



James Bay Neighbourhood
Association Active Transportation

Sharing Our Streets

Solutions Report May 2018



James Bay Neighbourhood Association

Executive Summary

This report is the second publication of the James Bay Neighbourhood Association Active Travel Committee (ATC). The goal of JBNA's Active Transportation initiative is the development of a mobility network for James Bay that allows people to get around the community safely and efficiently regardless of the mode of transportation used and a person's age and ability.

This report presents the findings from consultation meetings and a survey that asked people for their feedback on three **"big ideas"** about how to improve the way people get to places both within and outside James Bay. The three big ideas are:

- i) **Shared Street Solution** for James Bay's commercial Five-Corners;
- ii) A **Complete Street Solution** for several streets in James Bay that provide direct access to popular destinations within James Bay and to intersections for entering and exiting the neighbourhood; and
- iii) A suite of measures, collectively called a **Neighbourhood Solution**, intended to improve the convenience and safety of active travel across the entire neighbourhood.

The three big ideas developed by the ATC are intended to address major transportation patterns and issues identified in the ATC's 2017 project, **Getting Around James Bay**.

Public consultation was an important part of determining the level of support for each of the transportation solutions developed, as well as a means of refining the proposed solutions so they would address needs while avoiding potential pitfalls. Consultation was undertaken in two forms:

- 1) Public Outreach at ten events, and
- 2) Opinions Survey (193 completed surveys).

Overall, there was general support for the three envisioned solutions. More specifically, the survey findings show the following level of support:

- 70% of respondents support a shared street solution for Five-Corners;
- 65% of respondents support a complete street solution for Superior Street, Dallas Road, Oswego Street, and Government Street;

- 74% of respondents support making the kinds of improvements included in the neighbourhood solution; and
- 70% of respondents support reducing the speed limit within James Bay.

Given these findings, the JBNA Active Travel Committee advances nine recommendations to the City of Victoria's Council and staff:

1. Integrate findings from this and the 2017 **Getting Around James Bay** reports into planning for the James Bay Local Area Plan (LAP) process.
2. Consult on the three solutions presented in this report as part of the LAP public consultation process being planned for James Bay in 2019.
3. Ensure other transportation demands in James Bay compliment rather than hinder active travel in James Bay.
4. Add Superior Street, Oswego Street, and Government Street to the City's bike network while removing Menzies Street from consideration.
5. Recognize and promote James Bay as an active travel neighbourhood.
6. Give greater weight to active travel traffic volumes than to motor vehicle traffic volumes, when the CoV Transportation Department is assessing the appropriate treatment at intersections and along roadways.
7. Invest in improvements to James Bay's active travel infrastructure.
8. Give consideration to shared dedicated lanes for bicycles and motorized mobility aids (scooters) in James Bay.
9. Designate James Bay as an active travel demonstration neighbourhood.

The James Bay Neighbourhood Association looks forward to continuing its dialogue with the City and working with it over the coming months and years to support the implementation of the above recommendations. The most immediate application of the report's recommendations are the City of Victoria's existing Bicycle Network initiative and the process to update the James Bay Local Area Plan that is budgeted to take place in 2019.



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Introduction

The Active Transportation Committee (ATC) of the James Bay Neighbourhood Association (JBNA) was formed in the summer of 2016 as part of the Association's multi-pronged approach to examine Active Transportation. The objective is to make James Bay streets more inviting and safer for all users with a focus on residents and visitors staying in the neighbourhood by developing a mobility network that allows people to get around the community safely and efficiently using active modes of transportation.

This report builds on the findings of the **Getting Around James Bay** report that was published and presented to City Council in early 2017. The 2017 report established a baseline of existing transportation patterns within and into and out of James Bay and identified major transportation issues within James Bay. A second companion piece to this Active Transportation project is the **Live on Douglas** visioning report presented to City of Victoria Council in April, 2017.

In this **Sharing Our Streets: Solutions Report**, we present findings from recent public consultation which sought feedback on three “**big ideas**” about how to improve the way people get to places both within and outside James Bay. The three big ideas are:

- i) A **Shared Street Solution** for the area around James Bay's commercial hub – Five-Corners;
- ii) A **Complete Streets Solution** for several streets in James Bay that provide direct access to popular destinations within James Bay and to intersections for entering and exiting the neighbourhood - Superior Street, Dallas Road, Oswego Street and Government Street; and
- iii) A suite of measures, collectively called a **Neighbourhood Solution**, intended to improve the convenience and safety of active travel across the entire neighbourhood (e.g., reduced speed limits, traffic calming where needed, and sidewalk upgrades).

The three big ideas were developed by JBNA's ATC and are intended to reflect major transportation patterns and issues identified in the ATC's report, **Getting Around James Bay**, that was published and presented to City Council in early 2017.

This report starts with a brief background on the James Bay neighbourhood to provide context about its unique position in the City of Victoria and its geographic features, especially as they pertain to transportation considerations. A summary of some findings from the 2017 **Getting Around James Bay** report follows. This section is followed by a description of the methods used to consult with the public on the three ideas and a presentation of the findings reached as a result of these consultations. The report concludes with an integration of the findings from both ATC projects and a set of recommendations to the City of Victoria for better aligning James Bay's transportation network with the transportation choices and needs of its residents and visitors.

The most immediate application for these recommendations are the City of Victoria's Bicycle Network initiative and the update to the James Bay Neighbourhood Plan through the Local Area Plan (LAP) process scheduled to take place in 2019.



Background

James Bay has 15% of the city's population living within one square kilometre. It also has the largest group of residents aged 65+ in Victoria.

James Bay has the clearest physical definition of any neighbourhood in Victoria. Rather than sharing boundaries with other neighbourhoods, it has the waters of the inner and middle harbours to the north, the outer harbour to the west, open ocean to the south and Beacon Hill Park to the east. This geographic siting presents unique benefits and challenges to residents.

James Bay has the potential to be a model community in terms of encouraging all modes of transportation be used easily and safely James Bay Survey Respondent



The City's premier tourist district stretches along the north side from Fisherman's Wharf Park to the Legislative Precinct. Along the west is the marine industrial area with Ogden Point, Coast Guard and DND operations that include three helicopter pads. Over past decades, as heavy industry activities have waned, the Ogden Point and Belleville Terminal lands have transformed into tourism and commercial marine traffic areas with ferries to Seattle and Vancouver and cruise ships.

Fishery activity continues at Fisherman's Wharf with both Camel Point and Fisherman's Wharf hosting pleasure craft activities.

Five-Corners has been the village centre of James Bay. With the build-out of South Block into Capital Park, the Menzies corridor from Belleville through to Five-Corners has become the heart of James Bay.

Along the Menzies corridor are key public facilities, namely JB New Horizons and JB Library Branch. To the west of Five-Corners, on Oswego, is a third public facility, JB Community School & Centre. East of Menzies, across from Capital Park, is the JB Community Project. These amenities deliver recreational and social services programs. Other public facilities include a second elementary school, substantial publicly subsidized housing, the Royal BC Museum and the Legislature District.

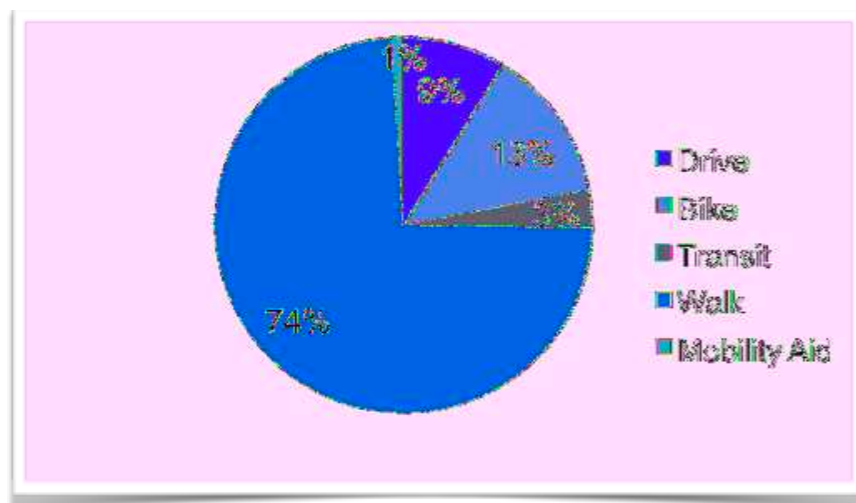
Summary of Phase 1: Getting Around James Bay Survey Results

The **Getting Around James Bay** active transportation survey was distributed both electronically and in hard copy to the James Bay community in the Fall of 2016. The survey sought:

- 1) to establish a baseline of existing transportation patterns within and into and out of James Bay, and
- 2) to identify major transportation issues within James Bay. A total of 483 surveys were completed: 178 paper surveys and 305 electronic surveys.

The results of the **Getting Around James Bay** project show that the overwhelming majority of the neighbourhood population use active transportation and transit as part of their daily lives (see Figure 1). For destinations within James Bay, 74% of trips are made on foot, 13% by bike, and 3% by public transit, with 9% by motor vehicle. For trips to destinations outside James Bay, well over half are made using active transportation and transit modalities. This rate is even higher among people going to work with 65% of commuters using active transportation to get to work.

Figure 1 - Survey results of the transportation options people use to get around James Bay



These findings correspond closely with the City of Victoria's transportation priorities hierarchy (see Figure 2) and the goals of the City's Official Community Plan (OCP) which aim to have a minimum of 60% of all trips and 70% of commutes by Victoria

residents take place by walking, cycling, and public transit by 2041. With more than 90% of all trips made within James Bay by active transportation and transit, the neighbourhood is already exceeding the City's long-term transportation goals.

