DISTRICT OF OAK BAY

PREPARED FOR:	Council
FROM:	Pierce Mimura, Manager of Engineering, Infrastructure, Maintenance, Analysis & Planning and Steve Rennick, Deputy Director of Engineering and Public Works
MEETING DATE:	June 10, 2024
SUBJECT:	Active Transportation Implementation Strategy Update

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RECOMMENDATION(S)

THAT the report titled “Active Transportation Implementation Strategy Update”, co-authored by Pierce Mimura, Manager of Engineering, Infrastructure, Maintenance, Analysis, and Planning and Steve Rennick, Acting Director of Engineering and Public Works, dated June 10, 2024 be received.

And that Council consider the following staff recommendation(s):

THAT the Active Transportation Implementation Strategy Update dated June 10, 2024 be received and approved by Council.

Alternatively, staff await another direction from Council.

EXECUTIVE SUMMARY OF REPORT

This report presents an update to the Active Transportation Implementation Strategy and seeks Council approval on a 5-year implementation plan to construct priority Active Transportation Projects.

BACKGROUND/HISTORIC CONTEXT

The District of Oak Bay completed an Active Transportation Strategy in 2011, which was subsequently adopted into the Official Community Plan. Since the adoption of the 2011 report, a review of what has been done and what remains to be implemented was developed by Watt Consulting Group into a final report, titled the "Review of Oak Bay Active Transportation Strategy" dated March 18, 2024.

On March 25, 2024, Staff presented the report implementation options, which resulted in four resolutions being adopted at the March 25, 2024 Council Meeting.

On April 22, 2024 three of the four resolutions were amended. The resolutions that were amended from March 25, 2024 are not shown for clarity and brevity.

Resolutions from March 25, 2024 Council meeting:

2024-157:

THAT, staff undertake detailed designs and consultation in 2024 and 2025 for all nine priority cycling routes identified in the 2023 Review of Oak Bay Active Transportation Strategy Report.

Resolutions from April 22, 2024 Council meeting:

2024-216:

THAT a five-year implementation strategy for the nine cycling facilities priorities in the 2023 Oak Bay Active Transportation Strategy Review be approved and funded through a property tax increase of 2.90%, phased in over 5 years.

2024-217:

THAT the addition of one full-time Active Transportation Coordinator position be approved to support active transportation generally and the implementation of the priority projects identified in the 2023 Active Transportation Strategy Review.

2024-218:

THAT staff report back with a prioritized construction schedule over the five-year period based on an assessment of the underground infrastructure replacement program.

ANALYSIS

Approach

The April 22, 2024 Resolution #2024-218 required that Staff report back with a prioritized construction schedule. Through this direction, Staff reviewed the nine priority cycling projects identified in the “Review of the Active Transportation Strategy” produced by the consultant in conjunction with an assessment of the District’s underground infrastructure replacement program to prepare a 5-year implementation plan (2025-2029). The strategy also identified three priority pedestrian projects that could opportunistically be completed at the same time as other active transportation projects; however, these projects are not included in the 5-year implementation plan at this time as there needs to be further evaluation and planning with other key project initiatives, identifying a funding source, and added complexities around timing and coordination with other active transportation projects.

Staff are dedicated to advancing active transportation projects across the District; however, Staff have identified a few key considerations to inform expectations regarding project delivery timelines.

Coordination with Underground Infrastructure
The location of several of cycling projects coincides with areas where underground works are needed such as replacement of asbestos cement water mains or undersized water mains. Ideally, underground infrastructure improvements should precede active transportation projects to minimize disruption, however, this may not always be feasible as some underground infrastructure projects, such as North Oak Bay water main upgrades are long-term capital projects that need further design and project planning and project completion timelines are currently unknown at this time. Completing all underground work in advance of active transportation projects, particularly on routes where protected bike lanes are planned may not always be practical, thus interim solutions or installations may be necessary on some cycling facility routes to meet project delivery timelines.

