

9.0 Supporting a Multi-modal Transportation and Mobility System

The effective integration of transportation modes such as automobile, transit, cycling, and walking creates well connected community's and results in other significant benefits. Communities that provide opportunities for non-vehicular modes of transportation experience lower rates of obesity and chronic illness. In addition, multi-modal transportation systems help reduce GHG emissions as more people get out of their cars and create diversity in the community by accommodating those who don't drive.

This plan supports the creation of a multi-modal transportation system which integrates the use of the automobile with walking, cycling, horseback, transit, rail, and other forms of human-powered transportation.

Sustainability Implications

RDN's Role

There are many jurisdictions involved in the creation of a multi-modal transportation and mobility system. The MOTI has jurisdiction over public roads and uses within the road rights-of-way. British Columbia Transit is the major funding partner in the provision of transit services. The Agricultural Land Commission has jurisdiction over uses within the ALR and authority to approve subdivision of ALR land. The RDN has jurisdiction over land use and development approvals. The goals, objectives, and policies identified in this plan support cooperation and coordination with other agencies to achieve the Community Vision.



Greenhouse Gas Emissions

Transportation accounts for more than sixty percent of the region's GHG emissions. By providing efficient infrastructure and safe and convenient opportunities for plan area residents to get out of their cars and consider other forms of transportation, the region would enjoy better air quality and reduced GHG emissions.

Strategic Direction and Goals

Section 9.0 helps achieve the Community Vision by contributing towards community goals 8, 9, 10, 15, and 18. Please refer to Section 3.3 for a list of community goals.

9.1 Active Transportation Network

As part of the Electoral Area 'A' OCP review, an Active Transportation Plan was prepared for Electoral Area 'A'. Active transportation is any human-powered, self-propelled form of transportation that makes use of both on and off-road facilities. Active transportation includes walking, jogging, cycling, horseback riding, in-line skating, skateboarding, kayaking, canoeing, cross country skiing, snowshoeing, and travel by wheelchair and push scooter. Active transportation is used for both transport (getting from point 'A' to 'B') and recreational purposes, sometimes both.

DID YOU KNOW?

...the Canadian Heart & Stroke Foundation notes that rural residents are more car-dependent, less active, and at higher risk of being overweight and obese.

...Go for Green notes that each kilometre replaced by walking prevents 1.6 g of hydrocarbon, 228.5 g of carbon dioxide, and 1.0 g of nitrogen oxides from entering the atmosphere.

(Source: Area 'A' Active Transportation Plan)



“Active transportation is one of the best ways to improve health and local air quality as well as reduce personal and employer costs” (BC MOTI). Physical inactivity is a leading contributor to a number of health implications and is directly linked to obesity, a problem that has more than doubled over the past 20 years.

The purpose of this section is to incorporate some of the actions identified in the Active Transportation study into this plan to assist the community in achieving its vision of becoming more sustainable.

Objectives and Policies

Section 9.1	Policy/Objective
Objective 9.1.1	Establish a compatible land use framework.
Policy 9.1.1	For lands within the GCB’s and to a more limited extent in South Wellington, support the creation of compact communities which are conducive to active transportation.
Policy 9.1.2	Ensure that provisions for active transportation are considered during applications for rezoning, development permits (form and character), and subdivisions.
Advocacy Policy 9.1.3	Work with the MOTI to incorporate active transportation design into all subdivision within Electoral Area ‘A’.

Section 9.1	Policy/Objective
Objective 9.1.2	Improve roadside conditions.
Advocacy Policy 9.1.4	The RDN shall work with the MOTI to improve roadside conditions for active transportation which may include sidewalks for lands within the GCB’s and roadside improvements in rural areas.
Policy 9.1.5	The RDN supports the creation of active transportation linkages as shown on Map No. 8 and linkages between lands within the GCB’s to the areas surrounding the communities of South Wellington, Yellow Point, Cedar by the Sea, Cassidy and Cedar. These linkages include: <ul style="list-style-type: none"> a. Yellow Point Road; b. Barnes Road; c. Duke Point; d. A connection to Oceanview and Sandstone Developments located in the City of Nanaimo; e. Holden-Corso Road from the waterfront to MacMillan Road; f. Timberlands Road, coordinated with an improved crossing of the Trans Canada Highway and a direct link with Haslam Road; g. Morden Road between the Morden Colliery Regional Trail and Dick Avenue; h. Cedar Road, focusing on the areas nearest the Cedar Main Street and Cedar Estates; i. Hemer Road particularly between Cedar Road and Woobank Road; and,