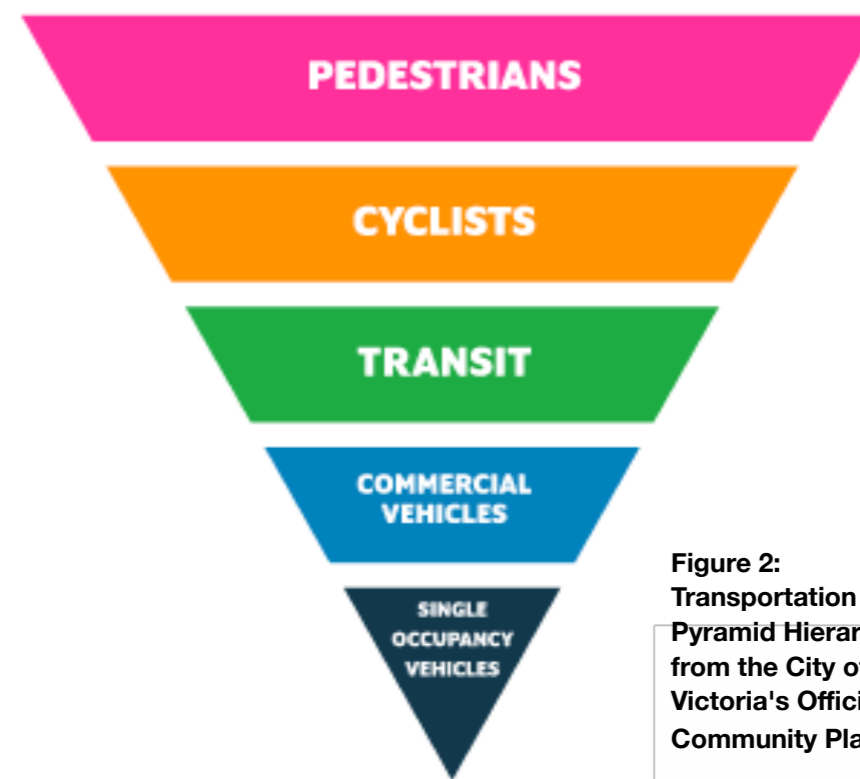


Figure 2: Transportation Pyramid Hierarchy from the City of Victoria's Official Community Plan

The hundreds of comments to the survey questions identify many areas where improvements are desired or needed. Given the dominant use of active transportation and transit both within and to places outside of James Bay, the City of Victoria needs to give priority to transportation planning and infrastructure in the neighbourhood that increases the comfort and convenience for people of all abilities to use all modes of transportation.

Methodology

Development of Three Transportation Solutions

Results from the **Getting Around James Bay** survey, and research on the best practices for active travel were used to guide the development of the transportation recommendations developed for the purpose of public consultation in late 2017 and early 2018. In particular, the following principles were used as a starting point:

- Ensure well-supported active transportation options for travel within James Bay and connecting outside the community.
- Balance motor vehicle access with James Bay's unique mix of other modes of transportation (including bicycles, tour buses, horse-drawn carriages, pedicabs, etc.).
- Provide good access to James Bay's central amenities area (Five-Corners), schools and other well-used areas including the outer ring of parks and tourist-centred amenities.
- Address intersections and roads that were identified as being particularly problematic in the Getting Around James Bay Survey.
- Follow an **"8 to 80"** community design principle, which in James Bay can be expanded to: *If everything we do in our public spaces is great for a 3 year old and a 103 year old, then it will be great for all people.*

Three transportation solutions were ultimately developed after exploring a number of scenarios to determine how to best address transportation patterns and issues identified in the **Getting Around James Bay** survey and taking into consideration the neighbourhood's unique geographical features (locked in with waterfront on three sides and a park on the fourth).

Public Consultation

Public consultation was an important part of determining the level of support for each of the transportation solutions developed, as well as a means of refining the proposed solutions so that they would address needs while avoiding potential pitfalls. Consultation was undertaken in two forms: 1) Public Outreach, and 2) Opinions Survey.

Public outreach involved meeting with the various groups and organizations that would use James Bay's transportation network. The goal was to

meet with organizations focussed on pedestrian to cyclist needs, as well as users from the local businesses and residents. Consultation events included:

- James Bay Farmers' Market – September 2017
- JBNA general meeting – September 2017
- Walk On Victoria – December 2017
- Somerset House - December 2017
- Greater Victoria Cycling Coalition – January 2018
- Two CRD Niagara Open House events - February 2018
- James Bay Elementary PAC – February 2018
- South Park PAC - February 2018
- James Bay Businesses – March 2018

Noteworthy information gathered from these consultations includes an estimate by a Somerset staff member that 3/4 of the 140 to 150 residents use mobility aids and the observations by business representatives of the awkward and seemingly dangerous situation at Five-Corners, the established system of mid-block crossings on Simcoe and Menzies, and the need to better accommodate people using mobility aids (walkers and scooters).

The Survey was distributed both electronically and in hard copy around the James Bay community, through outreach meetings and publication in the James Bay Beacon. A total of 193 completed surveys were submitted.

The survey data were separated into three broad categories: demographic information, quantitative responses, and qualitative responses. The responses for each quantitative question were aggregated and the total responses for each pre-defined response category were compared against one another.

The responses for qualitative questions were organized using key word classification. In some cases multiple comments were made within one response, and each comment counted as a separate response. Comments were grouped by subject matter allowing identification of the most frequently mentioned topics. Examples of comments for the different groupings were then selected for use in the Findings Section of this report.

Three Solutions

were identified

1

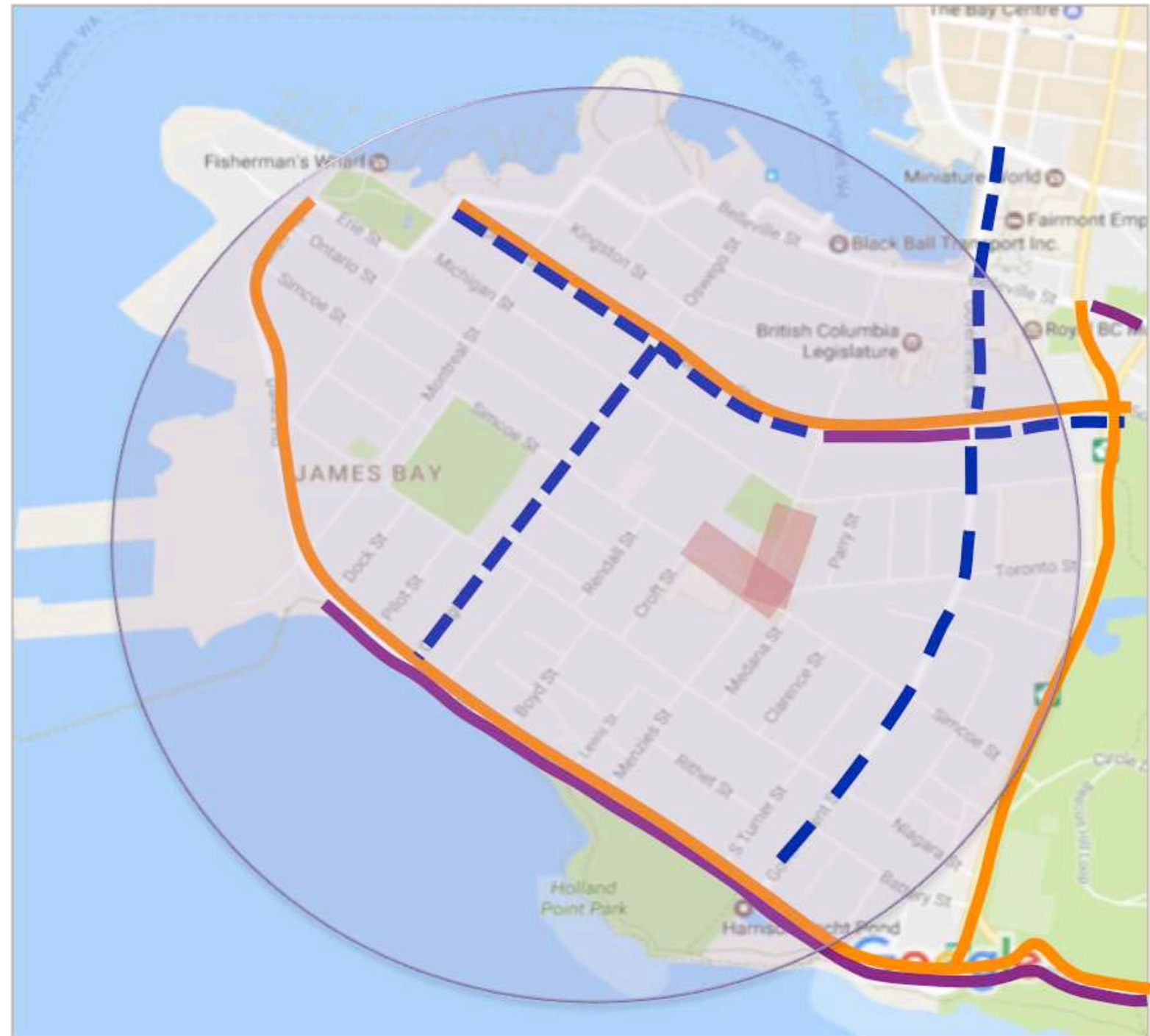
Shared Streets Zone for the central amenities area (page 6).

2

Complete Street for transportation corridors (page 7).

3

Neighbourhood wide solutions to improve active transportation (page 8).



Shared Street Solution

A shared street accommodates all forms of transportation by removing barriers. It minimizes the segregation of pedestrians and vehicles to allow for ebbs and flows of traffic. Design elements help ensure safety by identifying a unique transportation area. In a shared street, all modes of transportation are considered equal.

Shared Streets are safe, comfortable, and convenient for all users, regardless of age or ability. They provide easy access to amenities for everyone, including motorists, pedestrians, bicyclists, pedicabs, horse carriages, and public transportation riders.