Public Consultation Timing
Public consultation is very important as part of the development and implementation of the nine cycling facilities identified in the strategy. Per Resolution 2024-157 (in part) Council directed Staff to undertake detailed design and consultation in 2024 and 2025 for all nine priority cycling routes. This is a valuable process, but it takes time for valuable input from cyclists, residents, businesses, and advocacy groups to ensure the proposed projects align with the needs and expectations of the District. Staff predict that a full-time Active Transportation coordinator will not be added to the team until Q3/Q4 due to the competitive nature of recruiting specialized technical Staff to coordinate active transportation projects. This could result in a compressed public consultation phase and/or delayed timelines to procure detailed designs to deliver on project timelines identified within this report.

Public Consultation Process
Staff recommend that to ensure the entire community is heard, public consultation at *the conceptual design stage* for all nine cycling routes will allow Council to gather feedback and ensure the community can provide input on the broad objectives and desired outcomes of the cycling projects without delving into the intricate details of each individual project. This approach should help ensure that discussions regarding active transportation remain focused on high-level considerations before moving forward with the consultant to prepare detailed designs (*the detailed design stage)* for each individual project.

Staffing Challenges for Project Delivery
Successful implementation of the nine cycling projects will require effective Staff oversight to ensure adequate project planning, public consultation, coordination with consultants, and contractors takes place. As per Resolution #2024-217 one full-time active transportation position was approved. Staff's prior assessment of capacity needs for various implementation options resulted in a recommendation of two full time coordinators for the 5 year implementation. Management of all nine projects with only one full-time position may present challenges due to the expected workload, which could lead to project delays and oversights.

Other Risks
Aside from the considerations listed above, there are other inherent risks associated with trying to achieve all nine cycling routes within a 5-year timeframe. These include unforeseen weather conditions, procurement of contractors and consultants, additional time spent coordinating with internal and external stakeholders, and unforeseen

underground conditions. There are also risks inherent to project prioritization, which were first identified in the March 25, 2024 staff report, which include legislative and regulatory changes which could result in new pressures on underground utilities.

To mitigate risks, Staff have a proactive approach to manage these risks through effective communication, ensuring designs are well understood by contractors, and to do as much preliminary investigation work as possible to mitigate unforeseen underground conditions which could necessitate design changes leading to increased costs and/or project delays, Moreover, Staff are actively working with provincial and regulatory stakeholders to remain informed on how regulatory and provincial changes could impact active transportation projects.

5-Year Implementation Plan

Staff prepared a 5-year implementation plan (2025-2029) for the 9 cycling priority projects based on an assessment of the underground infrastructure replacement program. The following projects have been identified as shown in Table below:

Type	Project Location	Timeline
Cycling	Oak Bay - Beach Drive Neighbourhood Connection	2025
Cycling	Bowker Avenue Commuter Route	2026
Cycling	Cedar Hill Cross Road Multi-Use Trail	2026
Cycling	Central Oak Bay Neighbourhood Bikeway	2026 and 2027
Cycling	Cadboro Bay Road Commuter Route	2027
Cycling	Option 1 - McNeill Avenue Beach Connection Option 2 - Currie Road Beach Connection	2027
Cycling	Lansdowne Road Commuter Route	2027 and 2028
Cycling	Henderson Rd/Foul Bay Rd Commuter Route	2028
Cycling	Oak Bay Avenue Commuter Route	2029

OPTIONS

Option 1

Direct Staff to proceed with an implementation plan to deliver the nine cycling projects over the course of five years.

Option 2

Council to provide alternative direction.

COUNCIL PRIORITY SUPPORTED

Transportation

FINANCIAL IMPACT

Changes to the financial plan as a result of this implementation approach will be reflected in the 2025-2029 Financial Plan.

IAP2 FRAMEWORK ENGAGEMENT

☒ INFORM ☐ CONSULT ☐ INVOLVE ☐ COLLABORATE

TIMELINE/PROCESS/NEXT STEPS

Pending approval, Staff will:

- engage the community through public consultation at the *conceptual design stage* for all nine cycling projects
- gather feedback and engage consultant to carry out the detailed design based on feedback received from the community
- engage the community through public consultation at the *detailed design stage* for each individual cycling project
- engage consultant to refine the detailed design
- tender and award of projects
- construction of active transportation projects by external contracting services

Once further refinement of the projects has taken place, including detailed design and public consultation, a more detailed project budget for each project will be presented to Council.

It is important to note that the cycling facility type, costing, and construction timing may change as further public consultation, stakeholder coordination, and detailed design takes place to refine and implement the Active Transportation Projects.

