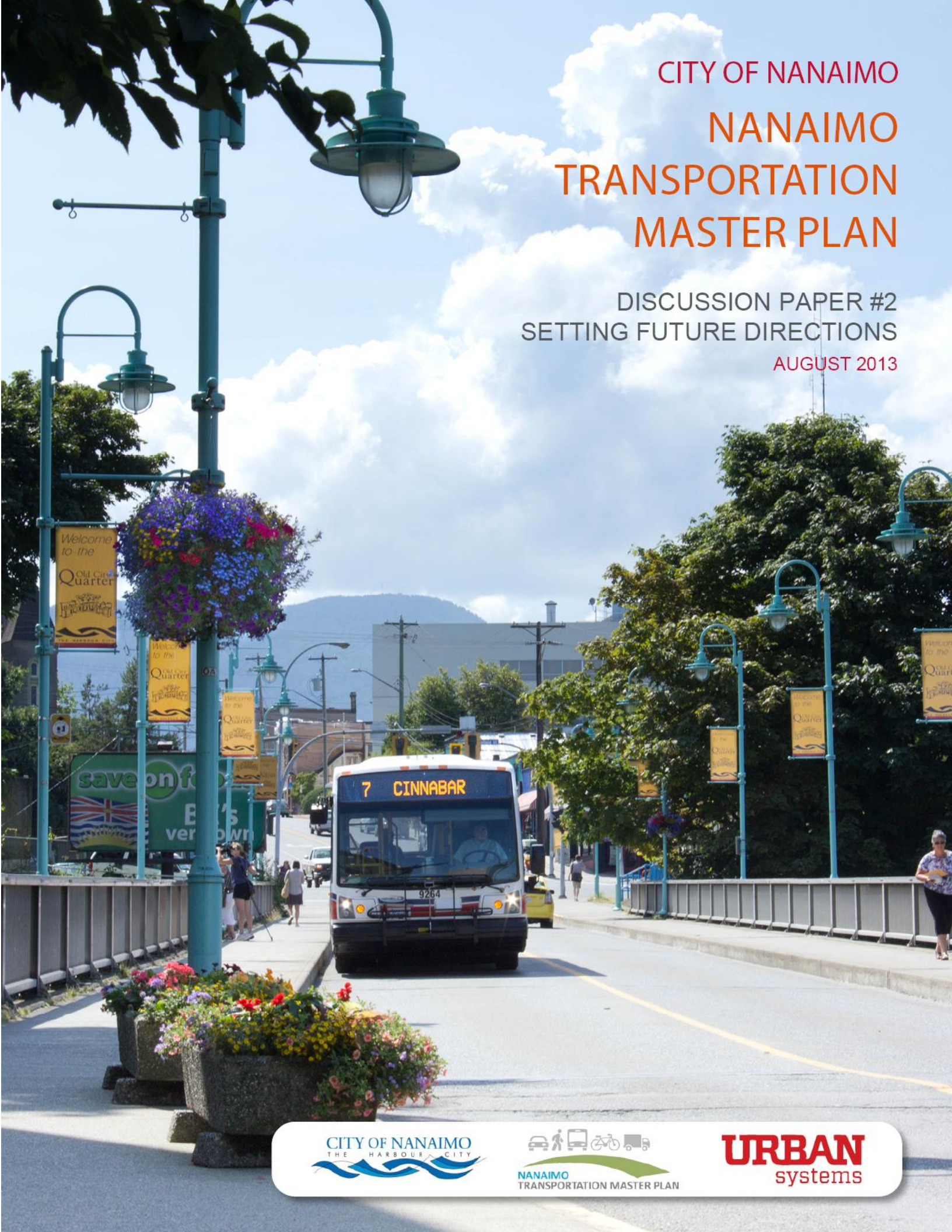


CITY OF NANAIMO NANAIMO TRANSPORTATION MASTER PLAN

DISCUSSION PAPER #2
SETTING FUTURE DIRECTIONS

AUGUST 2013



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Appendix A Summary of Stakeholder Workshop #2 Input

1.0 Introduction

The City of Nanaimo is a vibrant and growing community on the east coast of Vancouver Island. With a population of approximately 87,000 residents, Nanaimo is the second largest city on Vancouver Island and has grown into a significant population and employment centre serving a broader regional population of nearly 150,000 residents in the Regional District of Nanaimo (RDN). To help address the complex transportation issues facing the City and the surrounding region, the City is developing a comprehensive, long-range Transportation Master Plan to guide transportation decision-making in the City over the next 25 years and beyond.

The Nanaimo Transportation Master Plan (NTMP) represents a significant opportunity for the City, as it will play a key role in achieving transportation-related goals, and providing a key link to the vision and goals identified in the City's Official Community Plan (OCP) and Strategic Plan 2012 – 2015. This process is important to ensure that transportation investments align with the City's vision and community goals. In order to provide the City with directions and priorities, the NTMP will set out a clear vision of the multimodal transportation system that will serve the residents and businesses of Nanaimo over the long-term.

This is the second Discussion Paper developed as part of the NTMP. The purpose of this Discussion Paper is to present a Vision with supporting guiding principles, goals and objectives to guide transportation decision-making in Nanaimo over the next twenty-five years and beyond, as well as targets to measure progress towards achieving the goals of the NTMP. The vision, guiding principles, goals, objectives and targets are intended to build upon and support the City's existing direction as identified in key documents, notably the Strategic Plan 2012 – 2015 and OCP.

This Discussion Paper outlines future policy directions for the NTMP, which have been developed based on the City's existing policies; feedback received from stakeholders and the public; and experience from other similar communities. The proposed vision, guiding principles, goals, objectives and targets will help shape the overall direction for the NTMP and serve as the basis from which improvement opportunities and investments are identified and prioritized. In order to understand their importance, it is first necessary to elaborate on the distinction between Vision, Guiding Principles, Goals, Objectives, and Targets for this process:

- **Vision statements** describe the broad aspirations for the future of transportation in the City. The Vision should strive to be an inspirational statement that acts as the framework to guide the direction of transportation in the City thirty years into the future and beyond.
- **Guiding Principles** are intended to guide transportation decision-making in the City, and provide a set of overarching principles to which all future transportation decision-making should strive to adhere to.
- **Goals** help guide the community towards fulfilling its vision. Goals are overarching, simple, succinct statements that are easily remembered and referenced and have been developed for each topic area in the NTMP.
- **Objectives** are more specific statements nested under each goal that define how those goals will be achieved and can be measured either qualitatively or quantitatively over the period of the NTMP.

- **Targets** are a way to measure progress towards achieving the goals of the NTMP and can help to ensure that the NTMP is implemented as intended.

2.0 Context for Future Directions

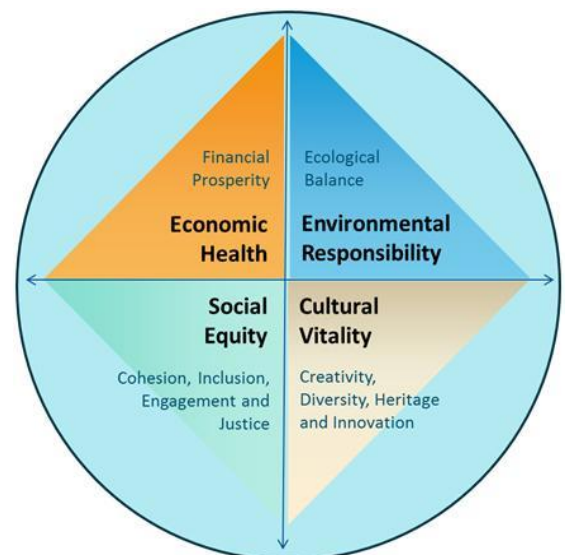
2.1 Policy Context

The first Discussion Paper “Existing Conditions” identified a number of significant challenges and pressures facing the City of Nanaimo over the coming years related to future growth and development. In order to address these challenges, the City has made significant commitments towards achieving a balanced and sustainable transportation system through a variety of initiatives. For example, the City’s OCP, Strategic Plan, Community Energy and Emissions Study, and Downtown Plan reaffirm the overarching need for Nanaimo to move towards a transportation system that is efficient, accessible, and provides improved mobility options for residents and visitors.