Although shared street design is unique in every application, similar characteristics have evolved:

- Street furniture and landscaping are used as calming measures to create a people oriented public space that encourages social interaction, universal accessibility and reduced traffic speeds.
- Street furniture can also be used to delineate a pedestrian-only space.
- Street curbs are removed or softened. Instead of a wide lane focused on moving cars while pushing other modes to a narrow fringe, the street is open for all thereby not prioritizing a single mode of transportation.
- Traffic signals may be removed.
- A street gateway is created through landscaping and signage to let users know they are entering a shared space and encourage lower speeds.
- Tactile paving and changes in material cue drivers, delineate uses and reduce speed.

Five-Corners is a key pivot point for the James Bay neighbourhood and the location of many amenities, shops, and restaurants. It also has transportation challenges; streets and sidewalks are narrow and shared by various modes of travel.

Five-Corners provides a wonderful opportunity to create a Shared Street area in James Bay. The reality today is that mobility scooter/wheelchair users, walker users, and other pedestrians routinely cross Simcoe mid-block between Menzies and Croft streets, and Menzies mid-block between Michigan and Simcoe streets.

To address the issues and enhance the experience of people in this area, a **Shared Streets Zone** is proposed for Simcoe and Menzies streets around Five-Corners. A Shared Street zone, with street changes reinforcing this designation would improve the experience and access for pedestrians, and cyclists while providing safe linkages to public transit, and calming vehicular traffic.



Complete Streets Solution

A Complete Street is also designed to enable safe use for all users, including pedestrians, bicyclists, motorists and transit riders, of all ages and abilities. The major difference is that complete streets use physical barriers and traffic calming measures (such as raised sidewalks, marked crosswalks, and bike lanes) to separate pedestrians, people on bikes, and motor vehicles. Complete Streets are appropriate for streets that are used by many different kinds of transportation users and where motor vehicle numbers and speeds are somewhat higher, making it easy to cross the street, walk to shops, and bicycle to work.

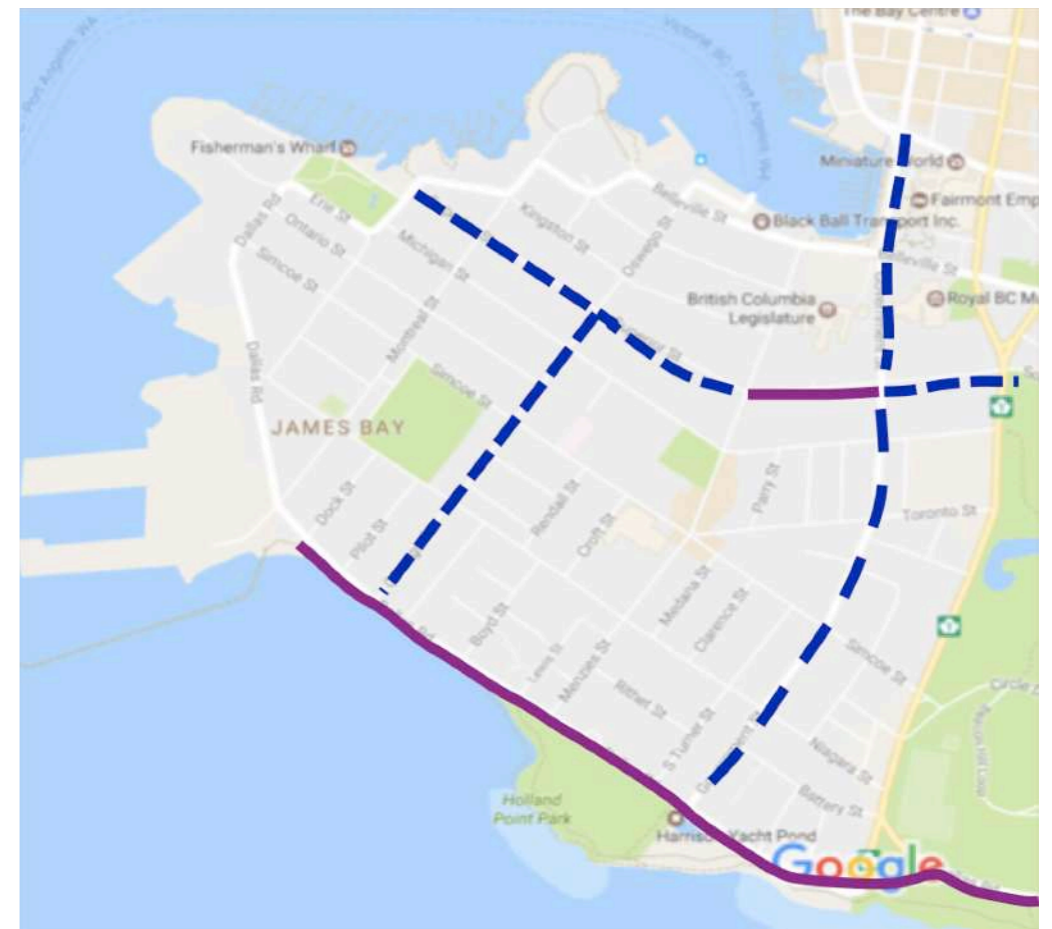
Protected bicycle lanes are located within the road right-of-way while being physically separated from motor vehicle traffic. Protected bicycle lanes combine the comfort and experience of an off-street pathway with the benefits of direct routes and access to destinations. Lanes may be separated from vehicles and pedestrians by landscaping, curbs, or on-street parking. Protected bike lanes have the potential to be used by people who are operating small, slower-speed single-occupant vehicles such as mobility scooters, skateboards and scooters.

Protected bicycle lanes are most appropriate on streets with more than 1,500 cars per day and/or a speed limit greater than 30 km/h. In addition, roads need to be wide enough to accommodate a protected lane with minimal impact to on-street parking.

A Neighbourhood Greenway is a low traffic roadway that has been optimized to prioritize bicycle and pedestrian traffic. For streets with relatively low traffic volumes and speeds, the changes required may be signage and pavement markings identifying the road as a bicycle route. However, for streets with high traffic volumes and speeds, other traffic calming measures would be needed.

Dallas Road, Superior Street, Government Street and Oswego Street all have high volumes of vehicle traffic that typically moves at higher speeds. The vehicles that travel these routes are varied and include automobiles, taxis, large trucks, buses, bikes, horse carriages and pedicabs. These streets are important transportation corridors, connecting people to destinations within and outside James Bay. Despite their importance, parts of these streets are not designed to enable safe access for all users, particularly pedestrians and cyclists.

We envision adding Superior Street, Government Street, Oswego Street and Dallas Road to the City's priority bicycle network. Traffic volumes, and the width of Superior Street and Government Street north of Superior Street, make protected bike lanes possible. Oswego Street and Government Street south of Michigan Street could be developed as Bicycle Greenways. Improvements are needed for pedestrian access and safety along these streets and Douglas Street.



Neighbourhood Wide Solution

With 75% of trips within James Bay involving walking and mobility aids and 13% involving biking, a neighbourhood-wide solution is required to improve the experience for people in James Bay who get around by walking and biking.

The Shared Streets and Complete Streets Solutions proposed so far are intended to target specific roads in James Bay. In addition to these measures, we propose reducing speeds to 30 km/hr on all neighbourhood streets as an overarching strategy to improve pedestrian and cycling experiences. Main arterial roads, such as Dallas Road, Superior Street and Douglas Street, should either retain current speed limits or have slightly reduced limits to help facilitate the flow of traffic into and out of James Bay.

In addition to lower speed limits, additional traffic calming measures may be required in specific areas in the neighbourhood to encourage lower vehicle speeds. Furthermore, stop signs and crosswalks should be installed, based on pedestrian requirements rather than the standard regulations based on motor vehicle traffic counts, thereby respecting the City's hierarchy of modes of transportation.

James Bay is an older neighbourhood with many narrow sidewalks and obstacles, particularly telephone poles, City signage poles and garbage cans, which make it very difficult to navigate with a mobility scooter, walker or stroller. While the city doesn't currently have the required allowances to widen sidewalks on all streets, this should be a consideration throughout James Bay.



Survey Findings

This section provides the findings from the Shared Streets survey that was administered by the JBNA ATC from October 2017 to March 2018. The results are presented according to four categories of questions:

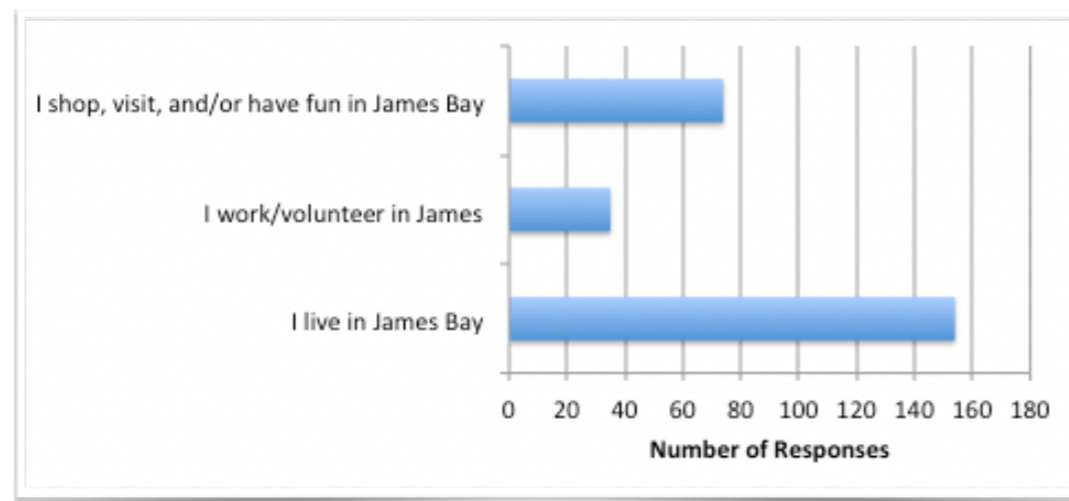
- 1) Participant context,
- 2) Shared Streets for the Five-Corners area,
- 3) Complete Streets for designated streets, and
- 4) Neighbourhood-wide measures.