Section 9.1	Policy/Objective
	j. South Wellington Road and Dick Avenue.
Policy 9.1.6	The preferred active transportation option for rural lands that are located outside the GCB is to provide a two to three metre wide multi-use trail on one side of the paved road surface and separated from the roadway within the public road rights-of-way as illustrated in <i>Figure 9.1</i> below. In recognition of the rural nature of the plan area, the trail should be designed to accommodate a range of non-motorized users including horseback riding. Sidewalks are supported on lands located inside the GCB.

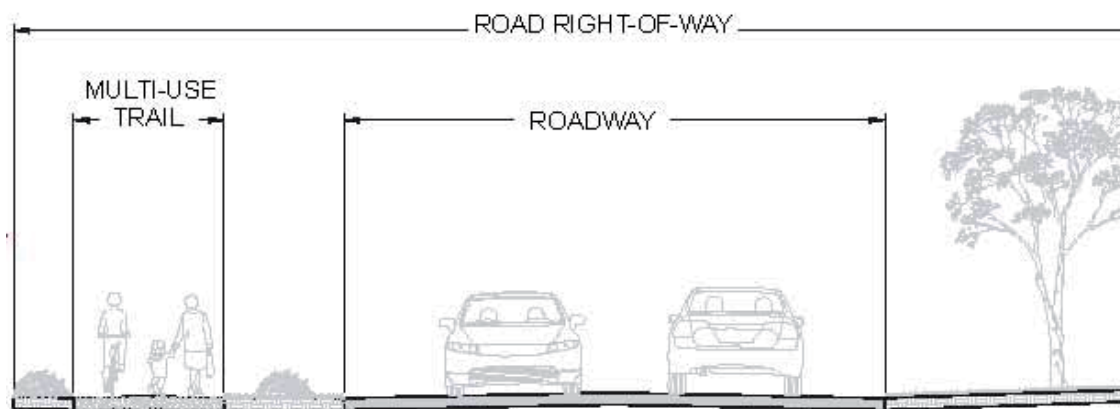


Figure 9.1: Preferred option for roadside improvements

Policy 9.1.7	Despite Policy 9.1.6 above, where there is insufficient rights-of-way, difficult terrain, or roadway construction precludes separate trails, the preferred option is to enlarge the road shoulder to the minimum MOTI standard of 1.5 metres to better accommodate active transportation.
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Implementation Actions	Timing (Immediate, Short Term, Long Term, Ongoing)
Conduct a detailed roadside analysis of each potential route to determine those routes that can be improved with simple filling and resurfacing and those that require full-scale redesign.	Short Term

Section 9.1	Policy/Objective
Objective 9.1.3	Increase the length of Regional Trails in Electoral Area ‘A’.
Policy 9.1.8	This plan supports the completion of the Morden Colliery Regional Trail, including the Nanaimo River bridge crossing, as a major east-west active transportation connector.
Policy 9.1.9	This plan supports the extension of the Morden Colliery Regional Trail east of Hemer Provincial Park following the historic railway bed and beyond to Boat Harbour.

Section 9.1	Policy/Objective
Policy 9.1.10	Continue to work with the Island Corridor Foundation to preserve the E&N Railway Corridor and complete a Regional Rails with Trails Plan to encourage active transportation.

Section 9.1	Policy/Objective
Objective 9.1.4	Increase the length of trails on public lands.
Policy 9.1.11	The RDN shall work with the MOTI and the Integrated Land Management Bureau to identify opportunities for the development of trails on road rights-of-way and public land.
Policy 9.1.12	When establishing trails on public lands adjacent to or within the ALR or existing farm land, the RDN shall follow " A Guide to Using and Developing Trails in Farm and Ranch Areas " published by the Ministry of Agriculture and take reasonable steps to reduce the impact of public use on adjacent farm land.
Policy 9.1.13	Preference should be given to the development of trails in cooperation with the MOTI within the following undeveloped road allowances: <ul style="list-style-type: none"> a. Nairne Road to Cedar Road via Ryeland Road; b. Haro Road from Holden Corso Road to the ocean; c. Lofthouse Road to the ocean; d. Headland Road from Holden-Corso Road to the ocean; e. Tiesu Road between Yellow Point Road and Cedar Road; f. Tees Avenue between Harold and Waring Roads; and, g. Other undeveloped road allowances leading to the ocean, parks and other water bodies with recreational value.

