



## Notice of Meeting and Meeting Agenda Regional Parks Committee

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Wednesday, November 25, 2020

10:00 AM

6th Floor Boardroom  
625 Fisgard St.  
Victoria, BC V8W 1R7

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B. Isitt (Chair), D. Screech (Vice Chair), F. Haynes, J. Loveday, C. McNeil-Smith, R. Martin,  
R. Mersereau, J. Ranns, L. Seaton, M. Tait, G. Young, C. Plant (Board Chair, ex-officio)

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

### 1. Territorial Acknowledgement

### 2. Approval of Agenda

### 3. Adoption of Minutes

#### 3.1. [20-759](#) Minutes of the October 28, 2020 Regional Parks Committee Meeting

**Recommendation:** That the minutes of the Regional Parks Committee meeting of October 28, 2020 be adopted as circulated.

**Attachments:** [Minutes - October 28, 2020](#)

### 4. Chair's Remarks

### 5. Presentations/Delegations

### 6. Committee Business

#### 6.1. [20-745](#) CRD Regional Parks Revenue Generation Strategy - 2021-2024

**Recommendation:** The Regional Parks Committee recommends to the Capital Regional District Board: That the CRD Regional Parks Revenue Generation Strategy 2021-2024 be approved and that staff bring back an amendment of Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

**Attachments:** [Staff Report: CRD Regional Parks Revenue Generation Strategy - 2021-2024](#)  
[Appendix A: Regional Parks Revenue Generation Strategy - 2021-2024](#)  
[Appendix B: Regional Parks Revenue Generation Review](#)

**6.2.      [20-629](#)      South Island Transportation Strategy**

**Recommendation:** [On November 18, 2020, the Capital Regional District Board approved the following motion to refer from the Planning, Transportation and Protective Services Committee:]  
That the South Island Transportation Strategy report be referred to the Regional Parks Committee as the fourth recommendation speaks to inter-regional trails.

**Attachments:**      [Staff Report; South Island Transportation Strategy](#)  
[Appendix A: South Island Transportation Strategy](#)  
[Appendix B: Summary Analysis – SITS and the RTP](#)  
[Appendix C: Recent & Planned Transportation Projects](#)

**7. Notice(s) of Motion****8. New Business****9. Motion to Close the Meeting****9.1.      [20-761](#)      Motion to Close the Meeting**

**Recommendation:** 1. That the meeting be closed for Land Acquisition in accordance with Section 90(1)(e) of the Community Charter.  
2. That such disclosures could reasonably be expected to harm the interests of the Regional District. [1 item]

**10. Adjournment**

The next meeting is TBD.

To ensure quorum, please advise Tamara Pillipow ([tpillipow@crd.bc.ca](mailto:tpillipow@crd.bc.ca)) if you or your alternate cannot attend.

## Meeting Minutes

### Regional Parks Committee

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Wednesday, October 28, 2020

10:00 AM

6th Floor Boardroom  
625 Fisgard St.  
Victoria, BC V8W 1R7

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#### PRESENT

Directors: B. Isitt (Chair), D. Screech (Vice Chair), F. Haynes (10:06 AM), J. Loveday, C. McNeil-Smith, R. Martin, R. Mersereau, J. Ranns, L. Seaton, J. Bateman (for M. Tait), G. Young, C. Plant (Board Chair, ex-officio)

Staff: L. Hutcheson, General Manager, Parks and Environmental Services; J. Leahy, Senior Manager, Regional Parks; S. Henderson, Manager, Real Estate; M. MacIntyre, Regional Parks Manager of Operations; B. Schultz, Manager Planning, Resource Management and Development, Regional Parks; M. Lagoa, Acting Deputy Corporate Officer; T. Pillipow, Committee Clerk (Recorder)

Regrets: Director M. Tait

The meeting was called to order at 10:04 am.

#### 1. Territorial Acknowledgement

Chair Isitt provided a Territorial Acknowledgement.

#### 2. Approval of Agenda

**MOVED** by Director Mersereau, **SECONDED** by Director Screech,  
That the agenda for the October 28, 2020 Regional Parks Committee meeting be approved.  
**CARRIED**

#### 3. Adoption of Minutes

- 3.1. [20-462](#) Minutes of the July 22, 2020 and September 30, 2020 Regional Parks Committee Meetings
- MOVED** by Director Seaton, **SECONDED** by Director Mersereau,  
That the minutes of the Regional Parks Committee meetings of July 22, 2020 and September 30, 2020 be adopted as circulated.  
**CARRIED**

#### 4. Chair's Remarks

Chair Isitt welcomed Alternate Director Bateman to today's meeting.

## 5. Presentations/Delegations

There were no presentations or delegations.

## 6. Committee Business

### 6.1. [20-566](#) 2019-2022 Parks & Natural Resource Management Service Planning

L. Hutcheson spoke to Item 6.1.

Discussion ensued on sufficient direction having been provided to inform the letter being written.

**MOVED by Director Isitt, SECONDED by Director Loveday,  
The Regional Parks Committee recommends to the Capital Regional District Board:  
That the Board Chair advocate to the provincial and federal governments asking them to participate in further parkland acquisition in the Capital Region.  
CARRIED**

### 6.2. [20-657](#) Response to Notice of Motion: Galloping Goose Regional Trail Dog Management - Kilometre 49-Kilometre 55

J. Leahy spoke to item 6.2.

Discussion ensued on the following:

- that direct concerns voiced in committee are not necessarily reflected in staff reports
- reasons for a ticket issuance
- CRD bylaws superseding another local government's on the Galloping Goose

**MOVED by Alternate Director Bateman, SECONDED by Director Haynes,  
The Regional Parks Committee recommends to the CRD Board:  
That the Board direct staff to initiate a Regional Trails Management Plan amendment process and undertake streamlined First Nations, municipal/electoral, and public engagement regarding a possible amendment to the dog management policy on the Galloping Goose Regional Trail between kilometres 49 and 55, and report back to the Committee.  
DEFEATED  
OPPOSED: Bateman, Haynes, Isitt, Loveday, Martin, McNeil-Smith, Mersereau, Plant, Screech, Seaton, Young**



**6.3.     [20-673](#)           2020 CRD Regional Parks Compliance & Enforcement Program**

M. MacIntyre spoke to Item 6.3.

Discussion ensued on the following:

- clarification of hours and tickets recorded in 2019 compared to 2020
- appreciation of the increased staff monitoring the parks
- interaction of parks staff with bylaw staff
- criteria to warrant a conversation, warning or issuance of a ticket

**MOVED by Director Screech, SECONDED by Director Mersereau,  
The Regional Parks Committee recommends to the Capital Regional District  
Board:  
That this report be received for information.  
CARRIED**

**7. Notice(s) of Motion**

There were no Notice(s) of Motion.

**8. New Business**

There was no new business.

**9. Motion to Close the Meeting****9.1.     [20-683](#)           Motion to Close the Meeting**

**MOVED by Director Mersereau, SECONDED by Director Loveday,  
That the meeting be closed for Land Acquisition in accordance with Section 90(1)  
(e) of the Community Charter.  
CARRIED**

**MOVED by Director Mersereau, SECONDED by Director Loveday,  
That such disclosures could reasonably be expected to harm the interests of the  
Regional District.  
CARRIED**

The meeting went into closed session at 10:36 am and rose without report at 11:09 am.

**10. Adjournment**

**MOVED by Director Plant, SECONDED by Director Martin,  
That the October 28, 2020 Regional Parks Committee meeting be adjourned at  
11:09 am.  
CARRIED**

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Chair

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Recorder

**REPORT TO REGIONAL PARKS COMMITTEE  
MEETING OF WEDNESDAY, NOVEMBER 25, 2020**

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**SUBJECT**     **CRD Regional Parks – Revenue Generation Strategy – 2021-2024**

**ISSUE SUMMARY**

To seek direction on the proposed revenue generation strategy for Capital Regional District (CRD) Regional Parks.

**BACKGROUND**

At its March 27, 2019 meeting, the Parks & Environment Committee directed staff to identify options during the 2020 budget process for service level adjustments to sustain the Regional Parks service delivery.

At the October 23, 2019 Parks & Environment Committee meeting, staff presented the Regional Parks Sustainability Service Delivery Plan Report Card, as well as an infrastructure status report card for each regional park and trail, which identified that the financial and human resources were no longer sufficient to meet the current asset renewal demands. This meeting resulted in two motions related to Sustainable Service Delivery: 1) that an additional \$925,000 be requisitioned each year for capital reserves to fund the refurbishment and replacement of existing assets, and 2) that staff report back in 2020 on strategies to ensure sufficient funding is in place in future years to sustain the Regional Parks service delivery.

A Regional Parks Revenue Generation Strategy 2021-2024 (Appendix A) is provided to support the generation of additional funding through non-tax revenue cost recovery for infrastructure and service delivery needs that are currently not sufficiently resourced.

**ALTERNATIVES**

*Alternative 1*

The Regional Parks Committee recommends to the Capital Regional District Board:

That the CRD Regional Parks Revenue Generation Strategy 2021-2024 be approved and that staff bring back an amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

*Alternative 2*

That this report be referred back to staff for additional information.

**IMPLICATIONS**

*Financial Implications*

The increasing costs to maintain aging assets across the regional parks and trails system constrains Regional Parks' ability to develop new park infrastructure, plan for new land

acquisition, open recently acquired parkland and sustain the growing pressure for additional or enhanced service delivery. While the gap in funding for asset renewal was addressed through the additional requisition of \$925,000, new strategies for revenue recovery are needed to fill funding gaps associated with rising demands for more access to natural areas and outdoor recreation opportunities, as well as fund the ongoing requirements to protect and maintain regional park values.

While over the years Regional Parks has modified fees ad hoc specifically relating to immediate needs and adjusted fees to supplement cost recovery, a strategic approach to develop alternative funding generation mechanisms has been lacking. The Regional Parks Revenue Generation Review provides a snapshot of the revenues generated by Regional Parks in 2019 (Appendix B) and provides information on similar permits and fees used across British Columbia and other Canadian protected area systems. This review informed the development of a Regional Parks Revenue Generation Strategy (Appendix A).

If the CRD had adjusted the pricing of its current permits, parking and interpretative programs to be in line with other parks systems in BC, and based on 2019 visitor demand, the revenue generation would have increased from \$227,797 to \$670,046, an additional cost recovery of \$442,249 (increase of 66%).

Type of recovery cost	2019	2021
Permits	\$27,686	\$55,085
Parking	\$190,647	\$601,605
Interpretive programs	\$9,464	\$13,356
Total cost recovered	\$227,797	\$670,046

These estimates are approximate, as visitors' demand for permits, parking and interpretative programs may increase or decrease in 2021 compared to 2019. Rentals, grants and fines are not considered, as they do not fit within the purpose of this strategy. The 2019 camping recovery cost includes both camping fees and extra vehicle fees, while other systems only include camping fees. Therefore, a summary of camping fees cost recovery in line with the other parks systems in BC is not provided.

### *Service Delivery Implications*

The regional parks system has grown from just over 8,400 hectares in 2000 to more than 13,000 hectares in 2018. Visits to regional parks and trails have also increased by more than 45%, from 5.2 million in 2010 to 7.6 million in 2019. Additional pressure on park resources, infrastructure maintenance and services will continue in the coming years with population growth, increased visitation, increased demand for outdoor recreation opportunities and the acquisition of more parkland.

With increased use of the regional parks system comes increased demand for infrastructure and service delivery that provide safe and enjoyable use of regional parks and trails. On average, the cost to manage each hectare of regional parkland is \$957 per year for the current basic service. There is a need to address pressures beyond the basic service delivery. For example, there is a growing demand for new recreational opportunities, such as mountain biking, a need to lead more complex management planning processes, a commitment to greater First Nations engagement, increased impacts from climate change, and greater pressure on basic services from increased

visitor use. By implementing strategic and tailored cost recovery strategies, Regional Parks can address immediate and growing service delivery pressures while providing value-added experiences to park users and help to reduce the ongoing need for increased requisition.