Participant Context

The survey's first participant context question asked: "What is your connection to James Bay? (select all that apply)".

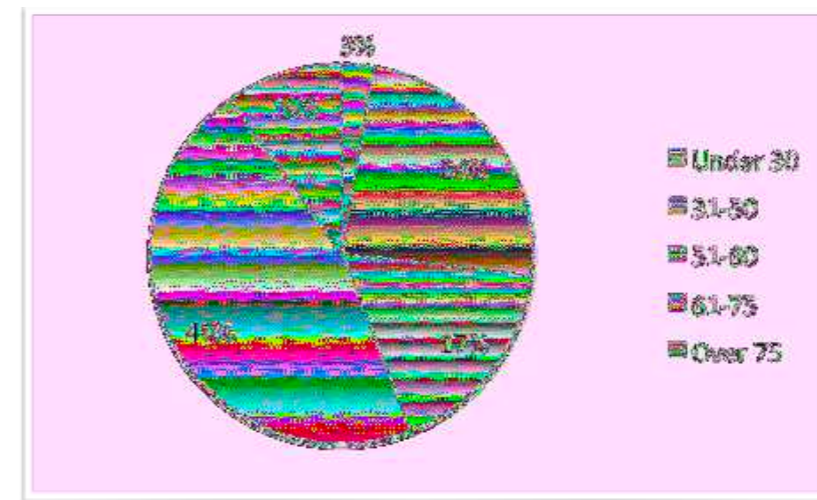
Figure 3 shows that more than 150 respondents live in James Bay. In addition, a number of respondents also indicated that they undertake a number of different activities within James Bay as well as working or volunteering.

Figure 3 - respondent connection to James Bay



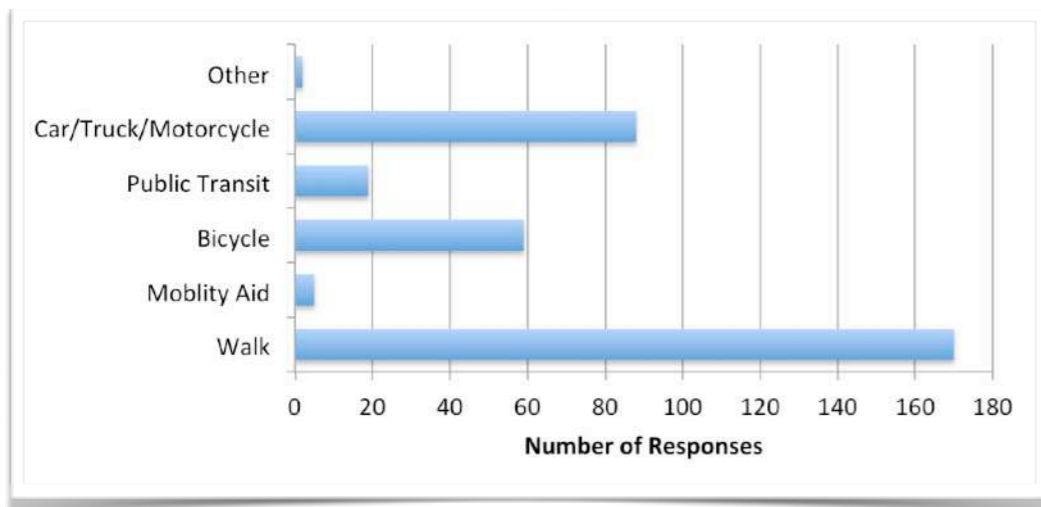
The survey's next question asked: "What is your age?". More than 55% of respondents answered that they are older than 60 years (see Figure 4). The next largest group was 31-50 years old (24%), followed by people aged 51-60 (17%), and finally people 30-years old or younger (3%). Although James Bay has a higher percentage of seniors than any other Victoria neighbourhood, the percentage of seniors who completed the survey is nevertheless disproportionately high compared to the percentage of seniors who live in the neighbourhood. However, given that the three solutions envisioned by the project are intended to align with the "8 to 80" principle, we do not see this overrepresentation of respondents over the age of 60 as negatively impacting the findings that can be drawn from the survey.

Figure 4 - Responses to the survey question: What is your age?



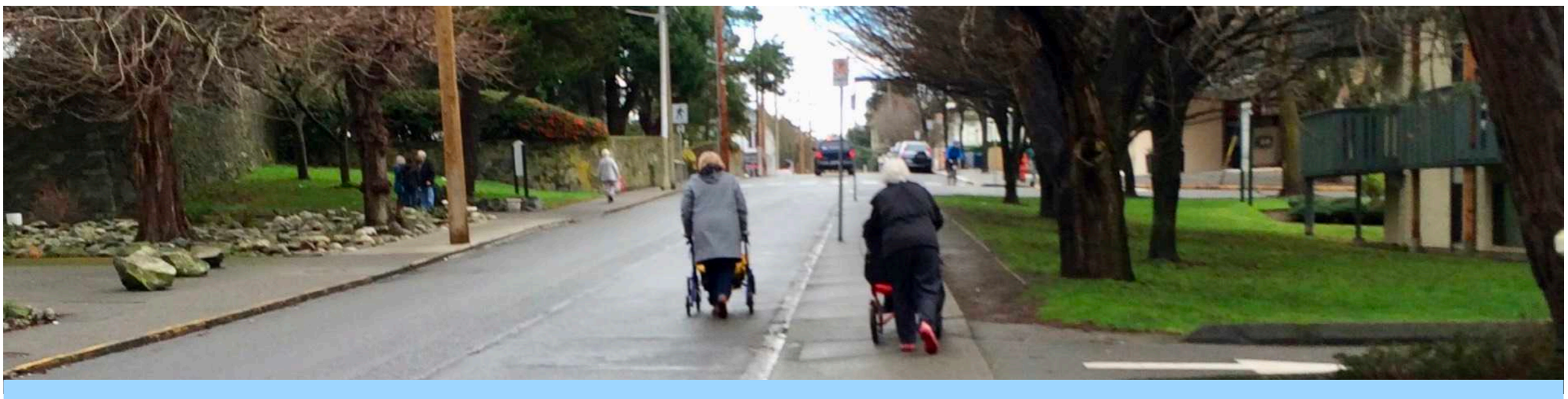
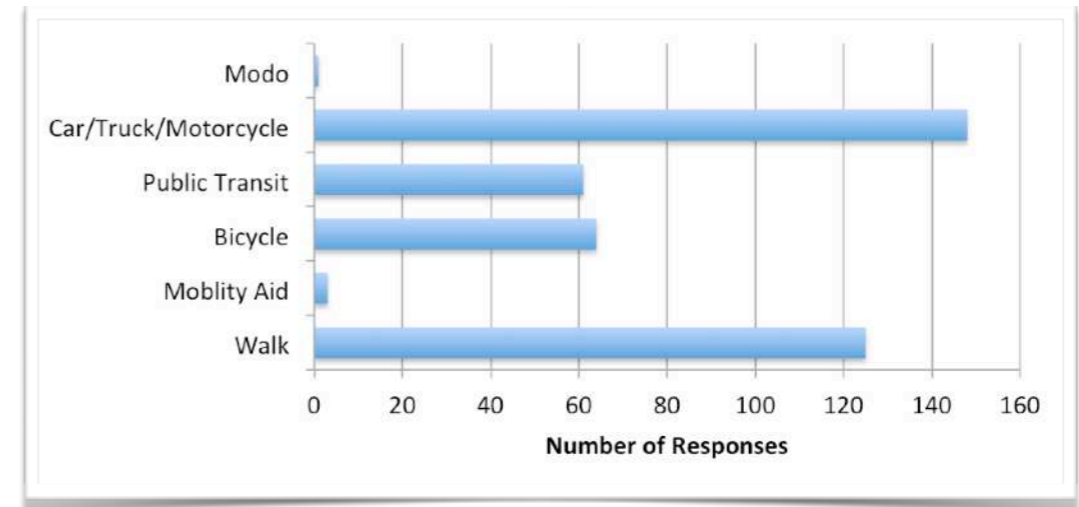
The third context-related question asked: “How do you normally travel to places inside of James Bay?”. As seen in Figure 5, most respondents provided more than one answer, meaning that they use multiple-modes of transportation to get around James Bay. This answer is consistent with the findings of the preceding **Getting Around James Bay** report. The prevalence of walking is also consistent with the findings of that report.

Figure 5 - Responses to the survey question: How do you normally travel to places inside of James Bay? (select all that apply)



The final context-related question asked: “How do you normally travel to places outside of James Bay?”. As was the case with the previous question, most respondents provided more than one answer (Figure 6). Motor vehicle was most commonly indicated by survey respondents followed by walking, biking, and public transit. These findings are consistent with the Getting Around James Bay findings.

Figure 6 - Responses to the survey question: How do you normally travel to places outside of James Bay?

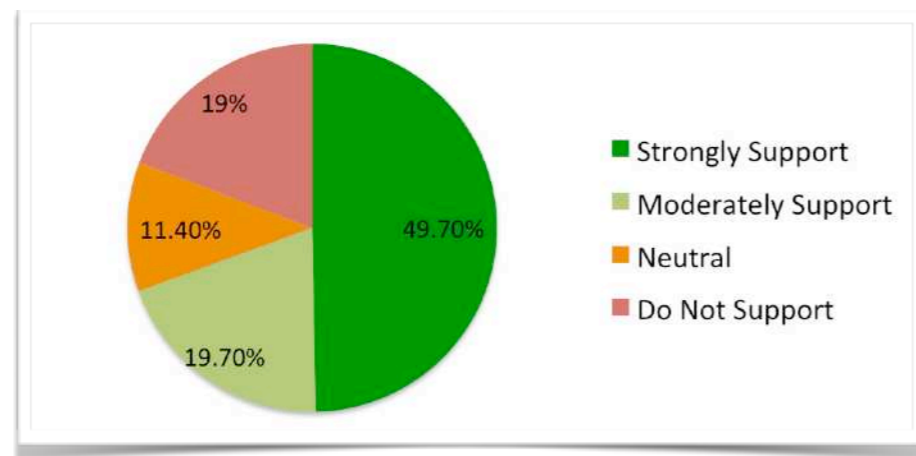


Level of Support for the Envisioned Shared Street Solution for Five-Corners

193 survey respondents answered the following question: “How strong is your support for making the commercial area around the Five-Corners (Menzie’s and Simcoe) a shared street zone, as a way to make it easier for everyone to get around James Bay’s main shopping and services area?”