Two documents in particular help shape the draft vision, goals, and objectives developed for the NTMP – the City’s Official Community Plan (OCP) and its Strategic Plan. The City’s OCP, planNanaimo, outlines the community’s vision, goals, and aspirations for future growth, and is a guide for decision making on planning and land use management issues. It provides direction on the location and type of future residential, commercial, and industrial development; the availability of transportation choices and utility servicing; and considers environmental, social and economic issues. In addition, it includes targets to reduce greenhouse gas (GHG) emissions by 3% below 2007 levels by the year 2020, and by 39% by the year 2050. The overarching Vision of planNanaimo is as follows:

“Nanaimo will be a community that respects people. It will have neighbourhoods as the building blocks of the city. Nanaimo will be safe and supportive for people of all ages and income levels. It will be an attractive place to live with the historic downtown core forming the ‘heart; of the city. Change in the city will be based on the foundation of community participation. Nanaimo will be a community that respects and preserves the environment and one that is pedestrian friendly. It will be a city of social and economic opportunity that has a diverse economy and a wide range of social, recreational, cultural and artistic amenities and services.”

planNanaimo embraces sustainability as an integral guiding principle, and provides ambitious and comprehensive goals to attain this Vision. Within the plan, goals address key community topic areas, such as growth management, social sustainability, economy, environment, and transportation. Within the transportation priorities and policies is support for greater accessibility and opportunity for safe and convenient movement around the city non-automobile based modes such as transit, cycling, and walking. planNanaimo also supports the development of land use patterns that can better support sustainable travel choices through the development of higher density corridors and nodes.



In addition, the City’s Strategic Plan provides City Council and Staff with a common focus, priorities, outcomes and strategies to be pursued in the long term, and establishes a commitment from the municipal corporation to the four pillars of social equity, environmental responsibility, economic health and cultural vitality. The Vision and strategies contained within the 2012 – 2015 Strategic Plan are complementary to the planNanaimo’s vision. The Strategic Plan states that the City is committed to comprehensive transportation/mobility planning that furthers planNanaimo’s goals related to increased mobility options, reduced dependency on the car, and integration of land use and mobility planning. The Strategic Plan identifies the following vision:

“by 2025, the City of Nanaimo will proudly feature its harbour and inclusive quality lifestyle; excelling as both the business centre and transportation/service hub for Vancouver Island.”

While the vision stretches to 2025, the Strategic Plan also recognizes that there is a need for short-term priorities that need special attention over the next three to five years. Within the Strategic Plan’s six priorities are a number of strategies that impact the NTMP, including:

Table 1: Strategic Plan Strategies

Strategic Priority	Strategies relevant to the NTMP
Transportation & Mobility	<ul style="list-style-type: none"> ▪ Complete a comprehensive Transportation Master Plan ▪ Through the NTMP, work with cycling groups, trucking industry, bus lines, emergency vehicle operators, ▪ Work with external agencies (provincial, regional) for improvement of external connections ▪ Work with RDN on downtown transit exchange options ▪ Work closely with the RDN during the update of the Nanaimo Regional Transit Business Plan with the intent of enhancing the viability of public transit as an alternative to car utilization ▪ Continue efforts to integrate land use and mobility planning through planNanaimo processes
Waterfront Enhancement	<ul style="list-style-type: none"> ▪ Develop strategies to direct completion of Waterfront Trail connections north from Departure Bay Ferry Terminal to Hammond Bay Road. ▪ Identify options to better connect the Waterfront Trail with the Millstone River Trail. Initial emphasis to be on wayfinding and signage. ▪ Upgrade and improve existing Departure Bay section of the Waterfront Trail from Kin Hut to Hammond Bay Road.
Asset Management	<ul style="list-style-type: none"> ▪ Develop an asset management policy ▪ Develop sustainable funding strategies ▪ Plan for and fund major maintenance and replacement costs for new infrastructure and facility projects ▪ Include consideration of the City portion of RDN asset growth plans related to sewage treatment, solid waste management and transit

While planNanaimo and the Strategic Plan support and inform the Vision for the NTMP, other community documents also influence the visioning direction for the NTMP.

The City’s **Community Energy and Emissions Study (CEES)** sets out greenhouse gas emission targets and identifies reduction opportunities, including within the transportation sector. Specifically, the CEES identifies opportunities to provide improved infrastructure and amenities in “Nanaimo to encourage walking, cycling, and transit, as well as outreach and awareness on benefits of sustainable transportation.

Nanaimo’s **Downtown Plan** provides a framework for downtown-specific transportation policies, emphasizing an area supportive of active transportation and transit modes. The Downtown Plan vision is as follows:

Downtown is the heart of the city. It is a people-friendly and unique place because of the harbour, the history evident in heritage sites and its physical design. Downtown attracts residents, businesses, government, professional services and tourists because of its beauty, spectacular waterfront, excellent transportation links, arts and culture events and facilities, culinary attractions, diverse shopping, and lifestyle opportunities. These all exist within a positive and strong economic environment.

2.2 Stakeholder Input

The proposed Vision, Goals, and Objectives for the NTMP are based not only on relevant planning documents and policies, as noted in Section 2.0, but also on input received from City staff and stakeholders through consultation.

In addition to consultation held in the Fall of 2012, the City held a second Stakeholder Workshop on May 16, 2013 to facilitate a discussion regarding the draft vision, goals, objectives and targets. Nearly 50 stakeholders attended this workshop, representing 23 organizations and agencies, as shown in **Table 2**.

Table 2: Stakeholders Workshop #2 Participation

Neighbourhood Associations	Community Groups	Agencies
<ul style="list-style-type: none"> ▪ Brechin Hill Community Association ▪ College Park Neighbourhood Association ▪ Dover Community Association ▪ Neighbours of Nob Hill ▪ South End Community Association ▪ Stephenson Point Neighbourhood Association ▪ Protection Island Neighbourhood Association 	<ul style="list-style-type: none"> ▪ Access Nanaimo ▪ Downtown Nanaimo Business Improvement Association ▪ Greater Nanaimo Cycling Coalition ▪ Mid-Island Velo Association ▪ Nanaimo Area Land Trust ▪ Nanaimo Carshare ▪ Nanaimo Chamber of Commerce ▪ Young Professionals of Nanaimo ▪ ACES Committee 	<ul style="list-style-type: none"> ▪ Island Corridor Foundation ▪ Nanaimo Airport ▪ Regional District of Nanaimo ▪ RDN Transit ▪ Nanaimo Economic Development Corporation ▪ Vancouver Island University ▪ VIHA Parking Coordinator

The workshop included several components, including presentations on the study update and context; vision goals and targets; and transportation possibilities. The workshop also included two facilitated discussion sessions focusing on vision, goals and targets, and transportation possibilities, respectively. Participants were provided a workshop Discussion Guide to provide comments and guide the discussion. A summary of the input from the stakeholder workshop is provided in **Appendix A**.

Following the workshop, the vision, goals and objectives were presented to the NTMP Transportation Advisory Committee (TAC) on May 29, 2013 and the Technical Working Group (TWG) on June 3, 2012. The preliminary vision, goals and objectives developed prior to the Stakeholder Workshop have been revised based on input received from the Stakeholder Workshop, TAC meeting, and TWG meeting. The future directions presented in the next section of the Discussion Paper incorporate comments received from staff and stakeholders and have been revised based on input received.

3.0 Future Directions

This section describes the future directions for the NTMP based on a review of relevant documents and input received from staff and stakeholders. As noted previously, this framework is based on overarching vision statement that is supported by guiding principles as well as more specific goals and objectives, as illustrated in **Figure 2**. The Future Directions also include targets that will be used to monitor progressing in achieving the plans' goals and objectives.

Figure 2: Future Directions



3.1 Vision

Nanaimo's *multi-modal* transportation system will connect the City's residents and businesses to each other, the rest of Vancouver Island and beyond. It will provide *inclusive transportation choices* that are safe, comfortable, and accessible for people of all ages and abilities. A system of *interconnected facilities and services* will provide *affordable mobility* while supporting a shift towards a *more sustainable mix of transportation alternatives*.