### *Social Implications*

In the 2017 Regional Parks Resident Survey, respondents were asked to comment on levels of funding for operating regional parks and trails in the future. More than half of the participants (55%) were in favour of increasing funding. A similar outcome to the 2017 Regional Parks Resident Survey was reflected in the 2018 Regional Parks Funding Priorities Survey, where participants pointed out that currently not enough money is available for the maintenance and management of the regional parks and trails system. Such results show an understanding by the public of the need for additional funding to support service delivery within regional parks and trails.

While the Regional Parks Sustainability Service Delivery Plan Report Card and the additional requisition of \$925,000 start to address this issue, uncertainty still exists on how Regional Parks will cover costs related to the constantly increasing demand for new assets, environmental conservation efforts and requests to implement outdoor recreation opportunities across the system. Diversifying cost recovery streams to supplement capital funding can help overcome negative perceptions about managing protected areas through public funds. As noted in the Regional Parks Revenue Generation Review (Appendix B), there is a correlation for visitor support for fees when informed that fees are reinvested directly into a park system rather than entering a general revenue stream. User fees can help address current service delivery gaps while still allowing for equitable access and enjoyment of the protected areas system by reflecting market values and by being implemented based on strategic initiatives and site-specific service delivery expansion.

### *Alignment with Board & Corporate Priorities*

The Regional Parks Revenue Generation Strategy 2021-2024 aligns with Corporate Priority 6a-1 and Board Priority 2d, which specifies the need to “ensure appropriate funding for parks & trails infrastructure, improvements & maintenance by updating the Regional Parks Strategy with consideration to ecological, recreation & reconciliation principles, land acquisition capacity, and expanded partnerships with First Nations & parks user groups.”

### *Alignment with Existing Plans & Strategies*

The Regional Parks Strategic Plan (2012-2021) identifies the strategic action to explore opportunities for generating non-tax revenue as a means to strengthen the management of existing parks and trails.

## **CONCLUSION**

As the regional parks system expands and the number of people who enjoy regional parks grows, resources as currently allocated are no longer sufficient to meet growing demands. There are increasing pressures for new assets and service delivery. In order to ensure appropriate and sustainable funding, a Regional Parks Revenue Generation Strategy 2021-2024 has been developed to highlight areas for additional non-tax revenue cost recovery.

**RECOMMENDATION**

The Regional Parks Committee recommends to the Capital Regional District Board:

That the CRD Regional Parks Revenue Generation Strategy 2021-2024 be approved and that staff bring back an amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

Submitted by:	Jeff Leahy, RPF, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

**ATTACHMENTS**

Appendix A: Regional Parks Revenue Generation Strategy 2021-2024

Appendix B: Regional Parks Revenue Generation Review

# Revenue Generation Strategy – 2021-2024



Capital Regional District – Regional Parks | November 25, 2020

Capital Regional District - Regional Parks  
490 Atkins Avenue, Victoria, BC V9B 2Z8  
T: 250.478.3344 [www.crd.bc.ca/parks](http://www.crd.bc.ca/parks)

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## 1. Purpose

The purpose of the Revenue Generation Strategy 2021-2024 is to provide a phased approach to implement fair market value service fees in regional parks. This revenue generation approach will supplement tax-based funding, allowing Regional Parks to address infrastructure and service delivery needs currently not considered in the Regional Parks Sustainability Service Delivery Plan Report Card.

## 2. Context

The regional parks system has grown from just over 8,400 hectares in 2000 to over 13,000 hectares in 2019. Visits to regional parks and trails have also increased by more than 45%, from 5.2 million in 2010 to 7.6 million in 2019. Additional pressure on park resources and services is expected in the coming years due to population growth, increased visitation and the acquisition of more parkland.

With increased use of the regional parks system comes increased demand for infrastructure and service delivery needs that provide for safe and enjoyable experiences in regional parks and trails. The growing cost of maintaining aging assets across the regional parks and trails system, for example, is a constraint to developing new park infrastructures, opening recently acquired land and meeting the growing pressure for additional service delivery. On average, the cost to manage each hectare of regional parkland is \$957 per year for the current basic service. New strategies for revenue recovery are needed to address growing service delivery pressures, meet rising demand for access to natural areas and outdoor recreation opportunities, and offer value-added experiences for park users, among other needs.

As seen in other parks systems, often government funding is not adequate to meet user demands and, in many cases, the funds available for protected areas management are in decline due to competing governance priorities. Many government park organizations rely largely on tax-based revenue, yet have started supplementing their budgets with revenues from user fees to partially recover costs and to offer value-added services and experiences for visitors. Indeed, revenue recovery strategies have proven an effective method for park and protected area managers to address issues related to rising public demands and growing annual operating costs related to access and recreational services. Similar to other government agencies, Regional Parks needs to address growing demand pressures in its regional parks and trails system. To address this gap, a standardized and tailored cost recovery strategy for Regional Parks is described below.

### 3. Alignment with CRD Strategic Documents and Priorities

The Regional Parks Revenue Generation Strategy 2021-2024 aligns with Corporate Priority 6a-1 and Board Priority 2d, which specifies the need to “ensure appropriate funding for parks & trails infrastructure, improvements & maintenance by updating the Regional Parks Strategy with consideration to ecological, recreation & reconciliation principles, land acquisition capacity, and expanded partnerships with First Nations & parks user groups”. The Regional Parks Strategic Plan (2012-2021) identifies the strategic action to explore opportunities for generating non-tax revenue as a means to strengthen the management of existing parks and trails.

### 4. Strategy

At its March 27, 2019 meeting, the Parks & Environment Committee directed staff to identify options during the 2020 budget process for service level adjustments to sustain the Regional Parks service delivery. At the October 23, 2019 Parks & Environment Committee meeting, staff presented the Regional Parks Sustainability Service Delivery Plan Report Card, as well as an Infrastructure Status Report Card, for each regional park and trail that identified that the financial and human resources were no longer sufficient to meet the current asset renewal demands. This meeting resulted in two motions related to Sustainable Service Delivery: 1) that an additional \$925,000 be requisitioned each year for capital reserves to fund the refurbishment and replacement of existing assets, and 2) that staff report back in 2020 on strategies to ensure sufficient funding is in place in future years to sustain the Regional Parks service delivery.

A Regional Parks Revenue Generation Strategy 2021-2024 is provided to support the generation of additional funding through non-tax revenue cost recovery for infrastructure and service delivery needs that are currently excluded from the Regional Parks Sustainability Service Delivery Plan Report Card, as per the second motion of the Parks & Environment Committee meeting. The strategy entails four key components:

- (1) guiding principles
- (2) current service fees review
- (3) expansion of revenue generation opportunities; and
- (4) “service plus” opportunities.

Service Plus is defined as optional value-added services and amenities beyond the core service that specifically benefit the visitor paying for them. Such services and amenities could include, for example, food services,

recreation equipment rentals, merchandise sales, and unique guided experiences, to name a few. A phased approach will be undertaken to address key components two to four of this strategy, to allow for appropriate development and implementation time of the strategy.

A phased approach will also allow for the provisioning of tailored and clear messaging around new service fees in regional parks and trails, providing visitors a transition into the specific revenue generation mechanism being implemented.

## 5. Guiding Principles

The following principles guide the Revenue Generation Strategy:

- Regional Parks acknowledges that public access to regional parks and trails should be free
- Any service fee should align with the CRD Corporate Plan, Regional Parks Strategic Plan and individual park management plans
- Value-added services provided through a fee should have no or minimal impact on the regional parks and trails natural environment
- Changes in service fees will be made in a transparent and accountable manner and based on fair market value
- Service fees will supplement tax-based funding, allowing Regional Parks to address infrastructure and service delivery needs currently not considered in the Regional Parks Sustainability Service Delivery Plan Report Card

## 6. Current Service Fees Review

Over the years, Regional Parks has modified service fees ad hoc specifically relating to immediate needs; however, a systematic evaluation of revenue generation for the regional parks and trails system was lacking, leading to the need for a full review of current service fees. To address this gap, a revenue generation review was undertaken, which informed the development of this strategy. The report also provided a comparison with other regional districts and protected area systems across British Columbia to better understand current revenue generation patterns. The report also considered rentals, grants and fines that do not fit within the purpose of this strategy. This approach assessed whether Regional Parks services fees aligned with fair market values implemented across comparable parks systems in British Columbia.

### 6.1 Proposed Park Use Permit Fees and Charges

The Regional Parks Revenue Generation Review highlighted that Regional Parks service fees did not align with other regional districts and protected area systems in British Columbia, mostly by being lower, or under market-value, in comparison to others. To align service fees to a comparable provincial standard, an overview is provided in Tables 1-3 on how to adjust current service fees to fair market value in 2021. Beyond 2021, fees will be reviewed and adjusted annually, as needed, to ensure the fees continue to align with fair market value, and any need for new service fees will be brought forward at such time. If non-tax-based revenue does not meet system needs, requests for supplementary tax-based revenue would be addressed through the normal budget process.

It is important to point out that some efficiencies to streamline camping fees are proposed. To be consistent across campgrounds, for example, a fee of \$25 is proposed to align to the Spring Salmon Place (KWL-UCHUN) Campground operated by the T'Sou-ke First Nation at Sooke Potholes Regional Park. Such an approach will allow for consistent and clear communication, implementation and enforcement across Regional Parks campgrounds.

**Table 1. Camping and parking current service and fees, and proposed new service fees based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.**

Service	Regional parks or trails	Description	Current Service Fees	New Service Fees
<b>Camping</b> – In designated campsites	Island View Beach Regional Park	Overnight recreational vehicle camping	\$20/night	\$25/night
		Overnight tenting	\$15/night	\$15/night
		Additional vehicle	\$10/night	\$10/night
		Cancellation fee for on-line reservation	One night rate	One night rate
	Jordan River Regional Park	Overnight recreational vehicle or tent camping April 1 to October 31	\$15/night	\$25/night
		Overnight recreational vehicle or tent camping November 1 to March 31	\$10/night	\$25/night
		Additional vehicle	\$5/night	\$10/night
	Spring Salmon Place (KWL-UCHUN) Campground at Sooke Potholes Regional Park	Overnight recreational vehicle camping	\$25/night	\$25/night
		Overnight tenting	\$25/night	\$25/night
		Tent pad for cyclists	\$15/night	\$15/night
		Additional vehicle	\$10/night	\$10/night
		Firewood	\$7/bundle	\$7/bundle
<b>Pay Parking</b> – In designated areas	Thetis Lake & Sooke Potholes Regional Parks	Daily rate	\$2.25	\$7
		Seasonal pass	\$20	\$60

Table 2. Park use permit current service and fees, and proposed new service fees based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.

Service	Regional parks or trails	Description	Current Service Fees	New Service Fees
<b>Commercial Filming</b> – Motion picture, television and photography	All	<u>Short Term</u> : Minimal set up, less than 5 days in park	\$80/permit	<ul style="list-style-type: none"> <li>Filming outdoor locations \$500/day</li> <li>Parking \$300/day</li> <li>Staff time for monitoring charged at \$50/hour</li> </ul>
		Long term: Elaborate set up, no more than 10 days in park	\$400/permit <ul style="list-style-type: none"> <li>Staff time for monitoring charged at \$50/hour</li> </ul>	<ul style="list-style-type: none"> <li>Indoor locations to be assessed on case by case basis</li> </ul>
		Major commercial filming projects that are more than 10 days in a park	N/A	<ul style="list-style-type: none"> <li>Filming more than 10 days to be assessed on a case-by-case basis and follow rates for long-term filming.</li> </ul>
<b>Commercial Service or Activity</b> (e.g., guided programs, recreational training)	All	Single trip: 1 day	\$40/permit	\$80/permit
		Seasonal: 4 month period	\$200/permit	\$215/permit
		Annual: Jan 1 – Dec 31 inclusive	\$320/permit	\$320/permit
<b>Commercial Dog-Walking</b>	All	Annual (Jan 1 – Dec 31 inclusive)	\$320/permit	\$465/permit
<b>Picnic Shelter</b>	All parks with a picnic shelter	Single day use	\$40/permit	\$50/permit

Table 3. Park use permit current service and fees, and proposed new service fees, based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.