As seen in Figure 7, nearly 70% of respondents either strongly or moderately support this idea, 11% were neutral and 19% do not support it.

Figure 7 - Level of Support for applying a Shared Street Solution at Five-Corners



Respondents were next asked why they felt this way about making the area around the Five-Corners (Menzie’s and Simcoe) a shared streets zone. 147 people responded.

Figure 8 shows the prevalence of different reasons given for each level of support. The most frequent reasons given by respondents who either do not support or were neutral about a Shared Streets solution for the Five-Corners included:

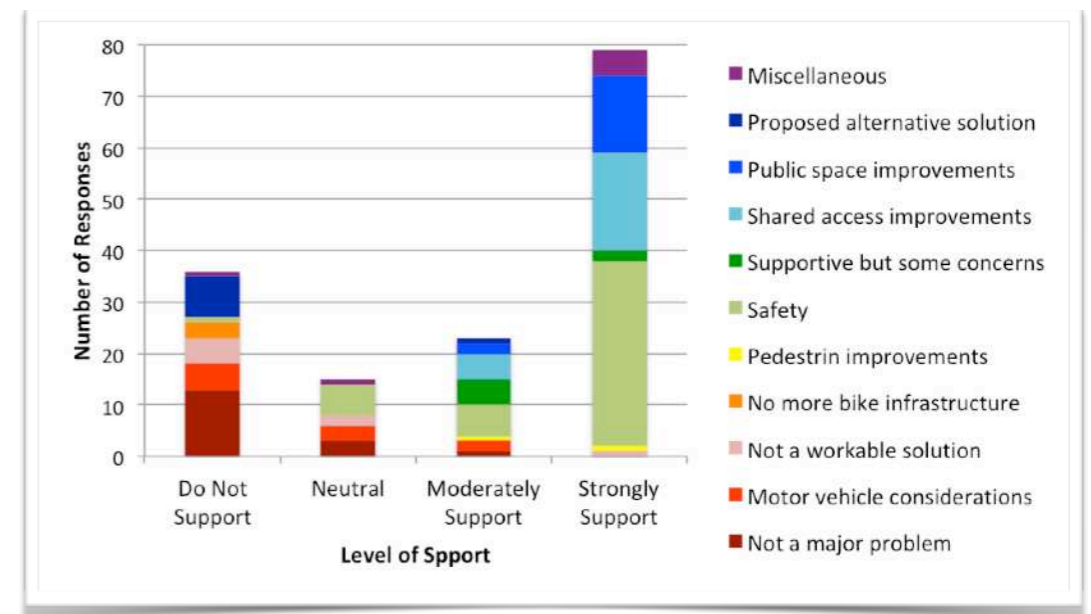
- The current situation is fine and does not warrant any major changes, or taxpayer dollars (dark red bar)
- Concerns about negative impacts to people driving motorized vehicles, including accessibility to parking (light red bar)
- Doubts about the physical workability of a Shared Street application at the Five-Corners (pink bar)

- Proposing another solution as being more appropriate (dark blue bar)
- Concerns about the safety of pedestrians in a Shared Street zone (light green bar)

The most prevalent reasons given by respondents who either moderately or strongly support a Shared Streets solution for the Five-Corners, included:

- Increased safety for people using active travel (light green bar)
- More equitable access for all modes of travel (light blue bar)
- Making the Five-Corners a more pleasant public space for residents and visitors (bright blue bar)
- Supportive but with some remaining questions or concerns

Figure 8 - Reasons given for level of support for the envisioned Shared Street Solution (147 respondents)



Given these results, we conclude that there is general support by the survey respondents to pursue a Shared Street solution for the area around the Five-Corners intersection in James Bay. Attention should be taken, though, to ensure that the needs of all modes of transportation that require access to the Five-Corners are met.

Sample comments: either Do Not Support or are Neutral to a Shared Street solution for the Five-Corners area

Why make changes when there isn't a problem! James Bay is safe for pedestrians and cyclists.

Encouraging more people to walk in the streets as opposed to those who choose to do so at their own risk will snarl traffic in the one area that we have a mini shopping spot that families need to drive to. The only grocery store is there.

I like shared street idea but not at the expense of parking

There is too much of a risk for pedestrians getting hurt. Clear walkways are required for drivers to know where the pedestrians are permitted to cross. Having a free-for-all is too dangerous.

I answered neutral because I have issues with your solutions: removal of stop signs is a poor idea, tactile paving is an impediment to people with canes, walkers, and wheel chairs and a nightmare for the vision impaired.

I think it is already like a shared zone and there is no consideration given to vehicles and this will only make it worse, that there haven't been more accidents is a miracle. I think there ought to be traffic lights that control the traffic flow...

Sample comments from survey respondents who either Moderately or Strongly Support a Shared Street solution for the Five-Corners

I do not think that it is entirely necessary as drivers already move slowly and cautiously at the intersection. However, I can see why older people especially would feel more comfortable, and everybody "jay walking" means it is already a shared street zone in a sense

This area needs improvement to be sure, and my initial impression of what I understand the shared street zone to be is favourable. I need more in depth knowledge to say I'm strongly in favour of this plan.

There are many people with walkers & scooters. I'd like them to move around safely.

It will immediately make the street safer for all, and allow greater mobility for all users. Win Win!



Five-Corners already operates in many ways as a shared street in that, for example, pedestrians and people using mobility scooters jay-walk/ride and motorists generally moderate their speed to accommodate this. However I think this pattern of use needs a more formal acknowledgment through an appropriate streetscape that alerts all motorists to the nature of the area they are entering and offers protection to non-motorist users.

This is consistent with a public health approach that promotes active transportation (e.g., walking/biking) rather than automobiles while ensuring that those with mobility challenges can still access the neighbourhood.

Clearly walking access to our main hub is a priority for residents. I love that the Shared Street design incorporates all modes of transport while also, in my opinion, increasing the desirability of the locale. A place for residents to gather, to see and be seen, to interact with others in the community.

I think that the proposed improvement to the Five-Corners will increase the number of visitors to our neighbourhood - making businesses more viable and the outdoor community spaces more vibrant (be those sidewalks, parks or markets)

Level of Support for the Envisioned Complete Street Solution

192 survey respondents answered the following question: “How strong is your support for the proposed complete streets solution along Superior Street, Dallas Road, Oswego Street and Government Street as a way to make it easier for everyone to get to places inside and outside James Bay?”

As seen in Figure 9, nearly 65% of respondents either strongly or moderately supported this idea, 5% were neutral and 30% do not support it.

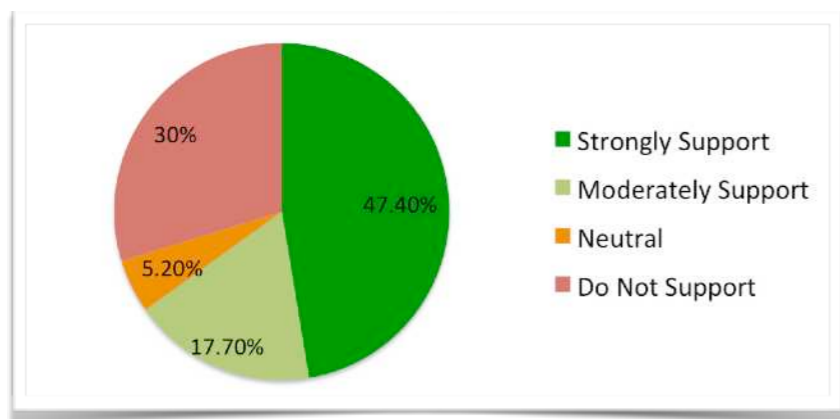


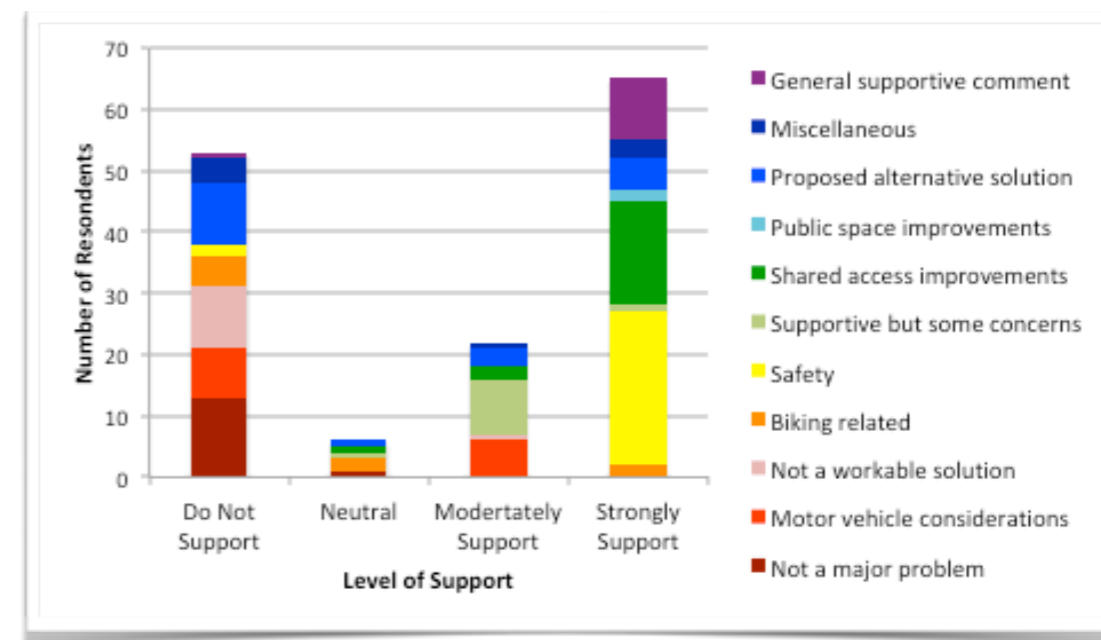
Figure 9 - Level of support for applying a Complete Streets solution to Superior Street, Dallas Road, Oswego Street and Government Street.