3.2 Guiding Principles

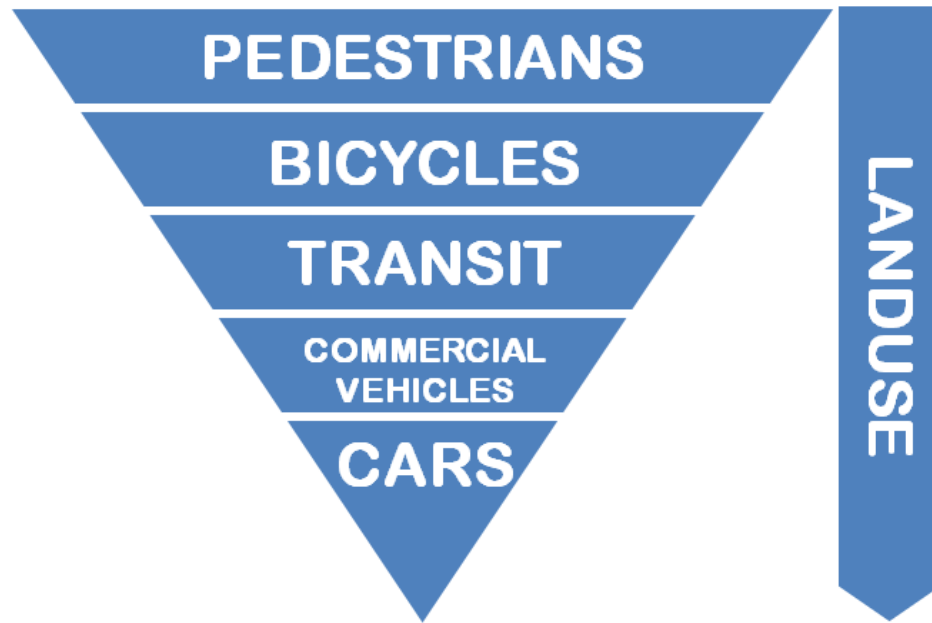
The NTMP's Guiding Principles are intended to provide a set of overarching principles to guide the NTMP, transportation decision-making and transportation projects. As the Plan is developed, concepts created and priorities defined, they should satisfy the following guiding principles.

- **Safe:** The transportation network should be safe, emphasize protection of vulnerable road users, and create streets that are comfortable for everyone.
- **Mobility:** The transportation network needs to meet the basic mobility needs of the community, now and into the future. It should be efficient, allowing residents, services and goods to move around the City while minimizing infrastructure requirements and operating costs.
- **Accessible:** The transportation network should be accessible and should accommodate those of varying income, ability, and age across a wide range of travel modes.
- **Connected:** The transportation network should emphasize connectivity within the City, between adjacent communities and between different modes of transportation to create an integrated system.
- **Sustainable:** The transportation network should be sustainable, facilitating our current need for mobility while minimizing impacts on our natural environment.
- **Affordable:** The transportation network should be affordable, now and over the long run, making efficient use of existing and future infrastructure and maximizing benefits while reducing life-cycle costs.
- **Transportation Hierarchy:** Development of a transportation hierarchy can help the City resolve trade-offs when they occur. Many other communities have used similar hierarchies to promote shifts in transportation patterns and choices over time. The hierarchy does not imply that any one mode will always be prioritized over another, but rather that the needs of each mode should be explicitly considered in the order presented as part of the decision making process.

The hierarchy of modes shown below (Figure 5) proposes that the City consider the needs of pedestrians, cyclists, public transit, and goods and services movements before that of private automobiles. This is consistent with the Plan's Vision and an over-arching goal of creating a more sustainable transportation system. By considering needs of these users first, it is hoped that future transportation plans, programs and projects will provide better, safer and more convenient solutions and encourage over time more people to walk, bike and ride the bus.

The hierarchy also recognizes that land use plays an important role in influencing and informing transportation issues and should be considered as an integral part of transportation planning and decision-making processes.

Figure 5: Transportation Hierarchy



3.4 Goals and Objectives

Goals and Objectives for the NTMP have been divided into key topic areas to provide clear direction for each component of the City’s transportation system. Policy from planNanaimo, the Strategic Plan or other City policies provide context and strategic direction within each topic area. Goals and Objectives follow, defining specific outcomes that will shape the Plan and the transportation system moving forward into the future.

Transportation Master Plan – Key Topic Areas

1. Land use & Transportation
2. Walking
3. Cycling
4. Transit
5. Major Roads
6. Neighbourhood Transportation
7. Parking
8. Strategic Connections

Table 3 below provides a summary of the strategic directions and goals for each topic area. Objectives, further discussion and details are provided within each section.

Table 3: NTMP Strategic Directions and Goals

	STRATEGIC DIRECTION	GOALS
LAND USE & TRANSPORTATION	<i>Integrate land use and transportation planning in the City to support the development of compact, dense, mixed use mobility hubs that support shorter trips and promote walking, cycling and public transit.</i>	<ul style="list-style-type: none"> ■ L1: More people and more jobs in mobility hubs and near frequent transit ■ L2: Support land use policies that will reduce travel demands ■ L3: Create great public spaces
WALKING	<i>Make walking a safe, comfortable, convenient, accessible, and enjoyable experience for residents of all ages and abilities within and between Nanaimo’s neighbourhoods.</i>	<ul style="list-style-type: none"> ■ W1: Make walking safer, more comfortable, and more accessible ■ W2: More and better places to walk ■ W3: More people walking more often
CYCLING	<i>Make cycling a safe, comfortable, enjoyable, and normal experience for residents of all ages and abilities within and between Nanaimo’s neighbourhoods.</i>	<ul style="list-style-type: none"> ■ C1: More places to cycle to ■ C2: Encourage and promote cycling as a normal, everyday transportation choice ■ C3: Make cycling safer and more comfortable ■ C4: More people cycling more often
TRANSIT	<i>Make transit a more economical, convenient, reliable, accessible, and practical way to move within and beyond the City by enhancing transit services and facilities and the overall customer experience.</i>	<ul style="list-style-type: none"> ■ T1: Enhance transit service quality ■ T2: Develop a transit-supportive public realm ■ T3: Enhance the transit customer experience ■ T4: More people taking transit more often

Table 3 (Cont'd): NTMP Strategic Directions and Goals

	STRATEGIC DIRECTION	GOALS
MAJOR ROADS	<p>The Plan should identify investments required in the road network to meet the mobility needs of current and future residents while encouraging a shift from personal auto travel to other more sustainable modes.</p> <p>Future street investments should aim to create more complete streets that better balance the needs of all road users.</p> <p>The plan should support initiatives which reduce the need to travel by single occupancy vehicle while recognizing that travel by personal vehicles is and will be for the life of the plan, the dominate mode of travel within the City.</p>	<ul style="list-style-type: none"> ■ R1: Reduce the environmental impact of vehicle trips ■ R2: Make the street network safer and more comfortable for all users ■ R3: Manage the road network in an efficient, cost-effective manner ■ R4: Ensure the efficient movement goods and services now and into the future ■ R5: Fewer, shorter single occupant vehicle trips
NEIGHBOURHOOD STREETS	<p>Develop neighbourhood street networks (including streets, laneways and pedestrian / cycling connections) that provide access from within neighbourhoods to the larger road network support traveling to adjacent land uses by walking and cycling.</p>	<ul style="list-style-type: none"> ■ N1: Improve neighbourhood livability and quality of life ■ N2: Manage the traffic impacts on neighbourhood streets
PARKING	<p>To manage the City's supply of on-street and off-street parking to support the economic vitality of the City while managing impacts of parking on neighbourhoods, recognizing that parking policy and availability can influence people's transportation choices.</p>	<ul style="list-style-type: none"> ■ P1: Promote economic vitality of commercial areas ■ P2: Manage parking on neighbourhoods
EXTERNAL CONNECTIONS	<p>To strengthen connections outside Nanaimo for residents, businesses and tourism to support the City's position as a transportation and service hub; enhance strong connections to the City's trading areas; cost effective shipping connections to the BC mainland; and frequent, affordable and reliable service to the mainland via air and water.</p>	<ul style="list-style-type: none"> ■ E1: Reinforce the City's role as a hub for central Vancouver Island for movement of people and goods by road, rail, water and air.