Implementation Actions	Timing (Immediate, Short Term, Long Term, Ongoing)
Work with the Electoral Area 'A' Parks, Recreation, and Culture Committee, and community volunteers to prioritize and construct trails within the plan area.	Short Term
Work with the Ministry of Community, Sport, and Cultural Development and the MOTI to obtain authority to establish a sidewalk local service area and regulate the use of sidewalks within the public road right of way for lands located inside the Growth Containment Boundary.	Short Term

Section 9.1	Policy/Objective
Objective 9.1.5	Increase the number of trail corridor acquisitions.
Policy 9.1.14	Work with land owners to obtain authorized public access across private lands where informal pathways exist.



Section 9.1	Policy/Objective
Policy 9.1.15	This plan supports the acquisition of land for parks and trails using the methods specified in Section 10.2.
Policy 9.1.16	This plan supports the establishment of the following active transportation routes where it can be shown that there would be minimal environmental impact: <ul style="list-style-type: none"> a. A direct link from the northeast of the plan area to the Morden Colliery Regional Trail; b. A connection from Cedar by the Sea to Boat Harbour; c. A trail following the Nanaimo River or portions thereof; d. Trail linkages around the south end of Quennell Lake that connect the Yellow Point Area to Quennell Road and central Electoral Area 'A'; and, e. Improved access from South Wellington to Kipp Road Community Park.

Implementation Actions	Timing (Immediate, Short Term, Long Term, Ongoing)
Prior to undertaking any trail development along the Nanaimo River or adjacent to any other lake, wetland, or sensitive ecosystem, conduct a study to determine how the subject lands can be used appropriately by the community. If public use is not considered appropriate due to unavoidable environmental impacts, do not proceed.	Ongoing

Section 9.1	Policy/Objective
Objective 9.1.6	To establish and formally recognize an electoral area wide blueway network.
Policy 9.1.17	This plan recognizes that blueways are an important part of the existing Active Transportation network that facilitates water-borne travel and recreation, such as canoeing, kayaking, swimming, and inner-tubing. This plan recognizes that the Nanaimo River is an important recreational asset for both Area 'A' residents and surrounding communities.
Policy 9.1.18	This plan supports the creation of a blueway on Stewart Channel and Holden and Quennell Lakes.
Policy 9.1.19	This plan supports maintaining and enhancing the existing blueway network on the Nanaimo River to address concerns with safety and refuse and to provide identifiable entrance and exit points.
Policy 9.1.20	Prior to the establishment of a blueway network, the RDN shall, in consultation with affected property owners and the community, develop a management plan which addresses/includes the following: <ul style="list-style-type: none"> a. Environmental protection and management; b. Littering and garbage; c. Signage; d. Proposed/potential improvements and uses such as boat ramps, washrooms, equipment rentals, refuse containers, etc.; e. Access; and, f. Parking.



Section 9.1	Policy/Objective
Objective 9.1.7	Trip-end facilities are provided in all new commercial, multi-residential, institutional, and recreational facilities.
Policy 9.1.21	For rezoning to commercial, multi-residential, institutional, or recreational uses end point user facilities appropriate for the use being proposed including, but not limited to, bicycle racks, washrooms/change rooms, equipment rentals, benches, shelters, and/or horse ring or other securing devices should be provided in a visible location accessible by the users of the site.
Policy 9.1.22	Work with BC Parks to provide trip end facilities within or adjacent to regional and provincial parks.
Policy 9.1.23	<p>In planning for future trip-end user facilities, the RDN should give priority to the following locations:</p> <ul style="list-style-type: none"> a. Within or adjacent to the Cedar Main Street or Cedar Estates land use designations; b. Adjacent to South Wellington Elementary and Cranberry Hall; c. Main trail heads along the Morden Colliery Regional Trail; d. Main accesses to Hemer Provincial Park, Roberts Memorial Provincial Park, and Nanaimo Regional Park; e. North Cedar School and the Cedar Community Hall; and, f. Future access to Holden and Quennell Lakes as required.