Respondents were next asked to tell us why they felt this way about making these four streets Complete Streets. 145 people provided comments.

Figure 10 shows the prevalence of different reasons given for each level of support. The most frequent reasons given by respondents who either do not support or were neutral about a Complete Streets solution included:

- The current situation is fine and does not warrant any major changes (or taxpayer dollars) (dark red bar)
- Concerns about negative impacts to people driving motorized vehicles, including accessibility to parking (bright red bar)
- Doubts about the physical workability of a Complete Streets application in James Bay (pink bar)
- Proposing another solution as being more appropriate (bright blue bar)
- Frustration with the level of spending by the City of Victoria on bicycle infrastructure (orange bar)

Figure 10 - Reasons given for each level of support for the envisioned complete streets solution (145 respondents)



The most prevalent reasons given by survey respondents who either moderately or strongly support a Complete Streets solution for James Bay, included:

- General supportive comments for the solution (purple bar)
- Increased safety for people using active travel (yellow bar)
- More equitable access for all modes of travel (dark green bar)
- Supportive but with questions or concerns (light green bar)
- Concerns about negative impacts to people driving motorized vehicles (bright red bar)

Given these results, we conclude that there is general support by respondents to pursue the envisioned Complete Streets solution on designated streets in James Bay. As is consistent with a complete streets approach, special care should be taken to balance the needs of all transportation users on these designated streets.

Sample comments from survey respondents who Do Not Support the Complete Streets solution

I don't think there's enough space for that. If you can calm the traffic, riding a bike on the same road is not a problem, no need for barriers or separate lanes.

Please try education and enforcement before building more bike lanes.

Bike lanes would eliminate/reduce parking.

Unnecessary and will contribute to congestion rather than helping.

Get rid of the horse drawn carriages that cause a tremendous back up of all types of traffic including pedestrian and all vehicles.

Concrete barriers make it hard for cars to get out of the way of emergency vehicles and can be easily buried in snow which can cause serious damage to cars or cycles who are unable to see the barrier as it is buried unless tall objects are placed to signify a hazard

Concern that land and trees will be removed to accommodate this idea.

I resent bikes being given priority over pedestrians. Make pedestrians the priority.



Sample comments from survey respondents who are Neutral to the Complete Streets solution

Is there enough space to accommodate all uses? Note that in other jurisdictions where bike lanes have been installed this is often at the expense of people with less mobility options and little consideration for increasing pedestrian traffic.

There is parking on both sides of Government St and by adding a bike lane will only make the street narrower.

Sample comments from survey respondents who Moderately Support the Complete Streets Solution

My house is on Simcoe, and I am already concerned about the traffic there, so I have some concerns about pushing cars onto my street. However, protected bike lanes are great, and overall this seems like a good solution for James Bay.

As long as there is still room for parking cars, then I do agree with having bicycle lanes. It is safer for everyone.

Not totally convinced any separated bike lanes needed - but if we are to have them - these streets best.

I am in favour of improvements. My concern is about the bike lane being next to the sidewalk and parking is further into the street. When people exit their cars they become pedestrians and they now have to cross a lane of traffic, either bike or car, to reach a sidewalk.

Sample comments from survey respondents who Strongly Support the Complete Streets Solution

Because we need safer walkable streets. It's a more democratic use of the space, it is also proven to be safer for all road users and it will encourage the use of active transport.

Wider sidewalks, to accommodate pedestrians and bike lanes for connecting cyclist to downtown will serve our community

Anything that would make the taxi's slow down on Oswego Street during cruise ship times would help.



Taxis are the biggest problem on Oswego street, they are always speeding!

Above all, we need to think about safety for the most vulnerable road users (pedestrians, cyclists, seniors, kids, people with accessibility challenges). This means we NEED to move this stuck-in-time and non-constructive dialogue about car vs. bikes, bikes vs. cars, bikes vs. local street bike routes, wider sidewalks and curb ramps, disabled parking priority, etc.

I like this solution because it clearly isolates the various modes of transportation. As a cyclist, I feel the need for some protection from motor vehicles and likewise as a pedestrian, I feel the need for more protection from cyclists. Better safety for pedestrians and cyclists, while still

allowing the vehicles to get where they are going easily.

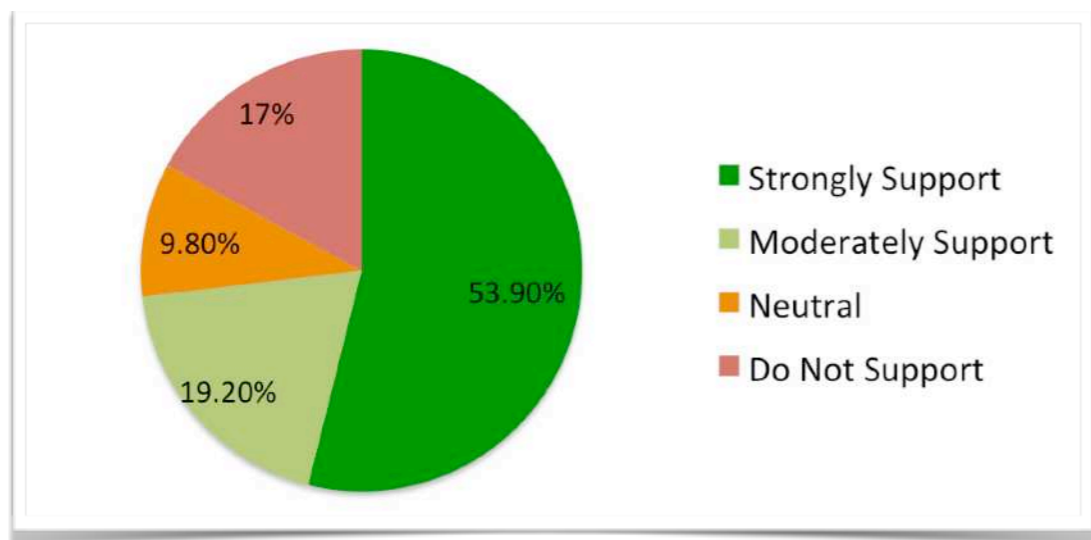
I would love to cycle to work (downtown via Gov't) and along Dallas for recreation but am afraid due to traffic (and people pulling out in their cars or flinging their car doors open along Dallas)

I live on Oswego and Superior Street - they are not bike friendly.

Level of Support for the Envisioned Neighbourhood Solution

193 survey respondents answered the following question: "How strong is your support for the proposed 'Neighbourhood Solution' as a way to make it easier for everyone to get around James Bay?"

Figure 11 - Level of support for applying a Neighbourhood solution to James Bay



As seen in Figure 11, 73% of respondents either strongly or moderately supported this idea, 10% were neutral, and 17% do not support it.

To help gauge the level of support in the neighbourhood for reduced speed limits, respondents were asked: "If you agree that speed limits should be reduced on most residential streets in James Bay, what do you think the speed limit should be for these streets (the current speed limit is 50 km/h except for 30 km/h for school zones, 40km/h along Douglas Street and 30 km/h along Montreal Street)?"

In Figure 12 we see that 68% of respondents would like to see some reduction in speed limits for the neighbourhood and just under 32% are satisfied with current speed limits.

Similar to the two preceding solutions, respondents were next asked to tell us why they felt this way about the Neighbourhood Solution for James Bay. 129 people answered this question.



Figure 12 - Preferred maximum speed limit for most residential streets

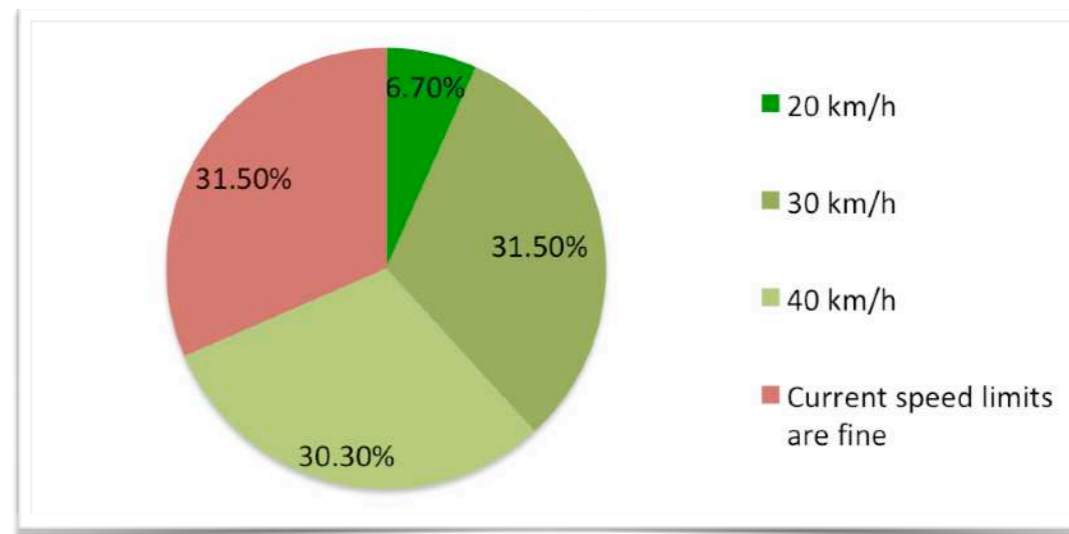


Figure 13 shows the prevalence of different reasons given for each level of support. The most frequent reasons given by respondents who either do not support or were neutral about a Neighbourhood Solution:

