and articulates goals that guide staff in delivering municipal services, setting priorities and developing programs. Strengthening road safety for all transportation modes is a key goal in the Strategic Plan.

The Strategic Plan also prioritizes implementation of initiatives/actions that will ensure that the planning goals are achieved. Key road safety initiatives prioritized for action include:

- Collaborate with the Ministry of Transportation and Infrastructure (MOTI) to identify and undertake safety improvements and advance active transportation initiatives.
- Strengthen transportation safety for all road users – implement initiatives from the Active Transportation Plan that improve transportation safety.

Several initiatives and plans have been completed in recent years, or are nearing completion. The directions outlined in these initiatives and plans are part of a larger conversation about road safety and transportation.

- Climate Plan – 100% Renewable & Resilient Saanich (2020);
- Electric Mobility Strategy (2020);
- Cordova Bay Local Area Plan (2021);
- Uptown-Douglas Plan (2021);
- Draft Cadboro Bay Local Area Plan; and
- Saanich-WSÁNEĆ Leadership Council Memorandum of Understanding.

Older plans and initiatives that may influence development of the RSAP include:

- Shelbourne Valley Action Plan (2017); and
- Older Adults Strategy (2017).

B. Provincial and Regional Initiatives

BC has developed a road safety strategy that is consistent with federal direction. *BC’s Road Safety Strategy 2025: A Collaborative Framework for Road Safety* embodies the principles of Vision Zero and a Safe Systems Approach. The Road Safety Action Plan for Saanich will align with the provincial direction.

Provincial and regional initiatives that provide direction that could influence road safety and transportation include:

- BC Road Safety Strategy 2025;
- Active Transportation Strategy 'Move, Commute, Connect' (2019);
- Active Transportation Design Guide (2019);
- South Island Transportation Strategy (2020); and
- City of Victoria's Sustainable Mobility Strategy (2019).

11. BUDGET

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

12. DELIVERABLE

The Road Safety Action Plan will be the primary deliverable of this planning process.

APPENDIX A – Steering Committee Terms of Reference

Background

The District of Saanich is undertaking a Road Safety Action Plan (RSAP) to provide a framework to support implementation of road safety policies and actions. The Plan will guide investment and decision-making in road safety for the next 10 years.

Fundamental to the RSAP will be to ensure alignment with current policy documents, including recent strategies and plans for road safety, climate change and transportation. The RSAP will articulate a vision and guiding principles, and it will outline targets, actions, and an implementation and monitoring plan. Current data will form the basis for this plan. It will provide the evidence to support development of targets and actions. It will also inform the implementation plan.

The Steering Committee (SC) will cease to exist immediately following approval of the RSAP by Saanich Council. An Action Committee will be created with representation from the departments and agencies that are part of the SC. The purpose of this committee will be to provide support for implementation of the plan. A new Terms of Reference (TOR) will be developed for the Action Committee.

Purpose

The purpose of the SC is to act in an advisory capacity to guide development of a RSAP by providing oversight and direction throughout the planning process. The SC members will contribute a broad depth of knowledge and experience regarding Vision Zero and road safety, and will work collaboratively to help shape the vision and guiding principles of the plan, as well as identify targets, actions and an implementation and monitoring plan. They will also contribute to achievement of the targets once the plan is complete.

Objectives

The SC will work to achieve the following objectives:

- To champion Vision Zero and shared responsibility for road safety in Saanich;
- To contribute to the successful delivery of a Road Safety Action Plan that aligns with Vision Zero and a Safe Systems Approach;
- To provide strategic advice and direction on project scope, process and timelines, and community engagement;
- To advocate for this planning process; and
- To ensure ongoing capacity and commitment from within each member's organization to support implementation of the plan and achievement of targets.

Responsibilities

The SC has the following responsibilities:

- To work with the Project Manager (PM) and Project Team (PT) to finalize the project scope, process and timelines (including key milestones) and community engagement;
- To identify potential risks and participate in solutions to mitigate them;
- To monitor progress and quality;

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- To advocate for this planning process and to be aware of parallel projects and initiatives that may support the outcomes of this project;
 - To work with the PM to set and reset direction, as needed;
 - To manage and resolve political and operational issues that impact the project;
 - To manage stakeholder interests and support;
 - To be a liaison to executive staff and politicians;
 - To attend all meetings;
 - To review and comment on draft plans; and
 - To be involved in implementation of the plan.

Membership

The SC will be comprised of 10 individuals who play a professional role in road safety and who have a perspective necessary for fulsome consideration of road safety issues. Membership will include the following representatives:

District of Saanich

- Senior Manager of Transportation and Development Services
- Senior Transportation Planner
- Engineering Supervisor
- Deputy Chief Constable, Operations
- Officer in Charge of the Patrol Division
- Non-Commissioned Officer In Charge of the Traffic Safety Unit

Governments and Agencies

- ICBC
- Vancouver Island Health Authority – Public Health
- Ministry of Transportation and Infrastructure
- Capital Regional District

Meeting Procedures

- The SC will meet a minimum of four times during the planning process. The Committee will meet initially in summer 2022 to finalize the project scope, process and timelines (including key milestones) and community engagement. Subsequent meetings will be set, as needed and in accordance with the process outlined in Table 1 in the Terms of Reference for the Road Safety Action Plan.
- Unless otherwise specified, meetings will be held on-line.
- Minutes will be taken for all meetings to record discussions and decisions.
- Meeting attendance is mandatory unless an appropriate delegate can attend whom has the required knowledge and authority to make decisions on behalf of the committee representative.
- The Manager of Transportation and Development Services will chair the meetings.
- Decisions will be voted on and a majority of votes wins. A decision is defeated if it does not receive the majority of votes, or there is a tie.

APPENDIX B - Stakeholder List

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

| GOVERNMENT | |
|--|--|
| Mayor and Council / Advisory Committees | <ul style="list-style-type: none"> • Mayor and Council • Planning, Transportation and Economic Development Advisory Committee • Healthy Saanich Advisory Committee (HSAC) • Parks, Trails and Recreation Advisory Committee (PTR) |
| First Nations | |
| Neighbouring Municipalities | <ul style="list-style-type: none"> • Victoria, Esquimalt, Oak Bay, Central Saanich |
| INTERNAL STAKEHOLDERS | |
| Saanich Departments | <ul style="list-style-type: none"> • Engineering; Planning; Parks, Recreation and Community Services; Finance; Corporate Services; Building, Bylaw, Licensing and Legal Services; Fire Services; Police |
| EXTERNAL STAKEHOLDERS | |
| Community Associations | <ul style="list-style-type: none"> • Neighbourhood Community Associations • Saanich Community Association Network (SCAN) |
| Agencies | <ul style="list-style-type: none"> • BC Transit • Ministry of Transportation and Infrastructure • Capital Regional District • ICBC • BC Emergency Health Services • BC Paraplegic Association • BC Ambulance |
| School Districts, Universities and Colleges | <ul style="list-style-type: none"> • Schools in School District (SD) 61 and 63 • Public school administrations and Parent Advisory Committees • Private schools • University of Victoria and Camosun College |
| Health Agencies | <ul style="list-style-type: none"> • Vancouver Island Health Authority – Public Health • Canadian National Institute for the Blind • Institute of Aging and Lifelong Health |
| Development Industry | <ul style="list-style-type: none"> • Urban Development Institute |
| Advocacy Groups | <ul style="list-style-type: none"> • Capital Bike • Walk On Victoria • Greater Victoria Transit Alliance • Accessibility • Livable Roads for Rural Saanich • Better Mobility Saanich • MADD Victoria and Area – Impaired Driving Prevention |