Section 9.1	Policy/Objective
Objective 9.1.8	Increase the number of signs on roads used for active transportation.
Policy 9.1.24	<p>Work with the MOTI to identify routes in need of additional signage to alert drivers of the presence of roadside active transportation users. Specifically, the Ministry’s <i>Manual of Standard Traffic Signs and Pavement Markings</i> contain two signs that are especially relevant to the plan area including:</p> <ul style="list-style-type: none"> a. The horse and rider sign (W-126) warns motorists of potential horseback riders on the roadway. The horse and rider sign is meant for use on narrow or winding roads where horseback riding is known to take place. b. The cyclists on roadway sign (W-130) warns both vehicle drivers and cyclists that each may be present on the roadway. The cyclists on roadway sign is meant to be used where the presence of cyclists would be unexpected by the motorist, or on routes where there is a particularly heavy volume of cyclists.



Section 9.1	Policy/Objective
Advocacy Policy 9.1.25	The RDN shall encourage the MOTI to install appropriate signage alerting drivers to the presence of pedestrians, cyclists, and equestrian users. The RDN shall encourage MOTI to focus firstly on the desired roadside routes identified on Map No. 8 and then on other routes which are used for active transportation.
Policy 9.1.26	As active transportation facilities are developed, install signage to identify active transportation routes and the presence of trip-end facilities such as bicycle parking, rest stops, washrooms, and nearby bus stops.

Section 9.1	Policy/Objective
Objective 9.1.9	Increase community awareness of opportunities for active transportation in Electoral Area ‘A.’
Policy 9.1.27	This plan supports the formation of a community-based active transportation group to champion active transportation in the plan area. Tasks for this group could include the following: <ul style="list-style-type: none"> a. Organize regular events that showcase active transportation in Electoral Area ‘A’; b. Develop a series of informational and promotional materials in printed and electronic form. For example, suggested walking, jogging, horseback routes; and, c. Advocate active transportation in Electoral Area ‘A’ .

Section 9.1	Policy/Objective
Objective 9.1.10	Increase transit use and the area served by transit.
Policy 9.1.28	Work with BC Transit to identify opportunities to improve transit service in Electoral Area ‘A’.
Policy 9.1.29	Work with the MOTI to develop strategically placed park and ride facilities to encourage transit use and carpooling.

Section 9.1	Policy/Objective
Objective 9.1.11	To have the Harmac Pulp Mill pipeline corridor become part of the Active Transportation Network.
Policy 9.1.30	The Harmac Pulp Mill Pipeline corridor is private industrial property which currently is <u>not available for public use</u> . The community has identified the corridor as a possible component of the Active Transportation Network. The RDN is encouraged to approach Harmac Pulp Mill to discuss long-term public access to the rights-of-way as a major north-south active transportation connector in Electoral Area ‘A’.



Section 9.1	Policy/Objective
Objective 9.1.12	Reduce inappropriate use of area trails.
Policy 9.1.31	The RDN should take reasonable enforcement actions to discourage and prevent the use of RDN properties and trails by motorized vehicles in accordance with “Regional District of Nanaimo Park Use Regulation Bylaw No. 1399, 2004”.
Policy 9.1.32	The RDN, in consultation with senior levels of government, the ATV community, plan area residents, and other stakeholders should identify areas and trails that are appropriate for motorized vehicle use.
9.1.33	All trails proposed on lands located within the ALR shall require approval from the Agricultural Land Commission and should be developed and used in accordance with the Ministry of Agriculture publication titled “ <i>A Guide to Using and Developing Trails in Farm and Ranch Areas.</i> ”

9.2 Improving Mobility

A network of highway, major collector, and secondary roads presently serves the plan area. The MOTI is has jurisdiction over and is responsible for existing and future roads. Other transportation facilities include the Nanaimo Airport, which is the largest air transport terminus in the mid Vancouver Island area and the E&N Railway Corridor.



The Island Corridor Foundation (ICF), owner of the E&N Corridor, has established a mandate to see the reinstatement of passenger train service on Vancouver Island. The vision for the ICF is to link the communities within the Corridor, beginning initially within the Capital Regional District, by way of a successful commuter rail operation.

BC Transit is the major funding partner in the provision of transit service. Currently, public transit is provided to a small area within Cedar. Expanding transit service where it is justified by cost and demand to serve Cassidy and South Wellington has community support.

This section of the OCP establishes objectives and policies for non-human modes of transportation including highways, roads, public transit, and rail. In addition, this section supports the integration of transportation modes to reduce dependence on automobile use.