Service	Regional parks or trails	Description	Current Service Fees	New Service Fees
Research Activity	All	Such as specimen collections, surveys, inventories and monitoring plots	\$40/permit	\$40/permit
Special Event or Activity	All	Single day use: such as a festival, tournament, competition, show or outdoor ceremony that attracts participants and spectators	\$40/permit	\$145/permit
		Frequent Users:10 or less events/year	\$160/permit	\$500 permit
		Wedding	N/A	\$175 permit
Temporary Service Access	All	Access/ occupancy through a regional park or trail for such purposes as accessing a private property, utility or public works	\$80/permit	\$360/permit

**Table 4. Environmental interpretation current service and fees, and proposed new service fees, based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.**

Service	Regional parks or trails	Description	Current Service Fees	New Service Fees
<b>Environmental Interpretation</b>	All parks	<b>School Programs</b>	\$70/class (non-taxable)	\$100/class
		<b>Enhanced Naturalist Programs</b> – specialty programs with limited registration, guided canoe programs or hikes with guest experts	\$7/person	\$8/person

## 7. Diversification of Revenue Generation Opportunities

To generate enough revenue to properly fund infrastructure and service delivery needs in Regional Parks, alternative revenue mechanisms need to be identified. Such mechanisms also could be used to help address capacity issues and related impacts on visitor experience and the natural environment, as per the principles identified in this strategy.

With yearly increases of visitation in our regional parks system and limited parking availability, additional seasonal paid parking could help address such capacity challenges, as well as ongoing asset maintenance and renewal costs. Currently, the largest source of user-generated revenue comes from seasonal pay parking from two regional parks: Thetis Lake and Sooke Potholes. This is consistent with findings in other protected areas where parking represents the most reliable cost recovery mechanism. When applied to highly-visited regional parks and trails, paid parking could address capacity limitations by encouraging park users to reach regional parks with alternate forms of transportation, including carpooling, and/or by encouraging park users to visit less-frequented parks that have free parking.

If applied seasonally, pay parking could generate income from visitors to the region, especially in peak seasons. As not all parks would have seasonal pay parking, residents would still have non-pay parking options for visiting a regional park in peak season and free parking when visiting all parks outside of peak season.



The following criteria would be applied to assess which parks would be considered for a pay parking system:

- Over 100,000 visits annually
- Capacity issues and/or alternate transportation options (bus or regional trail connectivity)

The following parks currently fit such criteria: East Sooke, Elk/Beaver Lake and Mount Work regional parks, in addition to Sooke Potholes and Thetis Lake regional parks, which already have pay parking. Additional parks are close to meeting this criteria and would be considered as visits increase or new capacity issues arise.

It is difficult to provide an accurate estimate of what extra revenue expanding pay parking to these three additional parks would generate without a more fulsome implementation plan that takes into account the cost of contracted parking services, number of parking spots available and visitor use patterns. However, by looking at the 2019 revenue from Thetis Lake and Sooke Potholes regional parks, which generated a combined \$190,647 for approximately 600,000 visits, it can be estimated that Elk/Beaver Lake, with an annual visitation of 1.5 million, could potentially generate up to \$500,000 based on the current rates and a similar service delivery contract.

Access points for regional trails will not be considered at this time, as it is a corporate priority to encourage active transportation. However, it is worth noting that some of these locations are experiencing high demand for parking and charging stations, making paid parking a feasible future option to alleviate capacity issues and help provide enhanced service. As the main parking lot at Island View Beach Regional Park is not our jurisdiction, it has not been included.

Expansion of seasonal paid parking to other regional parks beyond Thetis Lake and Sooke Potholes regional parks could increase pressures to neighboring areas. As a result, consultation with stakeholders would need to be undertaken before implementation. This consultation would be undertaken in 2021-2022 as an important step before finalizing an implementation plan.

Table 5: Parks by Paid Parking Criteria

Regional Park	Visitation in 2019	Parking Capacity Issues	Alternate Transportation Options	Suggested added paid parking
Albert Head Lagoon	77,312	yes	no	
Ayum Creek	not available	no	yes (bus)	
Bear Hill	9,703	n/a	no	
Brooks Point	8,776	no	no	
Coles Bay	33,764	no	yes (bus)	
Devonian	64,693	no	yes (bus)	
East Point	not available	no	no	
<b>East Sooke</b>	<b>208,121</b>	<b>yes</b>	<b>yes (bus)</b>	<b>yes</b>
<b>Elk/Beaver Lake</b>	<b>1,587,494</b>	<b>yes</b>	<b>yes (bus)</b>	<b>yes</b>
Francis/King	76,550	yes	no	
Gonzales Hill	44,921	yes	no	
Horth Hill	96,216	no	yes (bus, regional trail)	
Island View Beach	415,375	yes	no	
Jordan River	27,649	yes	no	
Kapoor	not available	no	yes (regional trail)	
Lone Tree Hill	15,710	yes	no	
Matheson Lake	65,152	yes	yes (regional trail)	
Matthews Point	not available	yes	no	
Mill Farm Reserve	n/a	n/a	n/a	
Mill Hill	51,913	no	yes (bus, regional trail)	
Mount Parke	12,972	no	no	
Mount Wells	31,121	yes	no	
<b>Mount Work</b>	<b>196,607</b>	<b>yes</b>	<b>no</b>	<b>yes</b>
Roche Cove	not available	yes	yes (bus, regional trail)	
Sea to Sea	42,389	no	yes (bus, regional trail)	
Sooke Hills Wilderness	9,230	no	no	
Sooke Potholes	<b>166,795</b>	<b>yes</b>	<b>yes (regional trail)</b>	<b>already in place</b>
Sooke River Road Reserve	n/a	n/a	n/a	
St. John Point	not available	no	no	
Thetis Lake	<b>448,918</b>	<b>yes</b>	<b>yes (bus, regional trail)</b>	<b>already in place</b>
Witty's Lagoon	98,046	yes	yes (bus)	

## 8. Service-Plus Opportunities

Upon the update of the Regional Parks Strategic Plan 2012-2021, and completion of an outdoor recreation strategy, Regional Parks will explore the development of options for enhanced services and experiences appropriate to regional parks and trails. Options for services and experiences beyond the normal service delivery, such as food services, recreation equipment rentals, merchandise sales, and unique guided experiences need to be considered with the lens of compatibility with the park's natural resources, the vision for regional parks, individual park management plans, cost of service assessment and visitor interest.

To develop a successful and comprehensive business plan for "service-plus" options, the following steps need to be addressed first:

- 1) Gauge support for enhanced services by including questions around this topic in the Regional Parks Resident Survey. Alternatively, an ad hoc service-plus survey or focus groups could be implemented to explore support for service-plus opportunities in regional parks and trails.
- 2) Identify market segments via a thorough market analysis. Such an approach has been undertaken by Ontario Parks and has proven extremely effective in developing successful service-plus opportunities.
- 3) Identify service-plus options and locations appropriate to the park's natural and cultural resources, the park management objectives, the market segment identified and the level of demand.

Based on this baseline information, it would be possible to develop a tailored and comprehensive business plan for "service-plus" options that includes measurable objectives, cost recovery goals, and check-in points to ensure cost recovery strategies are bringing in more resources than they are expending. Such a plan will also allow aligning "service-plus" options to the Regional Parks Strategic Plan mandate and other key CRD strategic plans and strategies.

## 9. Implementation Timeline

A tentative implementation timeline is proposed for the Revenue Generation Strategy. Such a plan will be adopted based on other key strategies deliverable timelines (i.e., renewal Regional Parks Strategic Plan 2012-2021, outdoor recreation strategy) and based on consultation with local municipalities, electoral areas and other key stakeholders.

**Table 6: Proposed timeline for the Revenue Generation Strategy implementation**

Year	Key component	Action Item
2021	Fees review	Bring updated service and fees bylaw to Regional Parks Committee
2021	Expand	Consultation about paid parking with stakeholders
2021	Service Plus	Start to gauge support for fee-based services through the 2021 CRD Regional Parks Resident Survey or an ad-hoc survey
2022	Expand	Finalize paid parking stakeholder consultation and present implementation plan to Regional Parks Committee
2022	Service Plus	Undertake a market analysis
2023	Expand	Implement seasonal paid parking at new locations
2023	Service Plus	Identify appropriate service-plus options and locations
2024	Service Plus	Develop a comprehensive service-plus business plan for implementation

# Revenue Generation Review

Capital Regional District – Regional Parks | November 25, 2020

Capital Regional District - Regional Parks

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## Executive Summary

- This report is a snapshot of the revenues generated by Regional Parks in 2019. It provides information on similar permits and fees used across British Columbia and other Canadian protected area systems for revenue generation and offers suggestions on how we could align with those. A total of \$576,468 was recovered in 2019.
- Permits are used to generate revenue and regulate commercial and recreational activities within the regional parks and trails system. The following permits are currently available: shelters (\$40), filming (\$80-\$400), commercial service/activity (\$40-\$320), special event (\$40-\$160), temporary access (\$80), and commercial dog walker (\$320). In 2019, a total of \$27,686 was generated through permits. If the CRD had adjusted the pricing of its current permits in 2019 to be in line with other comparable park system permits, the revenue generation would have increased from \$27,686 to \$54,167, an additional cost recovery of \$26,481.
- Camping is offered at Jordan River Regional Park (\$15), Island View Beach Regional Park (\$20), and Spring Salmon Place (KWL-UCHUN) at Sooke Potholes Regional Park (\$25). In 2019, a total of \$99,954 was generated through camping fees. The Spring Salmon Place (KWL-UCHUN) Campground revenues are not collected by Regional Parks, as this campground is operated by the T'Sou-ke Nation. If the CRD had adjusted the pricing of its current camping fees to be in line with other comparable park system offerings, Jordan River and Island View Beach campgrounds could raise their prices to \$22 a night.
- Currently, only Thetis Lake and Sooke Potholes regional parks (\$2.25/day-\$20/season) have paid parking. The approximate revenue generated in 2019 was \$190,647. If the CRD had adjusted the pricing of its current parking fees to be in line with other comparable park systems, the daily rate could increase to \$7.20 and the season pass to \$59. If the CRD had adjusted the pricing of its current parking passes in 2019 to be in line with other comparable park system fees, the revenue generation would have increased from 190,647 to 601,605, an additional cost recovery of 442,249.
- School programs (\$70), special request programs (\$70), and adult workshops (\$7) are offered as paid interpretive programs. Additional cost recovery is generated through the renting of the Beaver Lake Nature Centre and by receiving donations by visitors to the nature centres. In 2019, a total of \$10,072 was generated by the interpretive programs. If the CRD had adjusted the pricing of its current interpretive programs in 2019 to be in line with other comparable park systems, the revenue generation would have increased from \$10,072 to \$15,698, an additional cost recovery of \$5,626.
- There are a series of properties within the regional parks system that are rented for a yearly revenue generation of \$99,747. Additional revenue can be generated through the review of the current rental rates in the different rental locations across the system. However, operational costs associated with rentals is quite high and, although this does generate some revenue, the ongoing operational costs must be considered.

- Other sources of revenue are currently used for cost recovery, such as the Mount McDonald Tower Licensing, which generated \$109,775 in 2019, and other licensing, which generated \$12,497 in 2019.
- A limitation of this document is the lack of a cost-of-service assessment, which should be undertaken to ensure the cost of all park management related endeavours and services provided are properly accounted for when charging fees.
- The complete park system should be assessed to identify in which parks to focus revenue generation. Strategically concentrating services and service fees in parks that attract a higher number of visitors and commercial users allows Regional Parks to maximize the return on investment and may solve issues related to limited service, such as parking capacity. Revenue generation should be especially explored in an optic of “service plus”, the value-added services Regional Parks can offer to better serve its clients. Such an approach would allow us to market experiences based on user groups and their preferences for service delivery and would help develop more successful revenue generation streams. A thorough market analysis of the regional park system is required to identify new and ad-hoc revenue generation methods.