3.4.1 Mobility Hubs

Transportation choices are influenced by many factors. The Plan seeks to shift Nanaimo's transportation mix through changes and improvements to the City's transportation policies, infrastructure and systems. However, land use and development patterns also have a large, and in some cases, greater impact on how we travel. How services, schools, recreation, jobs and activities are located relative to our homes, and each other, influences how we access them. Where distances are short and connections are direct and comfortable many of us will walk or ride a bike, but where distances are long or connections are circuitous and difficult, we will take our cars. Recognizing this relationship, the Plan has identified areas of the City that are, or have the potential to, support higher levels of non-auto travel through the concept of **Mobility Hubs**.

Mobility hubs are places of connectivity that integrate a diverse mix of land uses and transportation services. They typically have a concentration and **mix of destinations** to work, shop, play and live within

a walkable core. They benefit from concentrations of **transit services**, and often include a transit exchange and connections of long-distance transportation services. They are often centred on a major destination, such as universities, shopping centres, hospitals, and community centres, which act as anchors of activity for the hub.

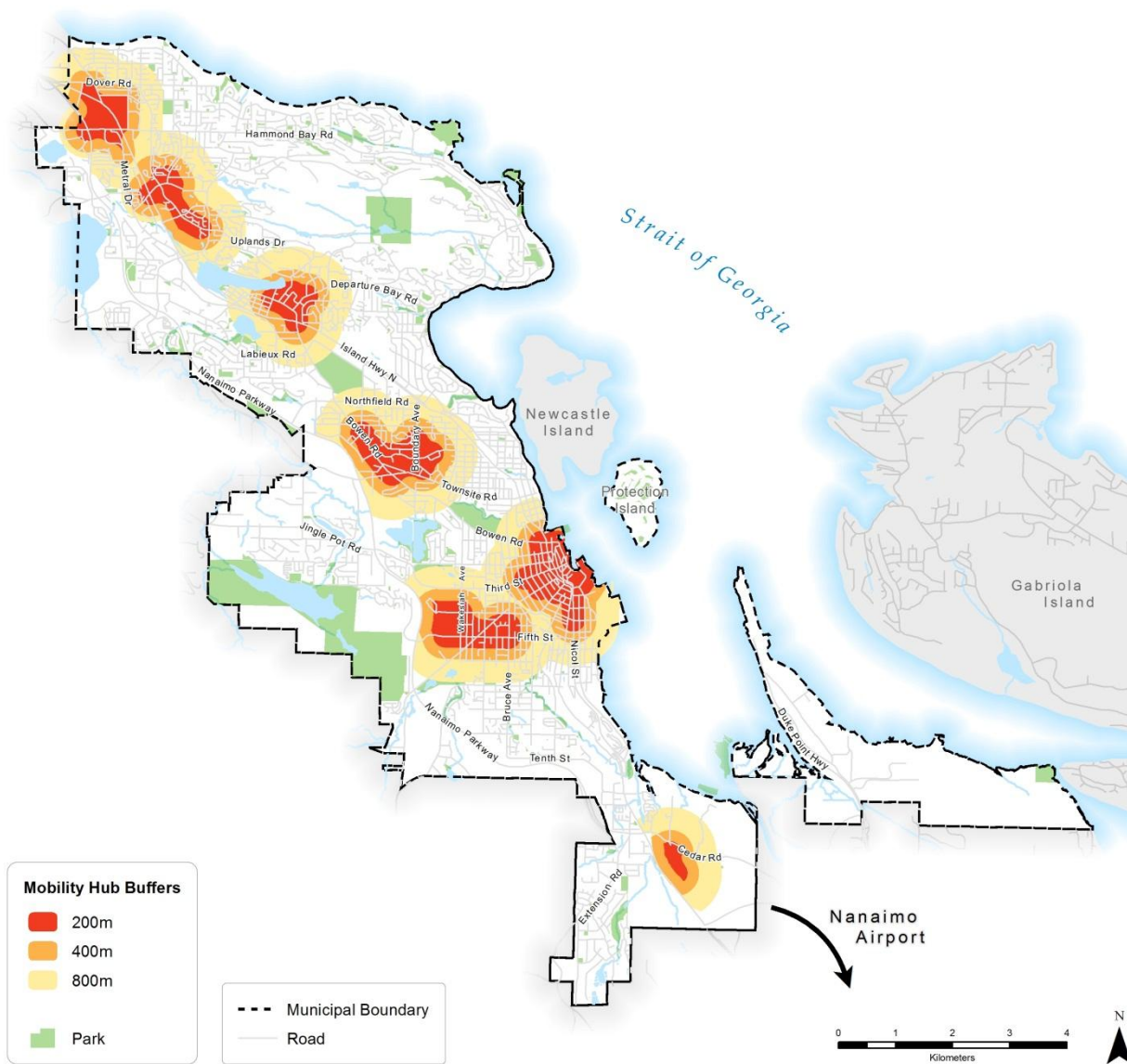
Key characteristics associated with mobility hubs include scale, density, mixture, and land use forms that promote the integration of transportation and land use. Mobility hubs are characterized by land uses and buildings that are **scaled** to support walking, cycling, and transit and **densities** that reduce trip distances, promoting the use of alternative transportation modes. There should be a **mixture of land uses** to increase the amount of activity and services within each hub.

For residents, shoppers or workers within a hub, most destinations should be within a comfortable walk or short bike ride; for longer distance trips outside the hub, strong transit and cycling connections should be provided between hubs. To support these non-auto trips, streets and other transportation infrastructure within hubs must encourage walking and riding through their design. Adopting concepts such as Universal Accessibility and Complete Streets can help achieve these goals. Over time mobility hubs will likely attract more residents who don't travel by car.

Consistent with the OCP, densification of residents, services and employment within hubs will be supported. As residents and employees within hubs will make a greater proportion of their trips by walking, biking, and transit, this will reduce travel by car. However, many residents will continue to live outside mobility hubs, and vehicle access will continue to be important. While visitors will still require parking, Mobility Hubs create opportunities for reduced and shared parking where peak parking times for adjacent land-uses vary. Mobility hubs should promote parking once and walking between destinations within the hub to reduce short auto trips that contribute to congestion.

Within Nanaimo seven potential mobility hubs were identified. Five of the hubs, Woodgrove, NGRH, VIU, Downtown and Sandstone are already identified within the OCP as **urban nodes**, and there is strong alignment between the two concepts. The additional mobility hubs identified were in areas of the City that already have concentrations of destinations, transportation services and alternative travel behavior; Country Club and North Nanaimo Centre/Longwood. Potential mobility hubs are shown in **Figure 3** with a sequence of 200m, 400m, and 800m buffers that represent walkable distances to and from each hub.