Respectfully submitted,

Pierce Mimura, Manager of Engineering, Infrastructure, Maintenance, Analysis & Planning

Steve Rennick, Deputy Director of Engineering and Public Works

With respect to the Financial Impact described in this report, I concur with the staff recommendation.

Rianna Lachance

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Rianna Lachance, Director of Financial Services

Reviewed and approved by the Director of Corporate Services.

Dianna Plouffe

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Dianna Plouffe, Director of Corporate Services

I have read and consider staff's recommendation to be supportable for Council's consideration.

Selina Williams

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Selina Williams, Chief Administrative Officer

ATTACHMENTS(S):

PowerPoint ATP Strategy_June 10 (1)



Active Transportation Implementation Strategy Update

June 2024

DISTRICT OF OAK BAY

INTRODUCTION

Thank you for reviewing the 2024 Engineering & Public Works Department's Active Transportation Implementation Strategy Update, which highlights a prioritized construction schedule over a five-year period based on an assessment of the underground infrastructure replacement program.

OBJECTIVE

THAT the Active Transportation Implementation Strategy Update dated June 10 2024, be received and approved by Council.

RESOLUTIONS (MARCH 25 AND APRIL 22, 2024)

2024-157:

THAT, staff undertake detailed designs and consultation in 2024 and 2025 for all nine priority cycling routes identified in the 2023 Review of Oak Bay Active Transportation Strategy Report.

2024-216:

THAT a five-year implementation strategy for the nine cycling facilities priorities in the 2023 Oak Bay Active Transportation Strategy Review be approved and funded through a property tax increase of 2.90%, phased in over 5 years.



2024-217:

THAT the addition of one full-time Active Transportation Coordinator position be approved to support active transportation generally and the implementation of the priority projects identified in the 2023 Active Transportation Strategy Review.

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Staff's Approach to Prioritization of Active Transportation Projects

1

Preliminary Assessment of Underground Infrastructure

2

Evaluate Underground Infrastructure Against Replacement Criteria and Master Plans

3

Determine Replacement Timing and Requirements

4

Coordinate with Active Transportation Projects and other Surface Infrastructure Improvements

We are Here

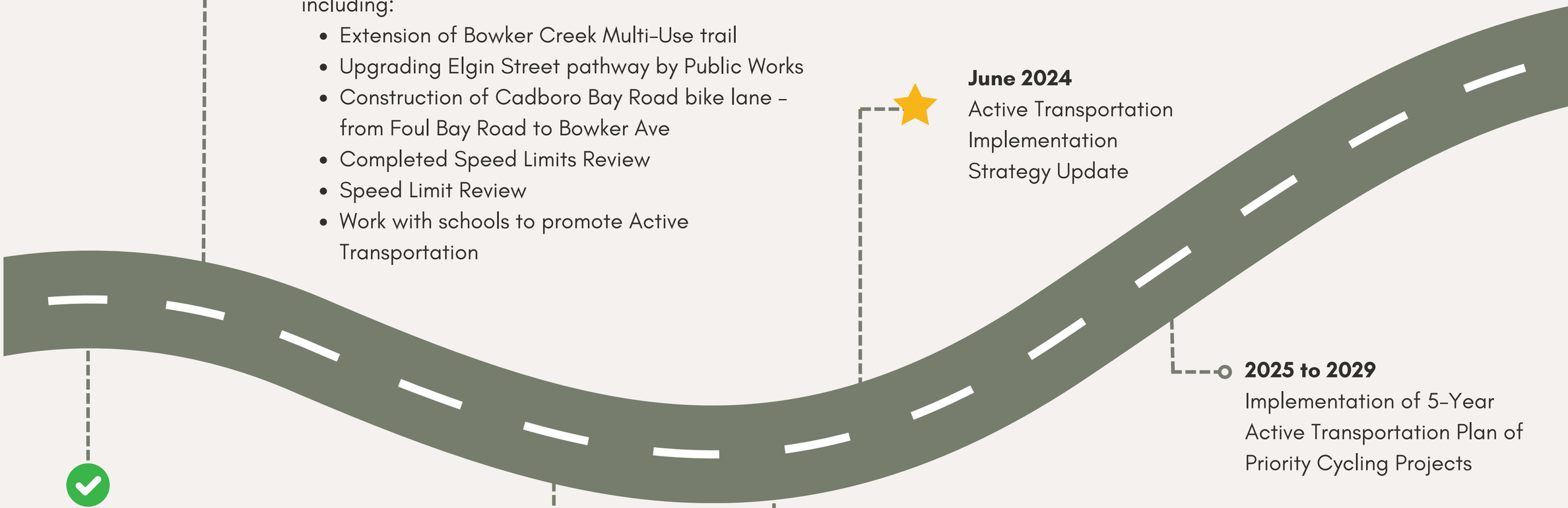
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Procurement/ Public Consultation/ Design/ Tender