## 1. Introduction

Cost recovery strategies are increasingly important to park and protected area managers, especially in the context of rising public demand for access to natural areas and outdoor recreation opportunities, and growing annual operating costs to provide such access and recreational services (Drumm, 2007). Often government funding is not adequate to meet user demands and, in many cases, the funds available for protected areas management are in decline due to competing governance priorities (Clermont, 2006). The establishment and preservation of protected areas is not as clearly linked with revenue generation as other natural resource industries, making the contribution of parks and protected areas to regional economic growth undervalued and less of a priority (Lindberg, 2001). On top of this lack of recognition of the ecosystem services and direct and indirect benefits provided by protected areas to the economy and human wellbeing, some members of the public believe that natural landscapes ‘manage themselves’, and that human management of parks and protected areas is expensive and unnecessary (Clermont, 2006). Consequently, park and protected area managers across Canada and the United States are working to diversify cost recovery streams in an effort to supplement or replace government funding and overcome negative perceptions about maintaining protected areas through public funds.

To offer a better understanding in regard to revenue generation in protected areas, in general, and for Regional Parks specifically, this document offers an overview of existing literature and case studies on revenue generation in Canada and the United States. A summary of the current cost recovery mechanisms employed in Regional Parks follows. Comparisons with other regional districts and protected area systems are also provided to understand current revenue generation patterns in British Columbia.

## 2. Literature Review – Cost Recovery in Parks and Protected Areas

This section will provide an overview of case studies in Canada and the United States where cost recovery strategies were successfully implemented. These case studies provide guiding principles that maximize cost recovery efforts. An overview of the International World Conservation Union guidelines for financing protected areas is also offered to further expand the understanding around opportunities available for revenue generation (Phillips, 2000).

Only a few case studies on revenue generation in protected areas were found for Canada and the United States, which are described in the following sub-sections. All of the other revenue generation documents found were related to municipal recreation programs, which did not align with protected area users, patterns and demands.

## 2.1 Cost Recovery in Canadian Parks and Protected Areas

### 2.1.1 Mount Arrowsmith Biosphere Reserve

In 2006, a case study was undertaken to identify financing opportunities for Mount Arrowsmith Biosphere Reserve located near Nanaimo on Vancouver Island. The goal of the case study was to evaluate how to meet the financial needs of the park while achieving the protected area conservation management objectives (Clermont, 2006). To develop durable cost recovery strategies, Clermont worked with local communities to assess the value added to the region by the ongoing preservation of the Mount Arrowsmith Biosphere Reserve, and ascertain which types of cost recovery strategies were supported by the communities, based on willingness to pay, environmental values, and desire to ensure equitable accessibility. Acceptable strategies were described as ones positively impacting the ecological integrity of the landscape, contributing to a conservation ethic, providing stable long-term funding, generating revenue, and supported by the public and other stakeholders. A series of possible strategies were identified, including:

- certified adventure tourism and ecotourism operations
- boundary and property transfer taxes for those accommodations and bordering properties that benefited from the presence of the protected areas, as well as local tourism operations
- rentals of on-site buildings for short-term accommodation and/or community events and programs
- corporate relationships
- conservation lotteries
- payment for watershed services and ecosystem services
- sale of products such as artwork, on-site gift shops, and calendars; and
- strictly regulated resource extraction (timber, non-timber products).

While the specific strategies identified in this study may not be applicable in other protected areas, the analysis conducted and the description offered about the different revenue generation opportunities is of great interest for other parks, as they can help better understand what options are available for protected areas interested in generating sustainable and long-term funding mechanisms.

### 2.1.2 Ontario Parks

Since the late 1990s, Ontario Parks (see <https://www.ontarioparks.com/en>) has undergone a significant transformation of its funding structure. As of 2007, 40 of the 85 provincial parks that run tourism and recreation operations operate at a profit (Halpenny, 2007). As of 2013, Ontario Parks recovers up to 80% of its annual operating costs (Eagles, 2014). Due to this success, the provincial government has withdrawn most of its original funding for the Ontario Parks department without adverse effects on park operation or ecological integrity. This success is attributed largely to the impact of market research, the integration of

market research into park operations, the skilled delivery of services by personnel, and the systematic evaluation of the performance of market program goals (Halpenny, 2007). Additionally, the Ontario Parks revenue stream grew from 11 sources in 1995 to 26 sources in 2010, including the additions of: reservation penalties, park fines, merchandise sales, campfire wood sales, camper supply sales, food/beverage vending, recreation equipment rentals (contracted out in some parks), parking fees, and annual vehicle permits (Eagles, 2014). Ontario Parks also transitioned away from contracting third-party operators to undertake some merchandise sales and rental services and used their own seasonal staff, thus retaining more of the revenue generated (Eagles, 2014).

When Ontario Parks decided to undertake an expansive cost recovery strategy, they followed a three-step process: they identified the market segments they wished to serve based on management objectives and park resources, built a market profile for each segment (i.e., each customer/user group and/or stakeholder group), and used targeted marketing rather than mass marketing to reach these audiences, with options for experiences tailored specifically to their tastes. In addition to expanding their offerings based on market research (e.g., adding heated shelters and cabins to campgrounds, expanding natural and cultural interpretive programs), Ontario Parks also shifted to a 'customer first' mentality that resulted in the delivery of higher-quality visitor experiences. Paired with strong, department-specific branding and increased promotion of the wide array of experiences available in the provincial park system (e.g., the annual Parks Guide), these adjustments resulted in increased visitation and an increased willingness by visitors to spend money on services (e.g., camping, recreation activities and equipment rental) (Halpenny, 2007).

### 2.1.3 Parks Canada

While we were not able to retrieve a study or report about revenue generation for Parks Canada, it is important to mention this agency's efforts and success in generating financial support for its protected areas system through a "value-added" approach of experiencing Canadian National Parks.

According to the Parks Canada website: "To maintain its operations, Parks Canada relies largely on government appropriations and supplements its budget with revenues from user fees. Government appropriations are used primarily to protect Canada's cultural and natural heritage for the benefit of all Canadians. Revenues generated by fees partially recover the costs required to provide those products and services, for which users receive a personal benefit" (see <https://www.pc.gc.ca/en/agence-agency/tarifs-fees/>).

Parks Canada specifies that visitor fees, which make up about 20% of Parks Canada's operating budget and never exceed the costs of delivering the service, are collected and used to support programs, services, and facilities, and engage visitors in conservation efforts. In January 2020, this agency has adjusted such fees and announced a public consultation on fees for optional value-added services and amenities to

ensure Parks Canada provides exceptional visitor experiences. No further information is available regarding whether the consultation has taken place or has been postponed due to COVID-19.

## 2.2 Cost Recovery in the United States Parks and Protected Areas

### 2.2.1 California State Parks

In 2012, the state of California passed new legislation that emphasized the need for cost recovery in state parks. Two years later, the California Bureau of Research assessed the California Department of Parks and Recreation's (DPR) efforts, in order to identify areas of success and areas of opportunity. This report found that 15% of parks (particularly parks with water features) contributed to over 76% of the costs recovered between 2012 and 2014, which suggested that concentrating cost recovery strategies on a few popular parks was more likely to be successful than a widespread strategy (Ruffolo and Buttice, 2014). This report also found that entry fees were perceived to be an inequitable means of recovering costs, as they impacted some segments of the public disproportionately, and proved difficult to regulate or enforce without expending more resources than were collected (Ruffolo and Buttice, 2014). Instead, the DPR experienced success when focusing on service-related fees that specifically benefitted the visitor paying for them (e.g., outdoor recreation activities, equipment rental) – as long as an adequate cost-of-service assessment was undertaken and used to determine appropriate fees. The cost-of-service assessment did include the cost of employees' time allocated to the service, equipment, and indirect costs (e.g., contract management, strategic planning, ecological impact) to ensure that more resources were collected via fees than expended by providing the service (Ruffolo and Buttice, 2014).

To determine which parks to focus cost recovery efforts in, the DPR categorized parks into three categories: high private benefit (i.e., individual services offered), high public benefit (i.e., activities not associated with an individual service, such as nature viewing), and a combination of both. Cost recovery strategies were focused in the high private benefit parks, where structured recreational activities, equipment rentals, and higher expectations for visitor services (e.g., concession) were apparent (Ruffolo and Buttice, 2014). Conversely, parks with high public benefit generated minimal or no fees, to ensure that the public's right to access natural spaces without barriers was upheld. As a result, service fees were 'opt-in' rather than mandatory, allowing economically disadvantaged members of the public to access state parks at a similar rate as their economically-privileged counterparts. Finally, this report noted that visitors were happier to pay park fees when informed that 100% of the fees collected were reinvested in the park system rather than entering a general revenue stream (Ruffolo and Buttice, 2014).

### 2.2.2 Western United States

In 2015, cost recovery strategies were identified and evaluated across seven parks and recreation departments in the Western United States to identify the most successful strategies to employ in San Jose,

California (Pinkston, 2015). While this report looked primarily at urban parks and municipal recreation programs, some of the lessons learned are applicable to a regional parks system. In particular, this report found that parking was one of the most consistent cost recovery mechanisms in all seven cities, followed by food vendors and recreation service operators (Pinkston, 2015). Additionally, the departments generally found that increasing existing fees was well-received by the public if clear need was demonstrated by a cost-of-service analysis and if the allocation of proceeds was explicitly identified (i.e., signage explaining that all parking fees were reinvested in the maintenance of the park) (Pinkston, 2015). The public was also more likely to accept fee increases if the offerings were still competitive with private options, as was the case with increasing the fee for a park wedding permit while still offering a significant discount over private venue rentals (Pinkston, 2015).

### 2.3 Financing Protected Areas – International World Conservation Union Guidelines

In 2000, The World Commission on Protected Areas produced a comprehensive guideline for protected area managers seeking revenue generation mechanisms to fund parks and protected areas around the world (Phillips, 2000). The report deliberately adopts business language, describing parks as “goods and services”, and park visitors as “customers”, to emphasize the relationship between members of the public (customers) and the benefits (goods and services) that they receive because of parks and protected areas, and the need to assign monetary value to these transactions. Like the aforementioned case studies, this report delineates direct use benefits (benefiting the individual) and indirect use benefits (benefiting the public as a whole), and assigns a higher monetary value to the former. This report also clusters park visitors into four groups: residents and neighbours (including neighbouring businesses), commercial customers (tourists and visitors who purchase services), bio-regional customers, and global customers. Identifying these customer groups, as well as the nature of the goods and services provided by protected areas, will help managers identify how to manage protected areas in order to recover costs.

Local communities and businesses derive direct benefits in the form of accessing goods and services, and indirect benefits in the form of regional economic growth resulting from tourism or recreation industries (e.g., accommodations, recreation operators, tourist amenities). These customers may be willing to invest in protected areas through a variety of mechanisms, including: contracting recreation operators or selling permits to operate within protected area boundaries; divesting a small percentage of revenue into a park fund (e.g., 2% of hotel fees or recreation equipment sales), or selling merchandise or products that benefit the park system (Phillips, 2000).

Commercial customers, who derive direct benefits from the use of parks to recreate in or obtain services, can contribute to cost recovery through fees ranging from entry and parking fees to equipment rentals, specialized tours, and concession purchases. To maximize this source of revenue, Phillips recommends market research to clearly identify the customer base preferences and to ensure that meeting this

preference does not compromise the conservation mandate of the protected area (2000). The best source of commercial revenue is a service that is compatible with the park's natural resources, the park manager's conservation mandate, and the customer's preference.

Bio-regional and global customers are largely identified as those who receive indirect, non-use benefits from parks and protected areas, such as carbon sequestering or watershed services. While some fees may be appropriate, they are likely beyond the scope of a municipal or regional government's mandate, and thus will not be discussed in detail in this report.