Figure 3: Mobility Hubs

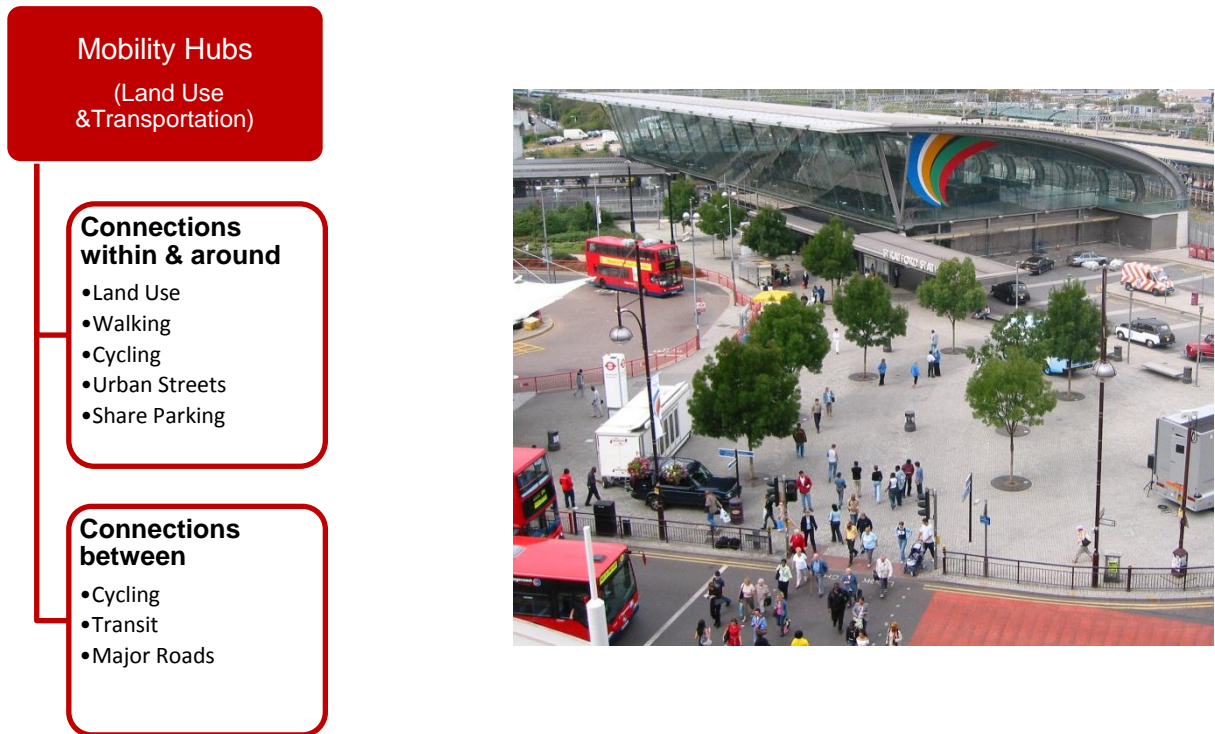


Mobility hubs serve as the overall foundation of the NTMP and shape the remaining directions of the plan. As shown in **Figure 4** below, there are two groupings of strategies associated with mobility hubs, including:

- **Connections within and around mobility hubs**, which are primarily focused on creating vibrant communities by providing facilities and amenities to promote walking, cycling and other short-distance trips within the mobility hubs themselves, developing complete streets with a focus on multi-modal; promoting supportive land use scale, density, mixture and form as noted above; and managing parking; and,

- **Connections between mobility hubs** are fostered by promoting frequent and direct two-way transit services between mobility hubs as well as developing high quality cycling facilities along with a multi-modal road network to provide connections between mobility hub.

Figure 4: Transportation Plan Framework



3.4.2 Land Use & Transportation

Context:

“Urban Nodes are the commercial, service, and high density focal points of Nanaimo, with the Downtown functioning as the primary urban node in the city. Each will be developed as a “complete community” with a broad range of higher density residential, commercial, community, and open space uses. They will build both on existing development and redevelopment opportunities, with infrastructure that supports high urban densities. In addition, each Node will develop to allow for alternative modes of transportation, including walking, cycling, and public transit.” – PlanNanaimo

a. Strategic Direction

Integrate land use and transportation planning in the City to support the development of compact, dense, mixed use mobility hubs that support shorter trips and promote walking, cycling and public transit.

b. Goals & Objectives

Goal L1: More people and more jobs in mobility hubs and near frequent transit

- Objective L1.1: Encourage population, employment and development growth to be located within mobility hubs and along frequent transit corridors.
- Objective L1.2: Increase both residential and employment densities in mobility hubs and along frequent transit corridors to support transit services and create walkable and bicycle-friendly destinations.
- Objective L1.3: Create complete communities in mobility hubs with a mix of land uses and services, including higher density residential, commercial, community, and open space uses.



Goal L2: Support land use policies that will reduce travel demands

- Objective L2.1: Support development patterns that reduce the distance of travel required to access basic daily services.
- Objective L2.2: Consider the multi-modal transportation impacts and benefits as part of the decision-making for all major land use decisions.
- Objective L2.3: Consider higher levels of pedestrian, cycling and transit amenities for developments within frequent transit corridors and mobility hubs.

Goal L3: Create Great Public Spaces

- Objective L3.1: Ensure that new buildings and urban designs create attractive, interesting and safe public realms and explicitly consider pedestrians and cyclists as part of access plans.
- Objective L3.2: As redevelopment occurs in mobility hubs, encourage the development of fine-grained and well-connected street networks forming a grid-like structure wherever possible to provide improved connections for pedestrians, cyclists and other road users.
- Objective L3.3: Create community places within the right-of-way in key activity areas that support walking, cycling, and social interactions.
- Objective L3.4: Create 'great streets' that capture the energy and cultural, social, environmental characteristics of Nanaimo.

3.4.3 Walking

Context:

“Walking as a method of travel has many benefits: low cost travel; part of a healthy lifestyle; and environmentally friendly. To be able to walk easily from destination to destination, however requires the infrastructure to provide a safe and enjoyable walking environment, especially in areas of vehicle traffic. In addition, to encourage walking, facilities and services must be accessible within a reasonable distance. A network of both sidewalks and trails that connect destinations and activity centres to neighbourhoods is an important step in making walking a viable alternative to vehicles over short-distances.” – PlanNanaimo

a. Strategic Direction

Make walking a safe, comfortable, convenient, accessible, and enjoyable experience for residents of all ages and abilities within and between Nanaimo’s neighbourhoods.

b. Goals & Objectives

Goal W1: Make walking safer, more comfortable, and more accessible

- Objective W1.1: Create streets that are safe, attractive, comfortable walking environments.
- Objective W1.2: Reduce the number and severity of pedestrian collisions.
- Objective W1.3: Create a walking environment that is universally accessible.



Goal W2: More and better places to walk

- Objective W2.1: Develop vibrant neighbourhoods that support walking to nearby destinations such as schools, shops and transit.
- Objective W2.2: Develop a comprehensive and connected pedestrian network, comprised of both on-street and off-street facilities across the City, that connects major destinations and facilities and that is easy to navigate.
- Objective W2.3: Develop infrastructure that allows residents with a wide range of abilities to comfortably use the pedestrian network.
- Objective W2.4: Adjust the amount and quality of walking facilities to best match adjacent land use, buildings and businesses.
- Objective W2.5: Prioritize improvements where they will result in the greatest benefits while considering the safety and vulnerability of potential users.

Goal W3: More people walking more often

- Objective W3.1: Increase the mode share and number of trips made by walking

3.4.4 Cycling

Context:

“A network of cycle routes and trails can provide both a transportation alternative for commuters and a facility for recreational users. In this Plan, the cycle network consists of a mix of on-road and off-road components. While the on-road components tend to support commuter use, the off-road component supports both recreational and commuter uses. The trails system comprises most of the off-road component of the cycle network.

Together, cycle routes and trails provide the linkages people need to get around safely, efficiently and enjoyably by cycle.” – PlanNanaimo

a. Strategic Direction

Make cycling a safe, comfortable, enjoyable, and normal experience for residents of all ages and abilities within and between Nanaimo’s neighbourhoods.

b. Goals and Objectives

Goal C1: More places to cycle to

- Objective C1.1: Plan and develop a dense and well-connected city-wide bicycle network of on- and off- street cycling facilities.
- Objective C1.2: Plan and develop a spine of high quality bicycle facilities that are attractive and comfortable for ‘Interested and Concerned’ cyclists connecting major destinations.
- Objective C1.3: Ensure that the bicycle network connects to key destinations throughout the City, including commercial areas, schools and parks and is easy to navigate.
- Objective C1.4: Ensure that on-street and off-street bicycle facilities are maintained year-round

Goal C2: Encourage and promote cycling as a normal, everyday transportation choice

- Objective C2.1: Develop high quality and convenient end-of-trips cycling facilities such as bicycle parking, showers and change rooms.

What Does “Interested but Concerned” Mean?

A significant amount of research has identified that, in most cities, there is a large segment of the population that is interested in cycling more often but has significant concerns, typically related to safety that limits how much they cycle. This population segment is called “Interested but Concerned” group. In order to increase the number of people who cycle, many cities are strategically focusing on this group by developing dedicated cycling infrastructure and making the cycling experience more attractive, comfortable and safer



- Objective C2.2: Improve the integration and connectivity of cycling with other modes of transportation such as transit, ferries, intercity buses, and trains.
- Objective C2.3: Develop education and awareness programs that promote cycling as part of an environmentally friendly and healthy lifestyle.

Goal C3: Make cycling safer and more comfortable

- Objective C3.1: Update the City's design guidelines for pedestrian and bicycle facilities to reflect current best practices for bicycle design.
- Objective C3.2: Reduce the number and severity of cyclist collisions.