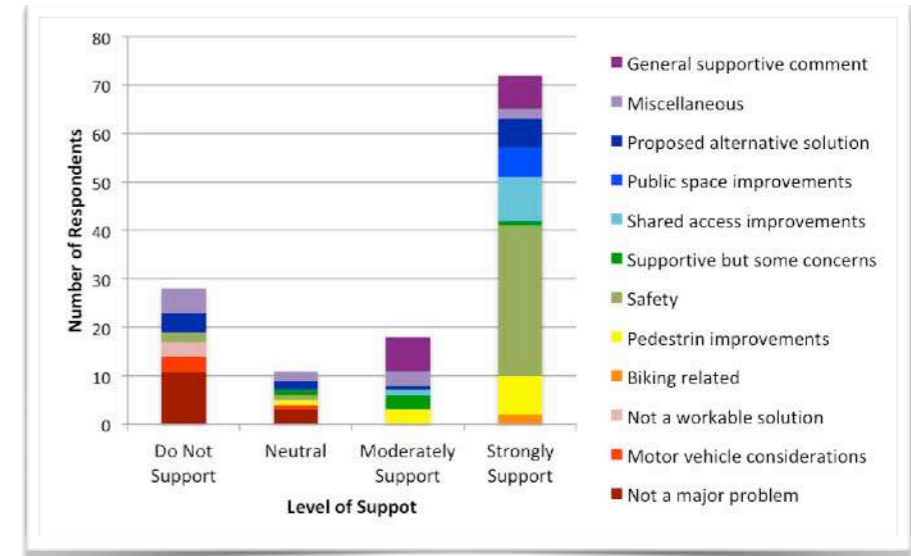
- The current situation is fine and does not warrant any major changes (or taxpayer dollars) (dark red bar)
- Concerns about negative impacts to people driving motorized vehicles, including accessibility to parking (bright red bar)
- Doubts about the physical workability of a Complete Streets application in James Bay (pink bar)
- Proposing another solution as being more appropriate (dark blue bar)

The most prevalent reasons given by survey respondents who either moderately or strongly support a Neighbourhood solution for James Bay, included:

- Increased safety for people using active travel (light green bar)
- Improvements made specifically for pedestrians (yellow bar)
- More equitable access for all modes of travel (dark green bar)
- Creating more pleasant public spaces in James Bay for residents and visitors (indigo bar)
- General supportive comments for the solution (dark purple bar)

Given these results, we conclude that there is general support by respondents to pursue the kinds of measures included in the envisioned Neighbourhood Solution (e.g., reduced traffic speeds, traffic calming measures where needed, and general sidewalk and crosswalk improvements). When implementing these measures, special attention needs to be taken to ensure that the areas affected continue to serve the needs of all modes of transportation that need to access these areas.

Figure 13 - Reasons given for the level of support for the envisioned Neighbourhood solution for James Bay (129 respondents)



Sample comments from survey respondents who are Neutral to the Neighbourhood solution for James Bay

Please don't lower the speed limits. They are already low enough and getting in and out of James Bay is already too difficult especially in the summer with tourists and horse drawn carriages. There are far too many speeding cab drivers that drive up and down Oswego and the best solution is to have more enforcement.

I regularly walk and bike around James Bay and do not find that the current speed limit is an issue.

Sidewalk improvements definitely, but reducing speed limits does not slow traffic. Residents (and others) need "corridor" streets with a good commuting speed limit (50 KPH), mixed with traffic calming on side streets.

Sample comments from survey respondents who Moderately Support the Neighbourhood solution for James Bay

Sidewalk space could be widened on some streets. The speed limit is already low. It is a matter of enforcing the speed limit.

I think reduced speed limits are dumb and don't work, I mean just putting up a number up there. But I support the rest, sidewalks, calming measures. Also: make homeowners trim their trees and bushes please, with penalties when they take over half the sidewalk.

Reducing speed limits is not as effective as other traffic calming methods, such as speed bumps/ramps. Those that use excessive speed beyond the limit will not adhere to lower limits unless physical changes are made.

I agree with these measures but would prioritize the shared and complete roads.



Sample comments from survey respondents who Strongly Support the Neighbourhood solution for James Bay

I feel the speed limit is way to high considering the crowdedness of the area and blindspots for animals and children.

We could do with improvements in the sidewalks and in the number of pedestrian crosswalks.

Traffic calming is long overdue on some of the side streets, and pedestrian facilities are long overdue for upgrading and modernizing, many of the side streets have too narrow sidewalks, often blocked by power poles, which encourages darting into the street unsafely. Many of these streets could be "complete streets" with no demarcation between pedestrian and vehicle use.

Too many cars (incl. taxis) are travelling at high speeds through James Bay. There are two elementary schools which require lower speeds along with an older population who require more time at crosswalks and horse carriages regularly on the road - too many cars try to zip past the carriages. In addition there should be traffic calming around Capital Park now that there will be a library there (used by young people).

James Bay streets and sidewalks have become more dangerous for pedestrians so I am strongly in favour of reduced speed limits, traffic calming and sidewalk improvements. Especially sidewalk improvements as they are deteriorating and being used more.

Anything that makes me feel better about the safety of my kid walking around James Bay is great!

Sidewalks are too narrow for people and any mobility equipment, especially with tourists. Vegetation needs to be cut back from the sidewalks, if owners don't do it, the city needs to step in. Speed limits need to be reduced for safety.

PLEASE lower the speed limits in James Bay! We have narrow streets with lots of parked cars, many many pedestrians and few marked crosswalks. No need to travel at 50km within James Bay. It's dangerous for all.

Conclusions

During the project, we introduced three **“big ideas”** about how to improve the way people get to places both within and outside of James Bay:

- i) a shared street solution,
- ii) a complete streets solution, and
- iii) a neighbourhood solution.

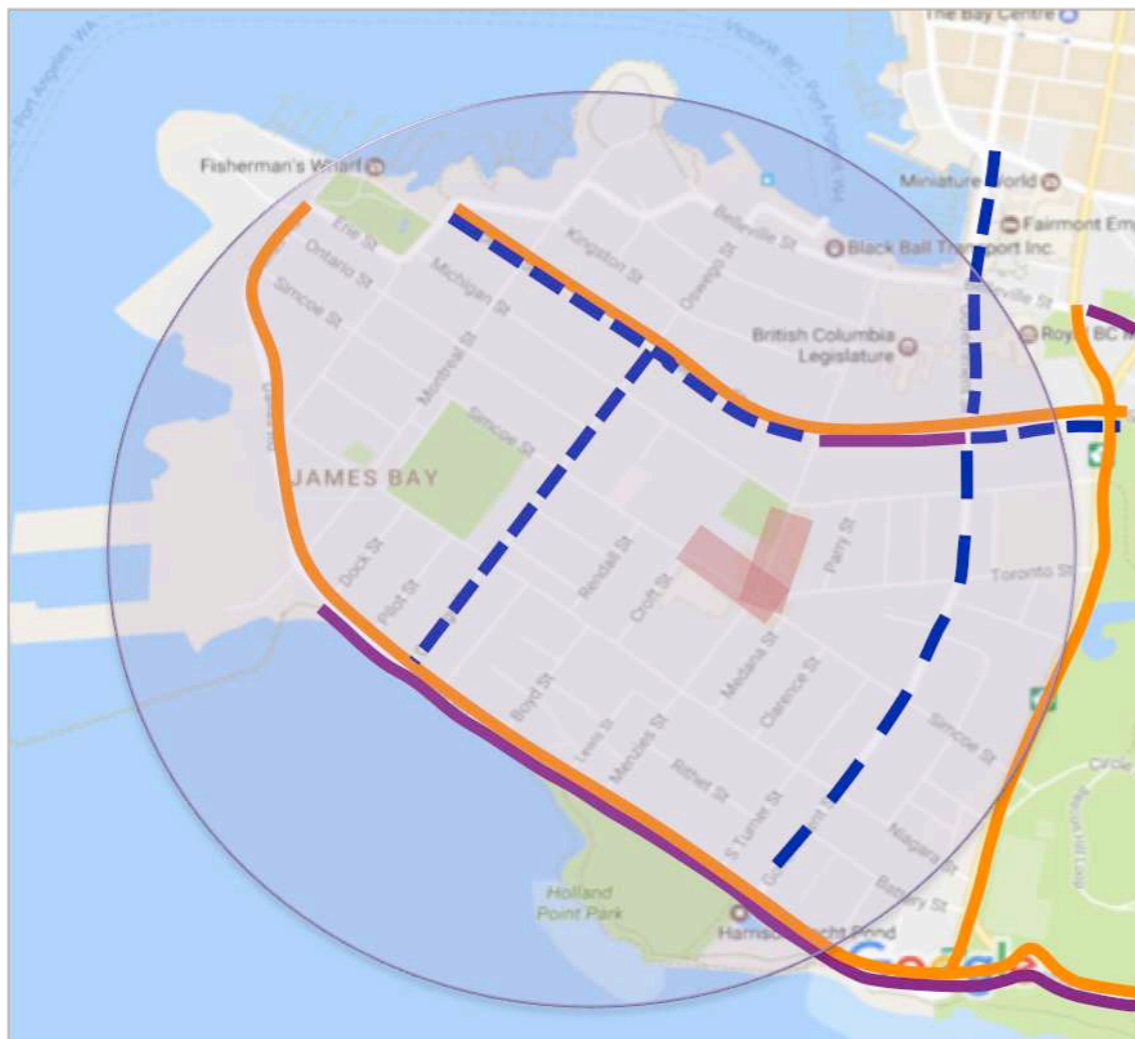
Together, the three solutions are intended to address major transportation patterns and issues identified in the JBNA ATC’s Getting Around James Bay report that was published and presented to City Council in early 2017. More specifically, the 2017 Getting Around James Bay report included the following findings:

1. Within James Bay, the vast majority of trips are made using active travel: 74% of trips are made on foot, 13% by bike, 3% by public transit and only 9% by car or truck.
2. In the area around the Five-Corners, James Bay’s primary shopping centre, the concentration of pedestrians is even higher because many individuals who may have cycled or driven to that area for shopping will subsequently complete their tasks by walking from one service to another.
3. For trips made to destinations outside of James Bay, 60% are done using active transportation and transit modalities, and this rate is even higher among commuters, 65% of whom reported using walking, biking, or transit as their primary mode for getting to work.