To better identify stakeholders, customers, and goods and services (current and future), the International World Conservation Union outlines the following key questions:

1. What are the current courses of funding? Can they be relied on indefinitely? What can be done to increase, extend, or strengthen each one of them?
2. Who are the protect area's stakeholders and customers? Which recreational user groups use each park? Tourists? Tourism service operators? Campers? What do they currently contribute to the cost of managing these areas, and could they contribute more?
3. What services are currently being provided? Do users pay for these services? Do these fees cover the cost-of-service? Would users pay more, and under what conditions?
4. What new services could be provided? What is the likelihood of their profitability?
5. What organizations are interested in the conservation of this area? Can they be partnered with?
6. Has the government considered special taxes? Are there one or two key leaders who might be instrumental in the establishment of a 'conservation sales tax' or similar?

This report also calls for a comprehensive business plan, including measurable objectives and cost recovery goals, and check-in points to ensure cost recovery strategies are bringing in more resources than they are expending (Phillips, 2000).

### 3. Current Cost Recovery Mechanisms

In 2019, a total of \$576,468 was recovered by Regional Parks. For the purpose of this report, grants and fines are not included in the recovery cost calculated in this section. Grants are not considered as a revenue generation mechanism because such financial support varies between years, based on grant availability and success, making this recovery mechanism unreliable. Fines, instead, are used to foster behavioural changes. With the help of educational campaigns, the aim is to foster compliance to bylaws and positive behaviours in regional parks and trails, leading to a reduction in fines-related revenues over time. In Table 1, a detailed description of the overall revenue generated in 2019 is reported. In the following sections, a detailed description of each type of recovery cost is documented.

**Table 1: Regional Parks cost recovery in 2019**

Type of recovery cost	Cost recovery
Permits	\$27,686
Camping	\$99,954
Parking	\$190,647
Interpretive programs	\$10,072
Donations	\$356
Nature Centre rental	\$3,750
Rentals	\$99,747
Tower licencing	\$109,775
Other cost recovery	\$34,481
<b>Total costs recovered</b>	<b>\$577,992</b>

#### 3.1 Permits

Permits are used to generate revenue and regulate commercial and recreational activities within the regional parks and trails system. The following permits are currently available to the public:

1. Shelter for a permit fee of \$40
2. Filming for a permit fee of \$80 for less than 5 days and \$400 for no more than 10 days of filming
3. Commercial service/activity for a permit fee of \$40 for one-day, \$200 for 4 months and \$320 for an annual permit
4. Special event for a permit fee of \$40 for one-time and \$160 for 10 events or less. The permit fee is not applied if all participants of the event are less than 18 years old.
5. Temporary access for service for a permit fee of \$80 per day; and
6. Commercial dog walker for a permit fee of \$320 per year

In 2019, a total of \$29,686 was generated through permits. Table 2 shows in detail all of the recovery costs generated through each permit type currently used by Regional Parks.

**Table 2: Regional Parks cost recovery through permits in 2019**

Permit	# of permits	Fee	Cost recovery
Commercial dog walker	37	\$320	\$11,840
Access	10	\$80	\$800
Event (one-time)	64	\$40	\$2,560
Event (> 10 or less events/year)	14	\$160	\$2,240
Film (short-term)	11	\$80	\$880
Film (long-term)	1	\$400	\$400
Shelter rental	140	\$40	\$5,600
Commercial (4 month season)	4	\$200	\$800
Commercial (annual)	12	\$320	\$3,840
<b>Total costs recovered</b>			<b>\$28,960</b>

To understand how permits relate to broader provincial revenue generation patterns, we compared permit fees used in parks in the Regional District of Nanaimo, Metro Vancouver Regional District and the Regional District of Central Okanagan (Table 3). These comparative locations were chosen due to their geographic location and similarity in population demographics. An average cost was calculated using the mean value per permit fee for the four comparative locations selected.



Table 3: Comparison of permitting fees for CRD Regional Parks (CRD), Regional District of Nanaimo (RDN), Metro Vancouver Regional District (METRO), and Regional District of Central Okanagan (RDCO)

	CRD	RDN <sup>1</sup>	METRO <sup>2</sup>	RDCO <sup>3</sup>	Average
Shelter	\$40	\$50	\$72	\$40	\$50.50
Commercial permit – recreation activity – day rate	\$40	\$100	150	\$40	\$82.50
Commercial permit – 4 month season	\$200	n/a	\$300	\$150	\$216.70
Commercial permit - annual	\$320	n/a	\$300	\$250	\$290.00
Event – small/one day	\$40	\$100 (\$15 non-profit /sport)	\$335 (day)	\$100	\$143.75
Event – Medium/large/ 10 or less events/year	\$160	n/a	\$500-1485 (day)	\$200-400	\$484.20
Weddings	n/a	\$100	n/a	\$250	\$175.00
Dog walking	\$320		\$460-765 annual		466.25
Filming	\$80-400 (1-10 days)	\$250 (per permit)	\$800-8000 (1-10 days)	\$200 -400 (1-10 days)	\$332.50-2,262.50
Access annual fee	\$80	\$500	\$500	n/a	\$360.00

It is important to point out that weddings are listed under the general category “Events”, which corresponds to \$40 a day.

If the CRD had adjusted the pricing of its current permit offerings in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from \$27,686 to \$54,167, an additional cost recovery of \$26,481. In Table 4, a detailed description of recovery costs adjusted to the averages based on the other locations considered is reported.

<sup>1</sup> [https://www.rdn.bc.ca/sites/default/files/2019-03/park\\_use\\_permit\\_application\\_form.pdf](https://www.rdn.bc.ca/sites/default/files/2019-03/park_use_permit_application_form.pdf)

<sup>2</sup> [http://www.metrovancouver.org/boards/Bylaws1/GVRD\\_Bylaw\\_1177-Unofficial\\_Consolidation.pdf](http://www.metrovancouver.org/boards/Bylaws1/GVRD_Bylaw_1177-Unofficial_Consolidation.pdf)

<sup>3</sup> <https://www.regionaldistrict.com/media/256802/bylaw1428.pdf>

Table 4: Regional Parks cost recovery through permits in 2019 and cost recovery if the permit were in line with the average based on the other locations considered.

Permit	# of permits	Current fee	Current cost recovery	Fee based on regional average	Cost recovery based on average
Commercial dog walker	37	\$320	\$11,840	\$466.25	\$17,251.25
Access	10	\$80	\$800	\$360.00	\$3,600.00
Event (one-time)	64	\$40	\$2,560	\$143.75	\$9,200.00
Event (> 10 or less events/year)	14	\$160	\$2,240	\$484.20	\$6,778.80
Film (short-term)	11	\$80	\$880	\$332.50	\$3,657.50
Film (long-term)	1	\$400	\$400	\$2,262.50	\$2,262.50
Shelter rental	140	\$40	\$5,600	\$50.50	\$7,070
Commercial (4 month season)	4	\$200	\$800	\$216.70	\$866.80
Commercial (annual)	12	\$320	\$3,840	\$290.00	\$3,480.00
<b>Total costs recovered</b>			\$28,960		\$54,166.85

### 3.2 Camping

The current camping offerings are:

1. Jordan River: \$15/night + \$5/extra vehicle (May-September), \$10/night + \$5/ extra vehicle (October-May)
2. Island View Beach: \$15/night + \$10 per extra vehicle; \$20/night for RVs
3. Spring Salmon Place (KWL-UCHUN): \$25/night + \$10 extra vehicle; \$15/night bike/walk-in; \$7 firewood

In 2019, a total of \$99,954 was generated through camping fees. Specifically, a total of \$24,557 was generated by the Jordan River Campground and \$75,397 was generated by the Island View Beach Campground. The Spring Salmon Place (KWL-UCHUN) Campground revenues are not collected by Regional Parks, as this campground is operated by the T'Sou-ke Nation.

To understand how camping fees relate to broader Vancouver Island revenue generation patterns, we compared camping fees used in parks close to our regional parks system, such as Goldstream Provincial Park, China Beach Campground in Juan de Fuca Provincial Park, Horne Lake Regional Park, Descanso Bay

Regional Park and Bamberton Provincial Park (Table 5). These comparative locations were chosen due to their geographic location and similarity with CRD Regional Parks. An average cost was calculated using the mean value per camping offering for the six comparative locations selected.

**Table 5: Comparison of permitting fees for CRD Regional Parks (CRD), Goldstream Provincial Park (GP), China Beach (CB), Horne Lake Regional Park (HL), Descanso Bay Regional Park (DB), and Bamberton Provincial Park (BP)**

	CRD	GP	CB	HL	DB	BP	Average
High season (May-September)	\$15-25	\$35	\$20	\$20-24	\$17	\$20	\$22
Cost per extra vehicle high season	\$5-10	\$12	\$10	n/a	\$8.50	n/a	\$9.50
RVs	\$20	n/a	n/a	n/a	n/a	n/a	\$20
Low season (October-May)	\$10	\$13	n/a	\$10	\$10	\$11	\$10.80
Cost per extra vehicle low season	\$5	n/a	n/a	n/a	\$5	n/a	\$5

If the CRD had adjusted the pricing of its current camping fees to be in line with the average calculated based on other locations considered, Jordan River and Island View Beach campgrounds could raise their prices to \$22 a night.

A summary of camping fees cost recovery in line with the other parks systems considered is not provided, as the CRD Regional Parks 2019 camping recovery costs diverges from those by including both camping fees and extra vehicle fees.

### 3.3 Parking

Only two regional parks currently have paid parking from May 1 – September 30:

1. Thetis Lake Regional Park: \$2.25/day OR \$20/season
2. Sooke Potholes Regional Park: \$2.25/day OR \$20/season

The approximate revenue generated in 2019 was \$190,647, with \$153,577 collected at Thetis Lake Regional Park and \$37,070 at Sooke Potholes Regional Park. Collection is through contracted services and the service provider switched to a pay-by-plate system in 2019, which led to increased revenue. Of note, the \$20 season's pass is valid for both regional parks that have pay parking in effect.

To understand how parking fees relate to broader revenue generation patterns, we compared parking fees used in parks in Saskatchewan Regional Parks, Metro Vancouver Pacific Spirit Regional Park, North Vancouver Regional Parks, Algonquin Provincial Park (APP) and Island 22 Regional Park in Fraser Valley Regional District (Table 6). These comparative locations were chosen due to their similarity with CRD

Regional Parks. An average cost was calculated using the mean value per fee for the seven comparative locations selected.

Table 6: Comparison of parking fees for CRD Regional Parks (CRD), Saskatchewan Regional Parks (SRP), Metro Vancouver Pacific Spirit Regional Park (MVPSRP), North Vancouver Regional Parks (NVRP) Algonquin Provincial Park (APP) and Island 22 Regional Park in Fraser Valley Regional District (I22RP).

	CRD	SRP	MVPSRP	NVRP	APP	I22RP	Average
Hourly	n/a	n/a	\$1.50	n/a	n/a	n/a	\$1.50
Daily	\$2.25	n/a	\$7.50 <sup>4</sup>	\$3.00	\$15.50-21.00	\$5	\$7.2
Season pass	\$20	\$45	n/a	\$30	\$175.00	\$25	\$59

If the CRD had adjusted the pricing of its current parking fees to be in line with the average calculated based on the other locations considered, the daily rate could increase to \$7.20 and the price for a season's pass could rise up to \$59.

If the CRD had adjusted the pricing of its current parking in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from \$190,647 to \$601,605, an additional cost recovery of 410,958. In Table 7, a detailed description of recovery costs adjusted to the averages based on the other locations considered.

Table 7: Regional Parks pay parking cost recovery in 2019 compared to cost recovery if the rates were in line with an average based on other locations.