Goal C4: More people cycling more often

- Objective C4.1: Increase the mode share and number of trips made by cycling.

3.4.5 Transit

Context:

“A principal objective of this Plan is to increase transit use by making it a more economical, convenient and practical means to move around the city. Nanaimo’s low density, spread out neighbourhoods are difficult to service economically with transit. While improved convenience and service is necessary if transit is to be a significant factor in changing mobility patterns, this will only come about with increased densities in Urban Nodes, along Corridors, and within Neighbourhoods. The Plan seeks support for regional transit planning by BC Transit, the Regional District of Nanaimo, BC Ferries and other service agencies that support local transit services.” – PlanNanaimo

a. Strategic Direction

Make transit a more economical, convenient, reliable, accessible, and practical way to move within and beyond the City by enhancing transit services and facilities and the overall customer experience.

b. Goals & Objectives

Goal T1: Enhance transit service quality

- Objective T1.1: Develop a network of frequent and direct transit services within key corridors that connect major destinations and areas of high population, services and employment density.

- Objective T1.2: Provide local and custom transit alternatives that connect with the frequent transit network.
- Objective T1.3: Maximize utilization of transit infrastructure and services to reduce long-term costs, and focus improvements on routes and corridors that have the greatest ridership potential.
- Objective T1.4: Provide improved transit service throughout the day and on evenings and weekends.
- Objective T1.5: Provide regional transit connections outside the City.



Goal T2: Develop a transit-supportive public realm

- Objective T2.1: The majority of transit trips start and end as walking trips; support development of improved pedestrian connections to transit stops.
- Objective T2.2: Ensure that the transit network provides strong connections between mobility hubs within the City and other major employment centres/destinations, including VIU and NRGH

Goal T3: Enhance the transit customer experience

- Objective T3.1: Develop comfortable quality transit facilities at stops and exchanges.
- Objective T3.2: Improve customer information online, at stops and transit facilities.
- Objective T3.3: Provide enhanced amenities at stops and transit facilities, including benches, shelters, and signage
- Objective T3.4: Improve integration between public transit and other modes, including walking, cycling, car-share, water-based, and air-based transportation including park-and-ride facilities at key transit exchanges.
- Objective T3.5: Develop universally accessible infrastructure that allows residents with a wide range of abilities to comfortably use the transit network.

What is Universal Accessibility?

Universal accessibility aims to eliminate barriers that might limit people, across a wide range of ages and abilities from carrying out their daily activities. Considering carefully the needs of people with physical and cognitive impairments often results in better infrastructure for all users.

Goal T4: More people taking transit more often

- Objective T4.1: Increase the mode share and number of trips made by transit.
- Objective T4.2: Make transit a viable option for more residents and visitors, including those with access to a personal vehicle, i.e. choice users.

3.4.6 Major Roads

Context:

“The biggest demand for mobility infrastructure and services is to support cars, trucks and other motorized vehicles. Approximately 20% of the developed land base in Nanaimo is committed to roads and parking in Nanaimo. The cost of building and maintaining this infrastructure constitutes almost half of the City’s annual expenditures – and this does not address any environmental and social costs.

To meet the demands of growth, new roads and road upgrades must be planned and built, but in ways that minimize negative social and environmental effects. If alternative travel objectives are to be accomplished, improving and developing roads and sidewalks to support all uses – walking, biking, transit and vehicle use – will also be required.

City streets are our main public places. However, too many streets, particularly major roads, are unattractive, uncomfortable public places. This Plan seeks to put “life” and “people” back on our streets. City streets will be made more “livable” and attractive in part through landscaping and by careful design of uses along busy streets.” – PlanNanaimo

a. Strategic Direction

The Plan should identify investments required in the road network to meet the mobility needs of current and future residents while encouraging a shift from personal auto travel to other more sustainable modes. At the same time future street investments should aim to create more complete streets that better balance the needs of all road users.

Enhance the mobility and access of residents and visitors traveling within and throughout the City by maximizing the use of the existing road network before building new facilities, and by supporting initiatives which reduce the need to travel by single occupancy vehicle while recognizing that travel by personal vehicles is and will be for the life of the plan, the dominate mode of travel within the City.

b. Goals & Objective

Goal R1: Reduce the environmental impact of vehicle trips

- Objective R1.1: Encourage trip chaining, working/studying remotely, and other strategies to reduce the number of trips made by residents and businesses to meet their basic daily travel needs.



- Objective R1.2: Reduce the distance of driving trips by encouraging population and employment growth in mobility hubs and promoting the development of service centres throughout the City.
- Objective R1.3: Encourage residents and visitors to shift travel modes by walking, biking, using transit or carpooling instead of using the single occupant vehicle.
- Objective R1.4: Promote emerging technologies that reduce vehicle emissions such as high-efficiency, bio-fuel, hybrid, zero emission and electric vehicles.

Goal R2: Make the street network safer and more comfortable for all users

- Objective R2.1: Update the City's street design guidelines to better support mobility for all modes and users. Reflect current best practices and create streets that balance the utility of moving vehicles versus the quality of public space created.
- Objective R2.2: Reduce the number and severity of collisions on major streets, particularly for vulnerable road users such as pedestrians and cyclists.

Goal R3: Manage the road network in an efficient, cost-effective manner

- Objective R3.1: Optimize the road network by prioritizing improvements to existing streets before adding additional capacity.
- Objective R3.2: Prioritize road network improvements to locations with existing and forecast safety and operational issues
- Objective R3.3: Plan and protect for future road network expansion to maximize future flexibility and options while reducing costs.

Goal R4: Ensure the efficient movement goods and services now and into the future

- Objective R4.1: Plan and develop a major road network that meets the mobility needs of existing and future residents, businesses and visitors.
- Objective R4.1: Maintain an efficient network of designated truck routes that connect commercial and industrial centres within the City.
- Objective R4.2: Minimize the impact of commercial vehicles on neighbourhoods.
- Objective R4.3: Increase connectivity to the City's commercial, institutional and industrial areas for people and goods.

Goal R5: Fewer single occupant vehicle trips

- Objective R5.1: Reduce the mode share and number of trips made by single occupant vehicle.

3.4.7 Neighbourhood Transportation

Context:

“Every city neighbourhood has a unique character – a combination of history, housing style, physical setting, location and people. Neighbourhoods are the building blocks of the city and their diversity and identity contribute to Nanaimo’s vitality...In order to maintain the viability, livability and affordability of these neighbourhoods, it is critical that the City continue to invest in infrastructure upgrades as required, enhance recreation and park facilities as needed, and ensure that new development is in harmony with the existing neighbourhood.” – PlanNanaimo



a. Strategic Direction

Develop neighbourhood street networks (which includes streets, laneways and pedestrian / cycling connections) that provide access within neighbourhoods and from the larger road network, support adjacent land uses, walking and cycling

b. Goals & Objectives

Goal N1: Improve neighbourhood livability and quality of life

- Objective N1.1: Design neighbourhood street networks that provide efficient access for vehicles, pedestrians and cyclists as well as municipal and emergency services to neighbourhood destinations.
- Objective N1.2: Create neighbourhood streets that are good public spaces, comfortable for all users including pedestrians and cyclists, and encourage good driver behaviour.
- Objective N1.3: Integrate rainwater management, street trees and other green infrastructure within neighbourhood streets.
- Objective N1.4: Ensure children can safely walk and cycle to schools within their neighbourhood.
- Objective N1.5: Support retention of passenger ferry services to Protection Island.

Goal N2: Manage the traffic impacts on neighbourhood streets

- Objective N2.1: Minimize the impact of commercial vehicles within neighbourhoods.
- Objective N2.2: Define and encourage appropriate traffic volumes and speeds expected within neighbourhood streets through street design, street network layout and where necessary, traffic calming.