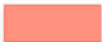





Pedicabs, cabs, buses, horses, scooters, bikes, cars, and pedestrians give James Bay roads a unique challenge.

4. In terms of where people are going, popular destinations are found both within the neighbourhood core as well as to the recreational areas that surround its perimeter.
5. Despite the already high use of active travel in the neighbourhood, there is still considerable room for improvement when it comes to transportation infrastructure that makes it both easy and safe for people using or wanting to use active transportation. In the 2017 report, pedestrian-oriented improvements were identified more than 900 times, road improvements and motor vehicles speeds and volumes more than 500 times, bicycle-oriented improvements more than 350 times, and transit-oriented improvements more than 150 times.
6. Finally, a number of areas in the neighbourhood were specifically identified as being particularly troublesome including Five-Corners and the Simcoe and Oswego intersections, Dallas Road, and the area around Fisherman’s Wharf Park.



Legend:

-  Reduced speed zone
-  Shared Streets Zone
-  Complete streets already planned by City or CRD
-  New complete streets
-  Arterial road

The first solution introduced in this report, Shared Streets, is intended to address issues around James Bay’s main commercial district, Five-Corners. A shared street accommodates all forms of transportation by removing barriers. It minimizes the segregation of pedestrians and vehicles to allow for ebbs and flows of traffic. In a shared street, all modes of transportation are considered equal. Making the area north and west of Five-Corners a Shared Street Zone would improve the experience for all modes of transportation with increased convenience and access for pedestrians, improved space for bikes, safe linkages to public transit, and the calm movement of vehicles.

In the feedback survey, nearly 70% of respondents support a shared street solution for the Five-Corners.

The second solution, to make Superior Street, Dallas Road, Oswego Street and Government Street complete streets, is intended to make it convenient and safe for people to move between major destinations within James Bay as well as to enter and exit the neighbourhood, regardless of the mode of transportation used. Complete Streets have dedicated spaces to ensure safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.

In the feedback survey, 65% of respondents support a complete street solution for Superior Street, Dallas Road, Oswego Street, and Government Street.

The third solution, a neighbourhood solution, suggests a suite of measures be taken to improve conditions in James Bay for people choosing to use active travel to get around, including reduced speeds limits on most streets, traffic calming measures where needed, and improvements to basic pedestrian infrastructure such as crosswalks and sidewalks.

In the feedback survey, 74% of respondents support making the kinds of improvements included in the neighbourhood solution and nearly 70% of respondents support reducing the speed limit within James Bay.

Based on these research-based findings, it is evident that James Bay is in need of improvements to its active transportation network. Its residents appear, for the most part, eager to see the kinds of solutions introduced in this report implemented as quickly as possible. In the section that follows, we advance a number of specific recommendations to the City of Victoria to help move these solutions forward.

Recommendations

The JBNA Active Travel Committee advances the following recommendations to the City of Victoria's Council and staff:

1. Integrate the findings from this and the 2017 **Getting Around James Bay** reports into the City's planning for the James Bay Local Area Plan process scheduled for 2019. The findings, and the supporting data, include information about how people get around the neighbourhood, the issues, and possible solutions people are most likely to support.
2. Consult on the three solutions presented in this report as part of the Local Area Plan public consultation process being planned for James Bay.
3. Ensure other transportation demands in James Bay, for example, heavy trucks, new employment centres (e.g., Capital Park) and seasonal visitor transportation compliment, rather than hinder, active travel in James Bay.
4. Add Superior Street, Oswego Street, and Government Street to the City's priority bike network while removing Menzies Street from consideration.
5. Recognise and promote James Bay as an active travel neighbourhood. There may be few other neighbourhoods in North America that can boast the fact that more than 90% of trips made within the neighbourhood and 60% of trips to places outside of it are done by walking, bike, or transit. This is an accomplishment that should not be taken for granted but rather celebrated and shared with others.
6. Give greater weight to active travel traffic volumes than to motor vehicle traffic volumes, when the CoV Transportation Department is assessing the appropriate treatment at intersections and along roadways. The number of active travel users in an area needs to be given consideration as suggested by the City's declared transportation hierarchy. Currently road/sidewalk infrastructure treatment assessments focus on motor vehicle traffic (e.g., the warrant system weighs heavily when deciding whether an intersection should be a two-way or a four-way stop). Convenient active traffic flows should be given priority.
7. Invest in improvements to James Bay's active travel infrastructure. Active travel is the dominant way that people get around James Bay and its

transportation infrastructure needs to reflect this. Although a few improvements are being made in James Bay (e.g. new crosswalks and a separated bike lane along Dallas Road), our research clearly shows there are many areas where improvements are needed. For example, although the vast majority of trips made in and around the Five-Corners area are done on foot, the area's transportation design and infrastructure is dominated by measures that were built to accommodate motor vehicles first and foremost. In addition, there are currently no special provisions on road-ways in James Bay for increasing the safety of people using bicycles, mobility scooters, walkers and wheelchairs.

8. Give consideration to shared dedicated lanes for bicycles and motorized mobility aids (scooters) in James Bay. For people who rely on mobility aids to get around, the lack of dedicated infrastructure is a serious quality of life issue. Over the next decade, as more mobility aids are used, the problems faced by people using them today will only increase unless addressed.
9. Designate James Bay as an active travel demonstration neighbourhood. James Bay is a living case study of how active transportation can serve as the primary mode of travel while meeting the needs of a diverse range of other transportation users. Currently, active travel in James Bay is done on cracked, narrow and uneven sidewalks, and on roadways designed for motor vehicle traffic. As improvements are made to better match the neighbourhood's desired active transportation network, the City should encourage study and documentation of changes, impacts on the comfort and convenience for people of all ages and abilities, the quality of life within the neighbourhood, local economic opportunities, the natural environment, and the capacity of residents to live, work, and age in place.

The James Bay Neighbourhood Association looks forward to continuing its dialogue with the City and working with it over the coming months and years to support the implementation of the above recommendations. The most immediate application of the report's recommendations are the City of Victoria's existing Bicycle Network initiative and the process to update the James Bay Local Area Plan that is budgeted to take place in 2019.

Appendix A: Sharing Our Streets Survey



James Bay Neighbourhood Association

James Bay Sharing Our Streets Feedback Survey

After seeing the Sharing Our Streets presentation, please share your ideas for improving the usability of James Bay's streets and sidewalks by responding to the following questions.

- 1) What is your connection to James Bay? (select all that apply)
- I live in James Bay I work/volunteer in James Bay I shop, visit and/or have fun in James Bay
- 2) What is your age?
- Under 30 31-50 51-60 61-75 Over 75
- 3 a) How do you normally travel to places INSIDE of James Bay? (select all that apply)
- Walk Mobility Aid Bicycle Public Transit Motor Vehicle
- 3 b) How do you normally travel to places OUTSIDE of James Bay? (select all that apply)
- Walk Mobility Aid Bicycle Public Transit Motor Vehicle

A SHARED SOLUTION – Five Corners Area

A shared street is a way of accommodating everyone by removing barriers between them, it minimizes the segregation of pedestrians and vehicles, by using materials and design that reflect different uses and allows for ebbs and flows between different modes of transportation.

- 4 a) How strong is your support for making the commercial area around the Five Corners (Menzie's and Simcoe) a **shared street zone**, as a way to make it easier for everyone to get around James Bay's main shopping and services area?
- Strongly Support Moderately Support Neutral Do Not Support
- 4 b) Please tell us in the space below why you feel this way about a making the area around the Five Corners (Menzie's and Simcoe) a **shared streets zone**.

A COMPLETE SOLUTION – Superior Street, Dallas Road, Oswego Street, and Government Street

Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Pedestrians and vehicles are segregated by barriers between them (e.g., raised sidewalks) and, depending on the street, protected bike lanes or bike greenways are also used to improve conditions for people on bikes. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work.

- 5 a) How strong is your support for the proposed **complete streets** solution along Superior Street, Dallas Road, Oswego Street and Government Street as a way to make it easier for everyone to get to places inside and outside of James Bay?
- Strongly Support Moderately Support Neutral Do Not Support

PLEASE TURN OVER – MORE QUESTIONS ON THE BACK



James Bay Neighbourhood Association

- 5 b) Please tell us in the space below why you feel this way about making Superior Street, Dallas Road, Oswego Street and Government Street **complete streets**.

A NEIGHBOURHOOD SOLUTION – All of James Bay

In addition to the more targeted shared street zone and complete streets, we also propose making a number of neighbourhood wide improvements in James Bay to make it easier for everyone to get around regardless of where you are in the neighbourhood. Specific measures would include: reducing maximum speed limits on most residential streets, targeted traffic calming measures where needed, and sidewalk improvements.

- 6 a) How strong is your support for the proposed "**Neighbourhood Solution**" as a way to make it easier for everyone to get around James Bay?
- Strongly Support Moderately Support Neutral Do Not Support

- 6 b) Please tell us in the space below why you feel this way about the **Neighbourhood Solution**.

- 6 c) If you agree that speed limits should be reduced on most residential streets in James Bay, what do you think the speed limit should be for these streets (the current speed limit is 50 km/h except for 30 km/h for school zones, 40km/h along Douglas Street and 30 km/h along Montreal Street)?
- 20 km/h 30 km/h 40 km/h I disagree. Current speed limits are fine.

- 7) Please feel free to leave any additional comments and ideas you have about how to improve how we get around James Bay.