Pay Parking	# passes	Current Fee	Current cost recovery	Fee based on regional average	Cost recovery based on average
Daily	69,683	\$2.25	\$156,787	\$7.20	\$501,718
Season pass	1,693	\$20	\$33,860	\$59	\$99,887
Total Costs Recovered	n/a	n/a	\$190,647	n/a	\$601,605

<sup>4</sup> [http://www.metrovancouver.org/boards/Bylaws1/GVRD\\_Bylaw\\_1177.pdf](http://www.metrovancouver.org/boards/Bylaws1/GVRD_Bylaw_1177.pdf)

### 3.4 Interpretive Programs

Three different interpretive programs are offered that generate revenue:

1. School programs for a fee of \$70 per program
2. Special request programs for a fee of \$70 per program
3. Special workshops for a fee of \$7 per participant.

All other interpretive programs and events are free to attend. Additional cost recovery is generated by the interpretive program through the renting of the Beaver Lake Nature Centre and by receiving donations by visitors to the nature centres. In 2019, a total of \$13,625 was generated by the interpretive program. The recovery costs generated through each interpretive program currently used are reported in Table 8.

Table 8: Regional Parks interpretive program cost recovery in 2019.

Program type	Cost recovery
School programs, special request programs and special workshops	\$9,464
Rental of Beaver Lake Nature Centre	\$3,750
Donations	\$356
Recovery cost	\$55
<b>Total costs recovered</b>	<b>\$13,625</b>

To understand how interpretive programs relate to broader revenue generation patterns, we compared interpretive programs used in Swan Lake Nature Sanctuary, Royal BC Museum, Shaw Centre for the Salish Sea, Fort Rodd Hill and Fisgard Lighthouse National Historic Sites, Goldstream Provincial Park, Rath Trevor Beach Provincial Park and Metro Vancouver Regional Parks (Table 9). These comparative locations were chosen due to their similarity with CRD Regional Parks. An average cost was calculated using the mean value per fee for the eight comparative locations selected.

Table 9: Comparison of interpretive programs fees for CRD Regional Parks (CRD), Swan Lake Nature Sanctuary (SL), Royal BC Museum (RBCM), Shaw Centre for the Salish Sea (SCSS), Fort Rodd Hill and Fisgard Lighthouse National Historic Sites (FRH&FLNHS), Goldstream Provincial Park (GPP), Rath Trevor Beach Provincial Park (RB) and Metro Vancouver Regional Parks (MVRP).

	CRD	SL	RBCM	SCSS	FRH & FLNHS	GPP	RB	MVRP	Average
Program for max 25 people for 1-3h	\$70	\$80-105	\$99	\$150	\$83	\$130-200	\$130	\$160	\$118.63
Event per participant	\$7	n/a	n/a	\$6	\$3.30	\$5 - 10	\$5 - 10	\$15	\$7.71

If the CRD had adjusted the pricing of its current interpretive programs in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from \$9,464 to \$15,698.22, an additional cost recovery of \$6,234.22. In Table 10, a detailed description of recovery costs adjusted to the averages based on the other locations considered is reported.

Table 10: Regional Parks cost recovery through interpretive programs in 2019 and cost recovery if the interpretive programs were in line with the average based on other locations considered.

Interpretive Programs	# of Programs	Current Fee	Current cost recovery	Fee based on regional average	Cost recovery based on average
Program for max 25 people for 1-3h	127	\$70	\$8,890	\$118.63	\$15,066
Event per participant	82	\$7	\$574	\$7.71	\$632
Total Costs Recovered	n/a	n/a	\$9,464	n/a	\$15,698

### 3.5 Rentals

There are a series of properties within the regional parks system that are rented for a yearly revenue generation of \$99,747. Additional revenue can be generated through the review of the current rental rates for the tenant in the different rental locations across the system. However, operational costs associated with rentals is quite high and although this does generate some revenue, the ongoing operational costs must be considered. Through the Asset Management Optimization Report, tenanted rental buildings are identified as a category of assets that have high life-cycle costs but are not critical to core service delivery.

### 3.6 Other Revenues

Other sources of revenue are currently used for cost recovery:

- Mount McDonald Tower Licensing, which generated \$109,775 in 2019
- Other licencing, which generated \$12,497 in 2019.

### 3.7 Recovery Cost over the Last Five Years

An overview of the costs recovered over the past five years by CRD Regional Parks is provided below to offer an overview of cost recovery patterns over a five-year cycle (Table 11 & Figure 1).

Table 11: Regional Parks cost recovery over the past 5 years

Type of recovery cost	2015	2016	2017	2018	2019
Permits	\$11,165	\$13,300	\$13,100	\$22,787	\$27,686
Camping	\$57,834	\$62,651	\$78,929	\$95,759	\$99,954
Parking	\$88,538	\$90,101	\$100,688	\$97,432	\$190,647
Interpretive programs	\$12,616	\$15,513	\$10,811	\$11,760	\$10,072
Donations	\$336	\$581	\$374	\$403	\$356
Nature Centre rental	\$5,780	\$4,031	\$4,031	\$4,406	\$3,750
Rentals	\$45,914	\$58,851	\$89,610	\$92,183	\$99,747
Tower licensing	\$120,020	\$101,740	\$101,740	\$101,740	\$109,775
Other licensing	\$2,090	\$14,055	\$7,986	\$7,153	\$12,497

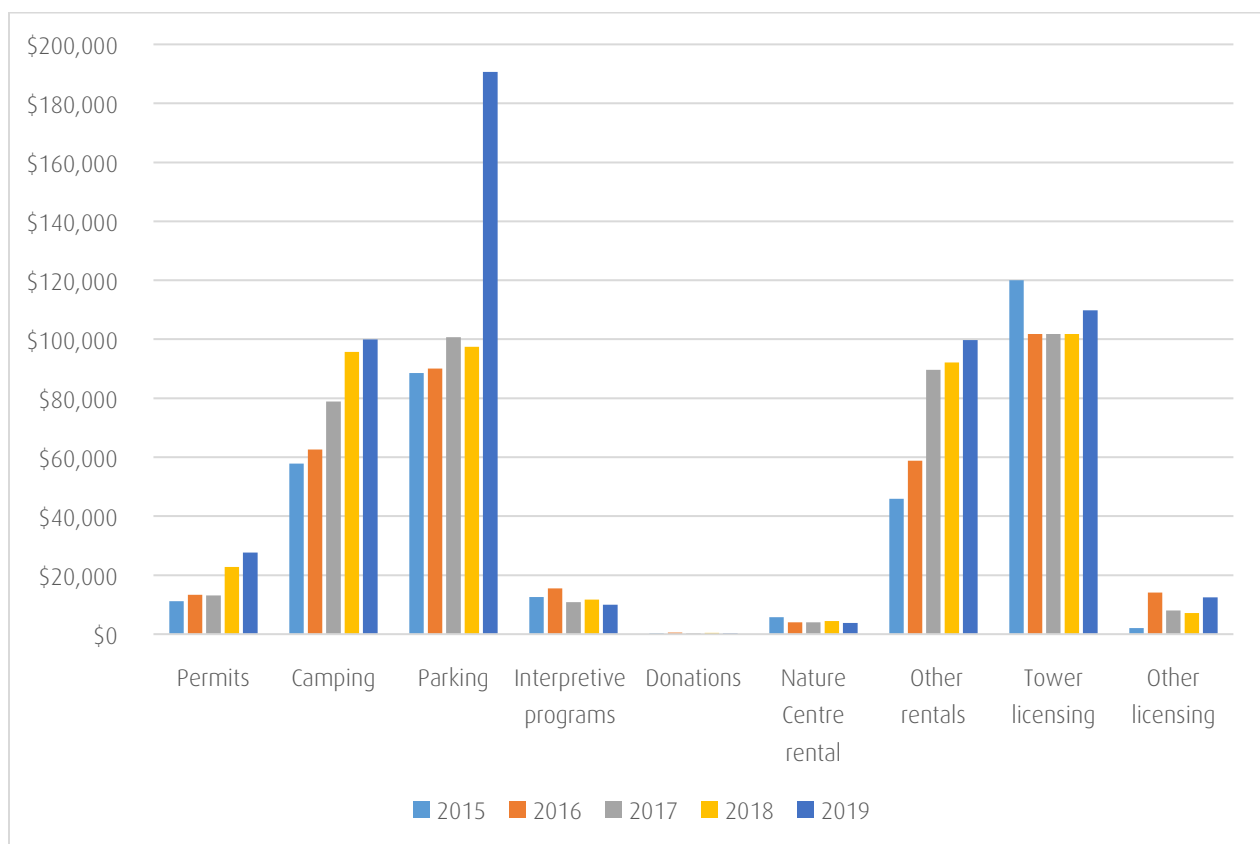


Figure 1: Regional Parks cost recovery over the past 5 years



## 4. Conclusion

This report is a snapshot of the revenues generated by Regional Parks in 2019. It provides information for similar permits and fees used across British Columbia and other Canadian protected areas systems for revenue generation and offers suggestions on how Regional Parks could align with those. A limitation of this document is the lack of a cost-of-service assessment, which should be undertaken to ensure the cost of all park management-related endeavours and services provided are properly accounted for when charging fees. For example, the operational costs associated with rentals is quite high (i.e., infrastructure maintenance), yet difficult to determine as it's embedded in the everyday work of parks staff. Gaps between costs-of-service delivery and fees received should be identified and used to review and accordingly adapt the current permits and fees of Regional Parks to market values.

Additionally, the complete park system should be assessed to identify in which parks to focus revenue generation. Strategically concentrating services and service fees in parks that attract a higher number of visitors and commercial users allows Regional Parks to maximize the return on investment and may solve issues related to limited service, such as parking capacity. Revenue generation should be especially explored in an optic of "service plus", the value-added services Regional Parks can offer to better serve its clients. Such an approach would allow for market experiences based on user groups and their service delivery preferences and would help develop more successful revenue generation streams. A thorough market analysis of the regional parks system is required to allow for the identification of new and ad-hoc revenue generation offers. Regarding the example of Ontario Parks, market research that helps tailor parks offerings to user demands would be of great support for the enhancement of revenue generation in regional parks.

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**REPORT TO PLANNING, TRANSPORTATION AND PROTECTIVE SERVICES COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 21, 2020**

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**SUBJECT** South Island Transportation Strategy

**ISSUE SUMMARY**

To receive the South Island Transportation Strategy for information.

**BACKGROUND**

Transportation consistently ranks as a significant regional issue due to concerns related to congestion, travel time and greenhouse gas emissions. The CRD's Regional Growth Strategy (RGS) and Regional Transportation Plan (RTP) identify objectives and policies to address these matters of regional concern.

In recognition of the above, the Ministry of Transportation and Infrastructure (MoTI) commissioned the South Island Transportation Strategy (SITS) with the purpose of developing a regional roadmap for future provincial multi-modal investments in transportation infrastructure. The strategy focuses on road networks and agencies within MoTI's jurisdiction.

The strategy advances four key goals:

1. Ensure Sustainable Multi-Modal Travel Options
2. Strengthen Inter-Community and Inter-Modal Connections
3. Improve Safety and Reliability
4. Support and Encourage Active Transportation

SITS emphasizes the need for improved transportation choice, reliability and safety, focusing on green transit and active transportation improvements at mobility hubs and along connecting corridors. The strategy identifies short-, medium- and long-term priorities, as follows:

<b>SITS Priorities</b>	<b>Impact to the Region</b>
<b>Short-Term:</b> transit exchanges, queue jumpers, queue lanes, park and rides and ultimately grade separation of intersections along the highway network to meet provincial climate and transportation objectives.	<ul style="list-style-type: none"><li>• Consolidates provincial projects across the region into one strategy.</li><li>• Provides clear picture of committed and near-term investments in infrastructure upgrades.</li></ul>
<b>Medium- and Long-Term:</b> variety of potentially significant projects including rail, ferry, bridges, light rail transit (LRT) and bus.	<ul style="list-style-type: none"><li>• Many projects have been previously studied and were identified to have significant costs.</li><li>• Not identified as immediate provincial priorities.</li><li>• No level of regional agreement on whether the projects should have priority status.</li></ul>

Appendix A provides the South Island Transportation Strategy. Appendix B summarizes the alignment between the SITS goals and ongoing RTP implementation actions, identifies examples of CRD and partner actions to implement the RTP and outlines CRD involvement in external transportation projects. Appendix C provides a map of recent and planned infrastructure projects.