3.4.8 Parking

Context:

“Develop comprehensive parking plans to reduce the impact of vehicles and to encourage transit, pedestrian and cycle use”. – *PlanNanaimo*

“Parking is a City Asset - A city’s parking strategy is aimed at developing and managing this asset. “
– *Parking Management Study*

a. Strategic Direction

To manage the City’s supply of on-street and off-street parking to support the economic vitality of the City while managing impacts of parking on neighbourhoods, recognizing that parking policy and availability can influence people’s transportation choices.

b. Goals & Objectives

Goal P1: Promote economic vitality of commercial areas

- Objective P1.1: Provide on-street parking adjacent to commercial areas to support economic vibrancy, improve the streetscape, and increase comfort for pedestrians and cyclists.
- Objective P1.2: Provide greater flexibility for off-street parking requirements within mobility hubs and adjacent to frequent transit corridors.
- Objective P1.3: Prioritize parking for low emission, car-share, high occupancy, and persons with disabilities.
- Objective P1.4: Develop requirements for bicycle parking and other end-of-trip facilities

Goal P2: Manage parking on neighbourhoods

- Objective P2.1: Manage the impacts of parking in residential areas adjacent to major commercial and employment areas, such as VIU, Downtown, the BC Ferries terminals, and NRGH.
- Objective P2.2: Vary the supply of on-street parking to better reflect parking demand by prioritizing on-street parking in areas of higher density or neighbourhood destinations.

3.4.9 External Connections

Context:

“By 2025, the City of Nanaimo will excel as a transportation and service hub for Vancouver Island. The City also accepts the visionary challenge of positioning Nanaimo as the transportation and service hub for Vancouver Island and is willing to work with partners to enhance external bus, rail, ferry, air connections to Vancouver, Victoria and the world.” – *Strategic Plan*

a. Strategic Direction

To strengthen connections outside Nanaimo for residents, businesses and tourism to support the City’s position as a transportation and service hub; providing good connections to trading areas; cost effective shipping connections to the BC mainland; and frequent, affordable and reliable service to the mainland via air and water.

b. Goals & Objectives

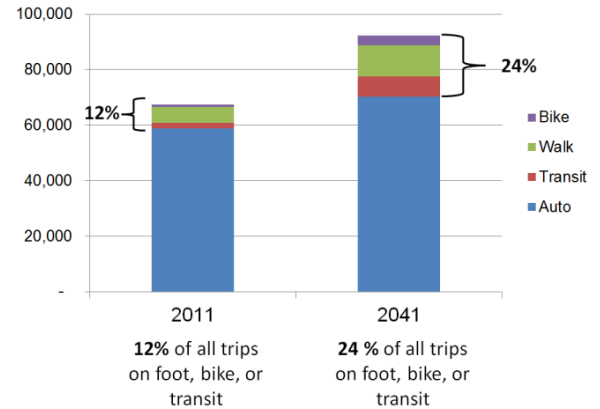
Goal E1: Reinforce the City’s role as a hub for central Vancouver Island for movement of people and goods by road, rail, water and air.

- Objective E1.1: Improve connections between Nanaimo, other Vancouver Island communities, Metro Vancouver and the BC Mainland for residents, businesses and visitors.
- Objective E1.2: Support a wide range of transportation services connecting Nanaimo to Metro Vancouver with a range of travel times and costs.
- Objective E1.3: Support non-automobile connections between to/from Vancouver, Victoria and other Vancouver Island destinations.
- Objective E1.4: Support commercial transportation services on/off Vancouver Island to minimize shipping costs and maintain the competitiveness of local businesses and Nanaimo’s role as a regional distribution hub.
- Objective E1.5: Support the development of Nanaimo Airport and expansion of service to provide greater connectivity to destinations within BC and beyond.
- Objective E1.6: Support the development of industrial, recreational, tourism and transportation (including marine air) services within the Port of Nanaimo



3.5 Targets

Taking into consideration the Transportation Plan’s vision, goals and objectives, target mode splits were developed for 2041. The recommended targets propose doubling the percentage of sustainable transportation trips (walk/bike/transit) from 12% today to 24% in 2041. By 2041 about a quarter of trips in the City would be made by walking, biking or riding transit; a significant increase over current conditions.

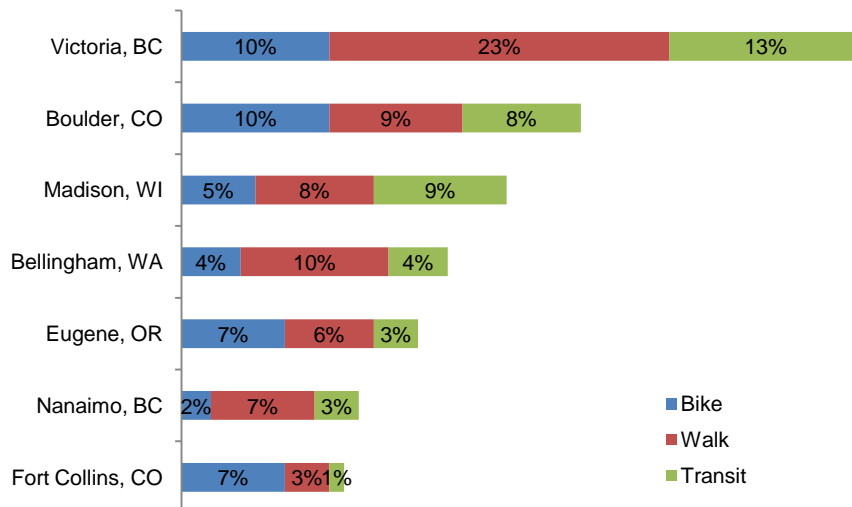


During the same time period, the City’s population is expected to grow by approximately 50% (+40,000 residents). Correspondingly, the total number of trips within the City is projected to increase from approximately 250,000/day today, to 375,000/day in 2041.

To achieve a 24% sustainable transportation mode split in 2041, the number of sustainable transportation trips will have triple from 30,000/day to 90,000/day. At the same time, vehicle trips will continue to grow, though more slowly than in the past, maintaining their position as the dominate mode of transportation in the City. Better vehicle technology, reduced trip lengths and other strategies can reduce the impact of these trips.

While these targets represent a significant and bold change in direction for the City, based on experience from other City’s they are achievable. As is shown in the chart below, other similar peer cities (cities with a comparable population and population density as Nanaimo) have achieved sustainable transportation mode shares exceeding 10%-20% while some cities (Victoria, Boulder, Madison) have exceeded 20%.

Figure 5: Peer City Comparison of Non-Automobile Mode Shares



Appendix A

Summary of Stakeholder Workshop #2 Input

Item	Discussion
1.0	<p>LAND USE</p> <p>Goals & Objectives</p> <ul style="list-style-type: none"> • Goal L1: <ul style="list-style-type: none"> • Shared parking coordinated with land use plans • Reconcile land use with transportation patterns • Shorter blocks (interconnected) • Goal L2: Prioritize improvements to provincial highway (Parkway) to protect city roads (keep 2 lanes) • Goal L3: Methods to entice development of mobility hubs • Goal L4: Encourage use of roundabout vs. Traffic signals • Goal L5: Traffic signal coordination • Goal L6: Designate truck routes compatible with residential uses <p>Strategies & Actions</p> <ul style="list-style-type: none"> • Waterfront and stream paths • Floating path from Departure Bay Road to Newcastle Point • Retail zoning • Transit Bowen & VIU • Kayak modes – public storage and showers • Height for complete transformation <ul style="list-style-type: none"> • North Town Centre • Terminal Ave N • Bowen Rd/ Country Club Mall <p>Other Comments</p> <ul style="list-style-type: none"> • MOTI operates the Island Hwy as for transportation values only and not for community values • MOTI is primarily for moving vehicles between destinations in rural settings • Need to consider other uses or purposes for roads • Maybe should do a road swap with MOTI – they keep Brechin Hill and take over Northfield to the Parkway in exchange for the City taking over 19A from the top of Brechin Hill to the northern City limits; may need to develop a shared responsibility for the Trans Canada south to City limits. • Can't do everything at once – need a phased approach • Need to focus on areas that will generate most value • Downtown has greatest mix of uses and highest density as well as local serving retail – Country Club area also well suited as a mobility hub
2.0	<p>WALKING</p> <p>Goals & Objectives</p> <ul style="list-style-type: none"> • W2: The safety of walking environments (i.e. lighting, CPTED principles, safety perception) • Pedestrian vibrancy • Comfortable and direct routes,