6

Construct

Timeline for Active Transportation Implementation



2011
Oak Bay Active Transportation Strategy Developed

2011 to 2023
Implementation of Active Transportation Projects, including:

- Extension of Bowker Creek Multi-Use trail
- Upgrading Elgin Street pathway by Public Works
- Construction of Cadboro Bay Road bike lane - from Foul Bay Road to Bowker Ave
- Completed Speed Limits Review
- Speed Limit Review
- Work with schools to promote Active Transportation

2023
Pedestrian and Sidewalk Master Plan

March 2024
Review of Active Transportation Strategy Final Report by Consultant

June 2024
Active Transportation Implementation Strategy Update

2025 to 2029
Implementation of 5-Year Active Transportation Plan of Priority Cycling Projects

Project Map



Type	Map	Project Location
	A	Cedar Hill Cross Road Multi-Use Trail
	B	Cadboro Bay Road Commuter Route
	C	Henderson Rd/Foul Bay Rd Commuter Route
	D	Oak Bay Avenue Commuter Route
	E	Lansdowne Road Commuter Route
	F	Bowker Avenue Commuter Route
	G	Central Oak Bay Neighbourhood Bikeway
	H/H*	Option 1 - McNeill Avenue Beach Connection Option 2 - Currie Road Beach Connection
	I	Oak Bay - Beach Drive Neighbourhood Connection

PROJECT SEQUENCING AND CONSIDERATIONS



- Coordination with Underground Infrastructure
- Public Consultation
  - At Concept and Design Stage
- Staffing Challenges
- Regulatory and Legislative Changes
- Stakeholder Coordination

5-YEAR IMPLEMENTATION PLAN (2025 TO 2029)





Cycling facility type, costing, and construction timing may change as further public consultation, stakeholder coordination, and detailed design takes place to refine and implement Active Transportation Projects

Timeline for Nine Priority Cycling Projects

2026

- Cedar Hill Cross Road Multi-use Trail
- Bowker Avenue Commuter Route
- Central Oak Bay Neighbourhood Bikeway (Phase 1)

2028

- Henderson Rd/Foul Bay Rd Commuter Route
- Lansdowne Road Commuter Route (Phase 2)

2025

- Oak Bay – Beach Drive Neighbourhood Connection

2027

- Cadboro Bay Commuter Route
- Lansdowne Road Commuter Route (Phase 1)
- Central Oak Bay Neighbourhood Bikeway (Phase 2)
- McNeill Avenue Beach Connection OR Currie Road Beach Connection

2029

- Oak Bay Avenue Commuter Route

5-YEAR IMPLEMENTATION PLAN

Project	Project Location	Map	Class D Estimate (ATP Only)	ATP Implementation Timeline
	Oak Bay - Beach Drive Neighbourhood Connection	I	**$1,200**	**2025**
	Bowker Avenue Commuter Route	F	**$36,900**	**2026**
	Cedar Hill Cross Road Multi-Use Trail	A	**$1,095,700**	**2026**
	Central Oak Bay Neighbourhood Bikeway	G	**$499,400**	**2026 and 2027**
	Cadboro Bay Road Commuter Route	B	**$2,702,100**	**2027**
	Option 1 - McNeill Avenue Beach Connection Option 2 - Currie Road Beach Connection	H/H*	**$19,600 (Option 1)** **$119,200 (Option 2)**	**2027**
	Lansdowne Road Commuter Route	E	**$850,000**	**2027 and 2028**
	Henderson Rd/Foul Bay Rd Commuter Route	C	**$2,254,100**	**2028**
	Oak Bay Avenue Commuter Route	D	**$647,600**	**2029**


QUESTIONS