## **ALTERNATIVES**

### *Alternative 1*

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:

That the South Island Transportation Strategy be received for information.

### *Alternative 2*

That the South Island Transportation Strategy staff report be referred back to staff for further information based on Planning, Transportation and Protective Services Committee direction.

## **IMPLICATIONS**

### *Environmental & Climate Implications*

SITS was written through a climate action lens. The strategy recognizes that the CRD has declared a climate emergency and focusses on increasing active transportation, transit and the use of electric vehicles in an effort to mitigate climate change. This focus aligns to the CRD's Regional Climate Action Strategy.

### *Intergovernmental Implications*

MoTI staff engaged with municipal and First Nations stakeholders through the development of the strategy. MoTI staff presented and sought feedback from both the CRD Transportation Committee and the Committee of the Whole. Board members provided numerous suggestions with a focus on strengthening the climate change lens, incorporating active transportation more strongly and considering the equity impacts of recommendations. These suggestions were incorporated into the strategy.

Given the current governance and funding models, implementation of regional transportation objectives relies on collaborative partnerships between local, regional and provincial levels of government. With the introduction of SITS, the Province has identified a number of priorities that advance the RTP objectives on roadways within MoTI's jurisdiction, including transit priorities. A key RTP implementation activity at the municipal level has been the development of transportation plans for local street networks. These plans have frequently resulted in infrastructure improvements that advance the RTP objectives to shift mode share.

### *Regional Growth Strategy Implications*

The RGS sets out a settlement concept of complete communities connected by a multi-modal transportation network. SITS reinforces this concept through a focus on mobility hubs and prioritization of transit and active transportation improvements in provincial projects. Implementation of SITS priorities may progress the RGS mode share target of 42% cycling, walking and taking transit by 2038.

### *Financial Implications*

The strategy will have limited cost and funding implications to the CRD. Transportation infrastructure investments, other than the regional trail system, fall outside CRD jurisdiction and service mandate. No new funding was provided with the release of the strategy. Since 2017, the Province has invested or committed to investing more than \$500 million in the South Island. SITS references a need for shared investment from all levels of government. See Appendix C for a map of provincial investments in transportation infrastructure projects around the region.

### *Service Delivery Implications*

The strategy does not make any firm recommendations or commitments in relation to potential new infrastructure projects. It does provide very general time frames for some of the potential projects. Further, the strategy does not address the need for improved east west connectivity in the region (i.e., McKenzie improvements between Highway 1 and 17) or provide recommendations in relation to new potential major transit opportunities. Recommendations related to new governance models were outside the scope of the SITS project. See Table 1 in Appendix B for a summary of the RTP as it relates to SITS.

Given the current governance and funding model, the CRD's role in regional transportation is to provide transportation advocacy, data collection and dissemination, and technical expertise on transportation projects throughout the region. With a focus on maintaining and developing cooperative partnerships, CRD staff will work closely with partners across the region on any future initiatives resulting from the plan. See Table 2 in Appendix B for an outline of how the CRD is involved with transportation projects led by municipal, provincial and agency partners.

Per Board priorities, the RGS and the RTP, CRD staff will continue to:

- convey the need to protect the E&N Corridor for future transportation use;
- work with government/community partners to increase use of public transit, walking and cycling and to plan for and deliver an effective, long-term regional multi-modal transportation system;
- leverage opportunities to take a leadership role to pursue regional carbon neutrality by 2030;
- create and deliver more affordable housing in complete communities across the region;
- work with partners from municipalities, electoral areas and agencies to understand local priorities, share knowledge and facilitate implementation of the RTP; and
- provide data inputs and technical expertise on transportation projects through participation in technical working groups related to priority BC Transit and MoTI measures.

### *Alignment with Board & Corporate Priorities*

SITS aligns to Board and corporate priorities related to transportation, housing and climate action. Making progress on these priorities helps meet community needs for convenient and green transportation options, improved community well-being and reduced GHG emissions.

### *Alignment with Existing Plans & Strategies*

CRD adopted the RTP in 2014 to identify a regional multi-modal transportation system that meets future growth demands with a focus on sustainability. The RTP includes eight regional outcome statements and accompanying actions to guide partner implementation. CRD staff used the RTP and Board priorities as the basis for input in both the technical and advisory groups for this project. Appendix B shows the alignment of SITS goals to the RTP outcome statements and summarizes CRD and partner actions that will progress implementation.

Given that the RTP does not identify any priority transportation infrastructure projects, staff were not in a position to advocate for any individual infrastructure priorities. The biggest challenge for improving multi-modal travel continues to be the relationship of land use to transportation nodes in the region.

### **CONCLUSION**

SITS provides a roadmap for future provincial investments in multi-modal transportation predominately within areas under MoTI jurisdiction. The strategy reflects the CRD RTP objectives and rolls a number of existing plans and current projects into one document. While SITS aligns to Board priorities for transportation, the strategy does not identify any new funding or provide recommendations in relation to potential major infrastructure projects. Implementation of regional transportation objectives will continue to rely on a collaborative partnership approach between local, regional and provincial levels of government.

### **RECOMMENDATION**

The Planning, Transportation and Protective Services Committee recommends to the Capital Regional District Board:

That the South Island Transportation Strategy be received for information.

Submitted by:	Emily Sinclair MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

### **ATTACHMENT(S)**

Appendix A: South Island Transportation Strategy

Appendix B: Summary Analysis – South Island Transportation Strategy and the Regional Transportation Plan

Appendix C: Recent and Planned Transportation Projects in the CRD





Ministry of  
Transportation  
and Infrastructure

September 2020

# South Island Transportation Strategy

Transforming South  
Island Transportation







Galloping Goose Regional Trail

21 DOWNTOWN

9850

BCTransit

9850



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# Message from the Minister

Over the last few months, the lives of many British Columbians have been disrupted as we have been forced to adapt to the challenges presented by the COVID-19 pandemic. It's been a difficult time for many, but B.C.'s Restart Plan is putting us on a road to social and economic recovery.

This time has also provided a unique opportunity that we don't often get—a chance to see how our communities look and move when we slow down. It also gives us a glimpse at what our transportation future could look like with careful planning.

In neighbourhoods across southern Vancouver Island, you'll see more and more families out for walks. People are exploring their communities by bike. Joggers, skateboarders and people on scooters are bringing our streets and sidewalks alive.

As we reset and carefully find our way to a new normal, it's my sincere hope that the change people have begun to embrace will continue. Fewer gas-powered and single-occupant vehicles on the road; more people walking and biking; an increased emphasis on public transportation to get around.

That's the future we're working toward with our South Island Transportation Strategy.

Improvements to the public transportation network across the South Island are at the centre of this strategy, to make it easier for people to get to transit, and to make transit the quicker, more convenient choice for travel. We'll look at all options to make public transit more accessible, including exploring the possibility of commuter rail between Victoria and Langford.

We see existing regional employment and commercial centres, including Uptown/Mayfair, Sidney, Langford, Colwood and Sooke, becoming nodes for integrated transportation—places close to home that serve as a local hub for all modes of regional travel.

It's an approach to transportation that will strengthen neighbourhoods and help build healthy, sustainable communities that support transportation needs for all ages and abilities.

When we integrate park and ride facilities, and bike and pedestrian trails with transit service at regional hubs, it means that outlying, less expensive areas of the region become more accessible.

This will lead to an increase in affordable housing options across the region. People can choose to live in some of the more affordable areas of the region and still get to key destinations like the university, healthcare facilities and the downtown core quickly and efficiently.

These are all ideas we are exploring in our effort to invoke a bold and lasting change in mobility, and our work begins today. Partnerships with Indigenous, local, regional and federal governments, and transportation agencies like BC Transit and BC Ferries will be integral to moving this plan forward.

In short, we're working to close gaps in local networks and make travel across the region as seamless as possible. I look forward to continuing our good work together as we build liveable, affordable communities and make life better for those who live, work and play across southern Vancouver Island.



**Honourable Claire Trevena**

Minister of Transportation and Infrastructure

# Introduction

The Province is committed to making life better for the people that live, work and travel in the South Island. This is reflected in many initiatives already underway across the province.

The South Island is home to a diverse population and economy situated in an exceptional natural location that continues to attract businesses and people that want to take advantage of all the region has to offer. To ensure the South Island remains prosperous, we've developed an integrated transportation strategy to support sustainable growth. This Strategy aims to connect people, services and goods safely and reliably across the South Island and to the rest of the province, while supporting affordable, accessible, healthy, vibrant communities, and a strong economy and environment.

The Province recognizes a growing need to fundamentally shift how people move around South Vancouver Island. New approaches are essential to address transportation challenges that go beyond reducing our dependence on single-occupancy vehicles. The COVID-19 pandemic has highlighted the true potential of our transportation network and the opportunity to create an integrated network that is desirable to use. People must feel safe using active transportation routes. Using public transportation must be appealing for commuters. This will require careful thought and consideration moving forward.

The pandemic has also highlighted the need for investments in our transportation infrastructure to be dynamic and responsive to rapidly changing situations.

There are many opportunities to improve existing transportation networks in new ways, such as shifting towards sustainable travel choices, improving connections and building integrated transportation networks, and accommodating a variety of transportation options to move people and goods throughout South Vancouver Island.

The South Island Transportation Strategy is an integrated approach to support and encourage many travel choices by focusing policy and investment on increasing the infrastructure needed to build connections, capacity, improve safety and the choices for sustainable travel. The Strategy identifies where there are gaps and barriers to a robust and sustainable inter-regional network.

In developing the Strategy, the Ministry of Transportation and Infrastructure worked with Indigenous and local governments, transportation authorities and key stakeholders to gather information as well as gain Indigenous, local and regional perspectives. What we heard is reflected in the goals we have developed and the priorities set out in this Strategy.

Achieving these goals will require partnerships with Indigenous, local and regional governments, transportation authorities, and key stakeholders. Furthermore, through strong relationships, the strategy will guide the Province in its policies, programs and investments for transportation on the South Island.

# South Island Vision

The South Island Transportation Strategy was informed and shaped by multiple priorities. Since 2017, the Provincial Government has implemented a wide range of strategies and plans to make life better for all British Columbians, including those in southern Vancouver Island. This includes building infrastructure that our growing province needs to benefit people and families, regardless of where they live or their economic status.

Additionally, in this year's Budget 2020, the Ministry of Transportation and Infrastructure, alongside the Ministry of Municipal Affairs and Housing, committed to undertaking a new Integrated Transportation and Development Planning (ITDP) process to create a collaborative vision for B.C.'s transportation and affordable development needs. This will contribute to an efficient and accessible transportation network for all travel options that connects communities, regions and global markets. Developing an integrated transportation plan that is founded on land use, affordable housing, sustainability and connectivity is key to making a lasting change in the South Island. It will improve economic prosperity and make life better for the people who live here.

The Province is committed to building a sustainable economy that will create good-paying jobs, help businesses succeed, and ensure we can supply the programs and services needed by our diverse and growing population.

The COVID-19 pandemic has emphasized the need to be responsive and adaptable to changing situations that can affect all aspects of day-to-day life. While it is still unknown what the lasting effects of the pandemic may be, the core values that make up the long-term strategy for a sustainable growth and a healthy economy remain unchanged. The current situation shows the need for a resilient and sustainable transportation system that can aid in our immediate recovery.

As recovery from the pandemic continues, in order for the economy to keep pace with projected population and trade growth, British Columbia needs an integrated transportation strategy aligned across regions, such as the South Island. We must be able to address congestion on our trade corridors, enable the seamless movement of people and goods, and encourage development of diverse, affordable, connected communities.

Providing people with affordable and efficient travel choices in the South Island will allow for better engagement in economic opportunities, partnerships with Indigenous communities, and better social connections.

Improving the connectivity of urban and rural areas for the movement of people and goods will assist the resource sectors and employment centres in the South Island, which support the economy of this region and the province.