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- Walking connectivity
- Integration with different mobility options, multiple mobility options
- W3: Recreational vs. Utilitarian walking routes – emphasis on walking routes for utilitarian trips
- W3.2: density, destinations, proximity
- Aesthetic and attractive walking environments and amenities
- External connections – make a walkable connection to the Ferry

Strategies & Actions

- Land use/ density/ destinations – land use & development
- Safety, eyes on the street, visibility
- Universal accessibility to sidewalks, crossings, curb cuts
- Harewood – mixed use, proximity, connectivity
- Connectivity, paths, routes that respect topography

Other Comments

- Pedestrian-only districts
- Safer Crossings
- Safe Routes to School
- Connect Nodes/ School/ Destinations
 - Increase sidewalk coverage in high demand areas
- Development of the E & N Trail
- Better Wayfinding
- Accessible/Audible crossing signals/signal upgrades
- Pedestrian-focussed design processes (i.e. roadway/intersection design that reflects pedestrian perspective/needs/desire lines)
- Establishment of key walking spines
 - East / West (VIU to Downtown)
 - North / South
- Development of recreation vs. utilitarian walking routes
- Better Weather protection
- Walking paths, routes that respect topography
- City incentives program for sidewalks development to address leap frog development
- Enforcement signs re: multi-use on seawall
- Complete connections from NAC/NIC to Downtown along 3rd Street (both sides)
- Pathways should make use of river corridors particularly in the Harewood area
- Walkways don't have to be paved all the time – permeable surfaces offer good trails for most users
- Walkway from Departure Bay to Downtown can use a variety of surfaces (paved, boardwalk, may have to be on floats to deal with riparian issues below Cilaire)
- Front Street needs to be made more cycle and pedestrian friendly – see

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	2004 or 2005 report done for BIA which talked about road dieting (two travel lanes, two parking, wider sidewalk, treed boulevards) <ul style="list-style-type: none">Engage the School District on Safer School Travel perspective.
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3.0 CYCLING

Goals & Objectives

- Unclear what “comfortable” means. This could be interpreted as the comfort of the bicycle itself, as opposed to the network. Once clarified, the group agreed this term is probably okay to keep.
- Consider changing the order of the goals. C3 and C4 imply C1 and C2.
- Cycling infrastructure is the key – foundation to achieve all other goals.
- Consider goal related to signage / communications. Good wayfinding for cyclists and also education for motorists and cyclists.
- Encourage support programs to get more people to try cycling, ie buddy system, workshops to encourage cycling.
- Nanaimo is a pioneer with google maps. The City should leverage emerging technologies and make sure the data on googlemaps is up to date and consider other web 2.0 applications.
- Cycling map should show E+N rail corridor.
- Add goal under C4 regarding more commitment to maintenance, particularly on the Parkway Trail.

Strategies & Actions

Network

- Avoid hills
- Maintenance
- No one dedicated to this
- Multiple jurisdictions (Park/roads)
- Bike share in mobility hubs
- Downtown is ignored
- Continue E&N
- Narrow lanes, slower traffic
- Need to focus on where they are going
- Mobility hubs
 - Schools, hubs, hospital, parks
 - Connected by E&N spine
- Upgrade parkway trail
- E&N intersections
- Better facility design (shoulders/ stencils)
- Focus on downtown (prioritize bikes and cars)
- Hospital large employer
- Waterfront walkway (from Departure Bay to estuary – well used, improve connectors, ends, past tour site)
- Address gaps/barriers

Support

- Public bike pumps
- Signal activation – “loops” random
- Funding
- Staffing – designated staff
- Incentives – discounts?

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	<ul style="list-style-type: none">• Developing social norms – celebrate cycling• Advisory committee (cycling) to vet projects• Leverage 2.0 tools - apps, map, twitter (report potholes)• Signage/ wayfinding• Special event cycling (close streets to card and only for bikes), vendors and other support <p>Other Comments</p> <ul style="list-style-type: none">• Top priority should be from VIU to Downtown using 4th and Albert (x2)• Extending E&N Trail to southern City limits – should consider using Haliburton instead of the E&N corridor (x2)
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4.0 TRANSIT

	<p>Goals & Objectives</p> <ul style="list-style-type: none">• T1: Coordinate bus routes vs. Car share• T1: Coordinate bus schedule with BC Ferry schedule• Ferry from Protection Island and bicycle facilities• Rapid transit better than new routes• Combine fares between systems• T4: Sidewalk to support access to buses both sides of the street• New ways to finance sidewalks• DCC relate to the distance to mobility hubs• Integrated bus stop with off street sidewalks (boulevards)• DCC to build more sidewalks• T5: Transit hub facilities• Shelter at high activity locations• Bicycle lockers at hub• Park and Ride at exchanges• Web info• On-board bus schedule information• Agreement with the text and comments for the goals, objectives• People liked the Overarching Planning Philosophy but pointed out that today it is the, opposite and that it will be hard to implement the proposed planning hierarchy,• T4 was very much appreciated,• T5.4 add “car share”,• Revisit the 8% target for transit as some groups didn’t get to this. <p>Strategies & Actions</p> <ul style="list-style-type: none">• Linearity of the City if a strength for developing a Rapid Bus Transit system. Suggestions for this – Old Island Highway and from Downtown to VIU• Current bus routes are based on coverage not connectivity and frequency• Bowen Road could also have potential to increase service• 4 studies have been submitted by VIU to the RDN about the Upass system but the RDN does not appear to be receptive to increased service to VIU• Regional spacing should be about 800m <p>Other Comments</p> <ul style="list-style-type: none">• Transit one corridor
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5.0	<p>STREETS</p> <p>Strategies & Actions</p> <ul style="list-style-type: none"> • Redesign inefficient intersections. New ideas instead of traffic lights and stop signs. Implementing roundabouts, etc. • On neighbourhood level – have different modes share the streets instead of separate vehicles, cyclists and pedestrians. This is a great way to traffic calming. • “North of Wellington Overpass” – Business encouraged through City. Sponsored program to ensure sidewalks on all sides of property “award for design” and use of all disability groups.
6.0	<p>NEIGHBOUHOODS AND PUBLIC SPACES</p> <p>Strategies & Actions</p> <ul style="list-style-type: none"> • Consider re-writing the entire section on Neighborhoods so the Goals and Objective so the language and terminology more accessible. Consider making the document similar to the Red Deer Mobility Handbook. http://www.reddeer.ca/NR/rdonlyres/B397AAF7-19BB-4ADF-B60C-C56A3C09A39A/0/RedDeerDRAFTMobilityPlaybook.pdf • Traffic calming - to improve road safety, slow down drivers, beautify neighbourhoods. Also consider impacts on emergency vehicle and if response time would be effected. • Objective N1.2 include something on safety and/or comfortable for users. • Foster a sense of community and responsibility. • Review the “Open Space” section to determine if Goals and Objectives need to be added <p>Other Comments</p> <ul style="list-style-type: none"> • Having a narrow street as shown in Photo 8.5m Local road looks great but doesn't encourage cycling because of fear. • Engage the School District on Safer School Travel perspective.
7.0	<p>PARKING</p> <p>Goals & Objectives</p> <ul style="list-style-type: none"> • Interconnectivity • Creating parking that works for neighbourhoods • N1: safe and comfortable • N2: neighbourhood takes ownership of streets • Beauty to neighbourhood streets • Paid parking control on streets • Alternative parking adjacent to neighbourhoods • P1 (or P1.2): While maintaining the integrity of the neighbourhood • P2: Decrease the impact of employee/ non-resident parking in neighbourhoods • P1: Cycle and scooter parking! • P2: Develop strategies for on-street parking in older neighbourhoods • Red Deer Mobility Playbook • Walking connectivity through parking lots • Clarify the terminology of this section (i.e. on-street / off-street, city owned)

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	<p>or private lots), or offer a description/definition</p> <ul style="list-style-type: none">• Consult the parking manager or provide opportunity for input in this section (why isn't the parking manager at this meeting?)• Objective 1.2 was difficult for the participants to understand because it lacked and good examples to compare nor was there very much insight into the type of facilities.
8.0	EXTERNAL CONNECTIONS
	<ul style="list-style-type: none">• Safe Routes to School• Engage the School District on Safer School Travel perspective.• Increase pedestrian sidewalk coverage - schools