Objectives and Policies

Section 9.2	Policy/Objective
Objective 9.2.1	Increase the safety of area roadways.
Policy 9.2.1	Existing and proposed major and secondary roads are shown on Map No.8
Advocacy Policy 9.2.2	The RDN shall work with the MOTI, as the subdivision approving authority and agency having jurisdiction over public roads, to develop and implement agreements which address road standards for lands within GCB's on major roads, within the Cedar Main Street Designation, and in proximity to schools that: <ul style="list-style-type: none"> a. Are consistent with the character of development; b. Provide safe pedestrian and cycling routes; c. Provide for the integration of these routes with existing and future trails; d. Incorporate pull-out lanes for transit buses; and, e. Provide for traffic calming specifically near schools and in areas such as Woobank Road.
Policy 9.2.3	The RDN supports the MOTI policy that direct access points onto designated major roads be minimized to improve highway safety.
Policy 9.2.4	The RDN should work with the MOTI to consider locations for a park and ride and other car sharing arrangements.

Section 9.2	Policy/Objective
Objective 9.2.2	Ensure that the E&N Railway corridor remains contiguous for future operation of passenger and freight service.
Policy 9.2.5	Lands within the E&N railway corridor are designated as Transportation Corridor on Map No. 3 and further subdivision of these lands is not supported.
Policy 9.2.6	This plan supports and encourages the development of a ' <i>rails with trails</i> ' trail within the E&N transportation corridor.
Policy 9.2.7	The Island Corridor Foundation's (ICF) efforts to establish a commuter and enhanced passenger rail service on Vancouver Island are supported. The ICF is encouraged to work with service operators to continue rail transportation and improve/establish commuter services.
Policy 9.2.8	Uses supported within this land use designation include railway uses, railway oriented uses, and uses which add value to the railway corridor, make it more viable, and do not pose a threat to the operation or viability of the railway.
Policy 9.2.19	The development of railway stops and/or stations are encouraged within the plan area and should be integrated with other forms of transportation such as public transit, park and ride, etc.
Policy 9.2.10	Expansions to the Transportation Corridor land use designation may be considered where development is proposing to expand railway service to move people, goods, or freight.



Section 9.2	Policy/Objective
Policy 9.2.11	The RDN should work with the appropriate authorities having jurisdiction to support opportunities to integrate rail service with other modes of transportation such as public transit, air, road, water, and all forms of active transportation.

Section 9.2	Policy/Objective
Objective 9.2.3	Improve the efficiency of public transit services in Electoral Area ‘A’.
Policy 9.2.12	The RDN shall continue to work with BC Transit to consider expanded transit services to efficiently serve the needs of the plan area. Transit services for the handicapped (i.e. HandyDART service) and improved transit services to remote neighbourhoods (i.e. dial-a-bus and private taxi services) may be supported.
Policy 9.2.13	The RDN should consider innovative strategies to improve servicing efficiency and passenger service as well as to promote increased ridership. Such strategies may include, but are not limited to, the use of fuel efficient busses, the use of small busses or vans with capacity to accommodate anticipated rider volumes, and the use of transit to provide service from Area ‘A’ to organized sports or special events held in the City of Nanaimo or Town of Ladysmith.
Policy 8.2.14	The RDN supports improved public transit services to and from the Nanaimo Airport.
Policy 9.2.15	In considering approvals for development proposals, the RDN may require an assessment of transit routes and stops and pedestrian access to public transit services.
Policy 9.2.16	Where appropriate, the RDN may accept bus stop improvements and shelters as a community amenity provided by land developers through the development process.
Policy 9.2.17	The RDN may consider proposals for land dedication at the time of subdivision or rezoning to acquire land to accommodate a community ride share or car coop program.
Policy 9.2.18	This plan supports improvements to transit service through increased residential density on lands within the GCB.

Section 9.2	Policy/Objective
Objective 9.2.4	Support the continued use and improvement of the Boat Harbour Marina.
Policy 9.2.19	This plan recognizes the importance of the Boat Harbour Marina in providing local boat moorage and facilitating access to the outer islands including Mudge, Link, De Courcy, Ruxton, and Pylades.
Policy 9.2.20	The RDN may support rezoning of land to accommodate an accessory service repair shop, caretaker’s residence, marina office, and washroom facilities within a total building area not exceeding 70m ² provided adequate parking is provided to service the marina and boat ramp.