Integrating land use, housing, and economic development with transportation investment and policies within the South Island will support sustainable development and have positive impacts on affordable housing, accessibility, climate change and quality of life.

Creating safe and reliable trade corridors in the South Island is a key component of a sustainable economy for the region and the province.

# Working with Indigenous, Local, Regional and Provincial Priorities

The Strategy does more than build on the many previous transportation planning initiatives completed in the South Island by the ministry and others. It is a new way of thinking that seeks to develop a distinct set of goals that still align with the current policies, goals, planning and priorities of Indigenous, local and regional governments, and key stakeholders.

The Strategy was developed with input from Indigenous, local, regional and provincial plans and initiatives which are shaping the direction of transportation in the region and across the province, including:

- Move. Commute. Connect. (B.C.'s Active Transportation Strategy)
- CleanBC
- Cowichan Tribes Transportation and Mobility Plan
- 2018 Vancouver Island Economic Alliance Report
- Capital Regional District (CRD) Regional Transportation Plan
- CRD Regional Trail Master Plan
- CRD Regional Growth Strategy
- Victoria Transit Future Plan
- Cowichan Valley Regional District (CVRD) Regional Collaboration Framework
- Municipal plans (Let's Move Saanich; GoVictoria)
- 2020 Island Rail Corridor Condition Assessment Report (Ministry of Transportation and Infrastructure)
- 2019 Westshore Express Passenger Ferry Service Pre-Feasibility Study (SNC Lavalin)

While the Strategy considered these plans and initiatives to ensure alignment with the various priorities across the region, it seeks to take it a step further with a bold and innovative approach to integrated planning.

These documents were developed and reviewed prior to the COVID-19 pandemic, but remain important and relevant to the Strategy.

## Aligning with Economic Recovery

As we look forward to implementation, additional engagement will be required to ensure the dynamic nature of the transportation sector continues to respond and react to the changing needs of communities, as we adjust to the new realities of life and work in a post-pandemic environment.

# South Vancouver Island's Transportation Network

The study area focused on all transportation corridors in South Vancouver Island and encompassed areas as far north as Duncan, as far west as Sooke, and the entire Saanich Peninsula. Corridors serving a variety of transportation choices, such as commuter corridors, marine and ferry corridors, rail corridors, and the active transportation and road corridors, were also part of the study area.

## The current network includes:

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**One Rail Corridor**  
(Island Rail Corridor)



**One dedicated bus only corridor**  
(Highway 1/Douglas Street)



**Two provincial ferry corridors**  
(Swartz Bay and Mill Bay/  
Brentwood Bay)



**Two international ferry corridors**  
(Belleville and  
Anacortes)



**Four Regional Trail Corridors**  
(E&N, Galloping Goose, Lochside  
and Trans Canada/Great Trail)



**Air corridors** (Victoria International  
Airport, Victoria Harbour and  
Camel Point)



**Three major highway corridors**  
(Highways 1, 14 and 17)



**Local and arterial corridors**  
(13 municipalities)



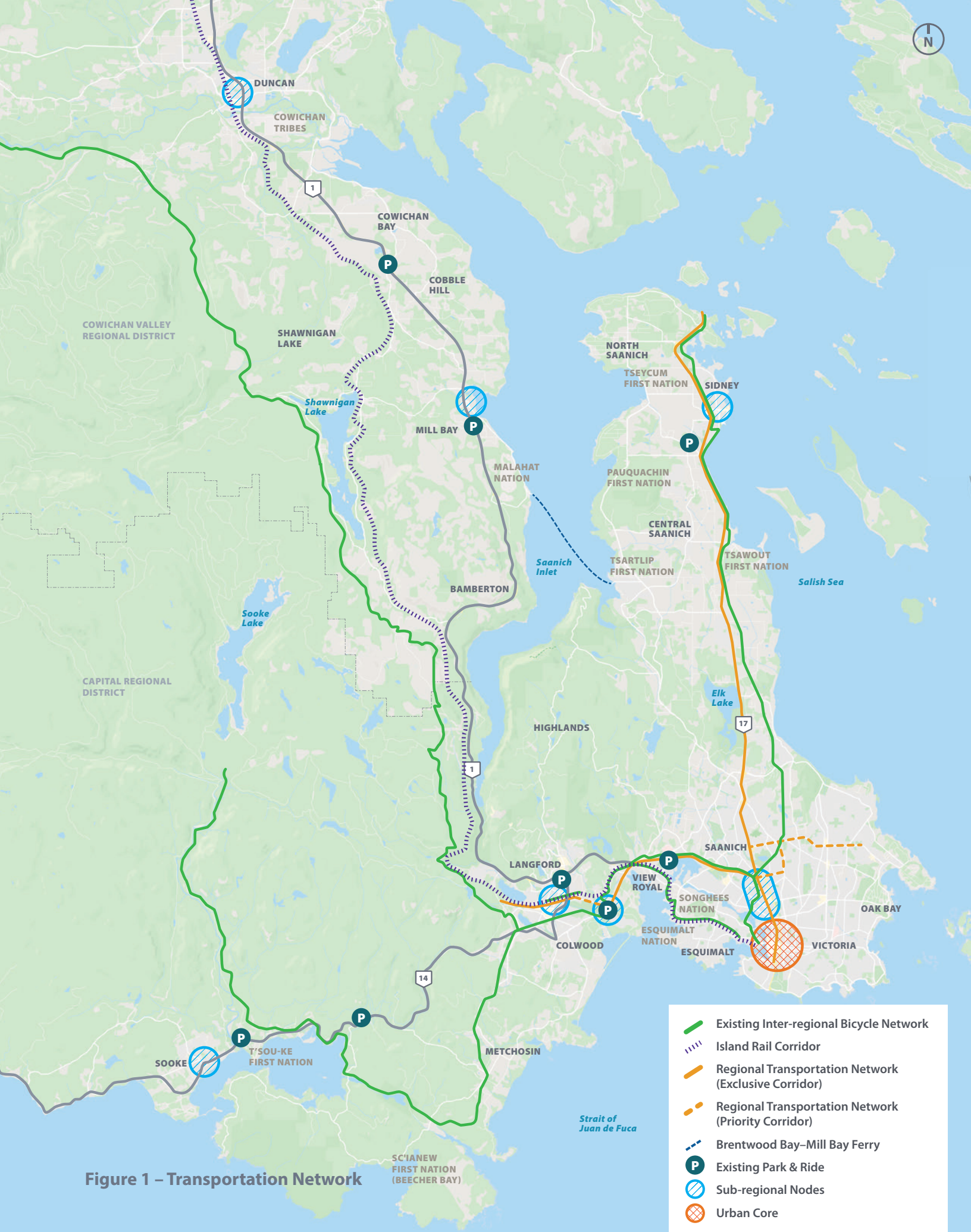


Figure 1 – Transportation Network

# Working with Indigenous and Local Governments, and Stakeholders

The Strategy was developed, in part, by building on the extensive consultation that has been undertaken to develop a wide variety of transportation initiatives in the area (for example, the CRD Regional Transportation Plan, BC Transit Future Plan, Active Transportation Strategy, Clean BC and municipal plans).

As part of the process, the ministry worked with Indigenous, local and regional governments, transportation authorities, and key stakeholders who offered valuable perspectives on various modes of transportation in the region.

The ministry engaged with the 16 Indigenous communities represented in the South Island to understand their specific interests and challenges. The ministry will continue to work collaboratively with these Indigenous groups to support safe and more accessible transportation networks for their communities.

A Technical Advisory Group consisting of representatives from the Capital Regional District (CRD), Cowichan Valley Regional District (CVRD), municipalities, BC Transit, BC Ferries and the Department of National Defense was created to provide a wide cross-section of the interests and priorities throughout the South Island.

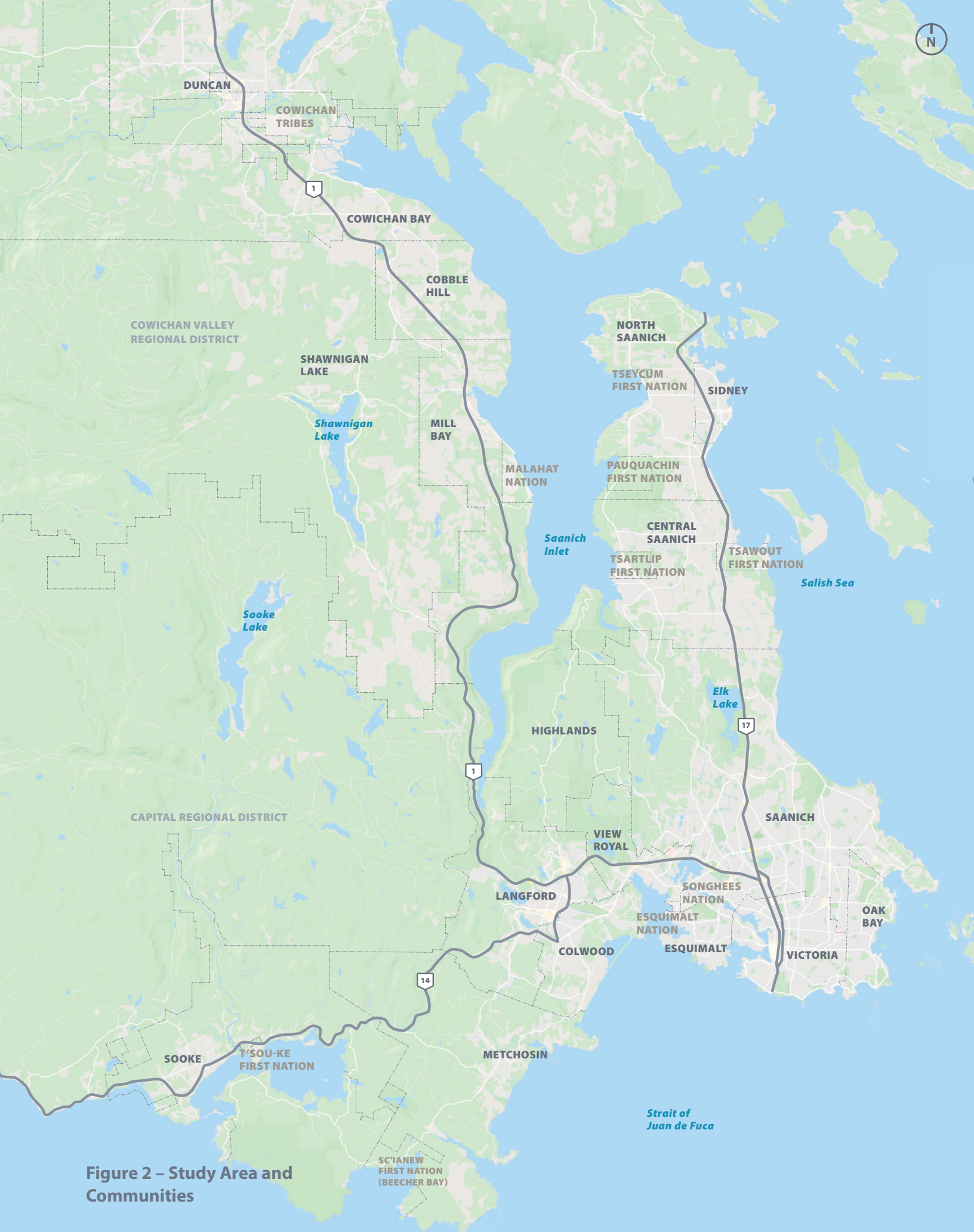
Feedback received from this group was used by the ministry to ensure that we fully understood regional challenges, and that our priorities and aspirations were aligned. It also reinforced that the successful implementation of the Strategy will require partnerships and collaboration.

## Engagement

The ministry held **more than 40 meetings, workshops and presentations** with Indigenous, local and regional governments, transportation authorities and key stakeholder groups over the course of the creation of the Strategy.







**Figure 2 – Study Area and Communities**

# Why Investments are Needed: Challenges and Opportunities

## Safety

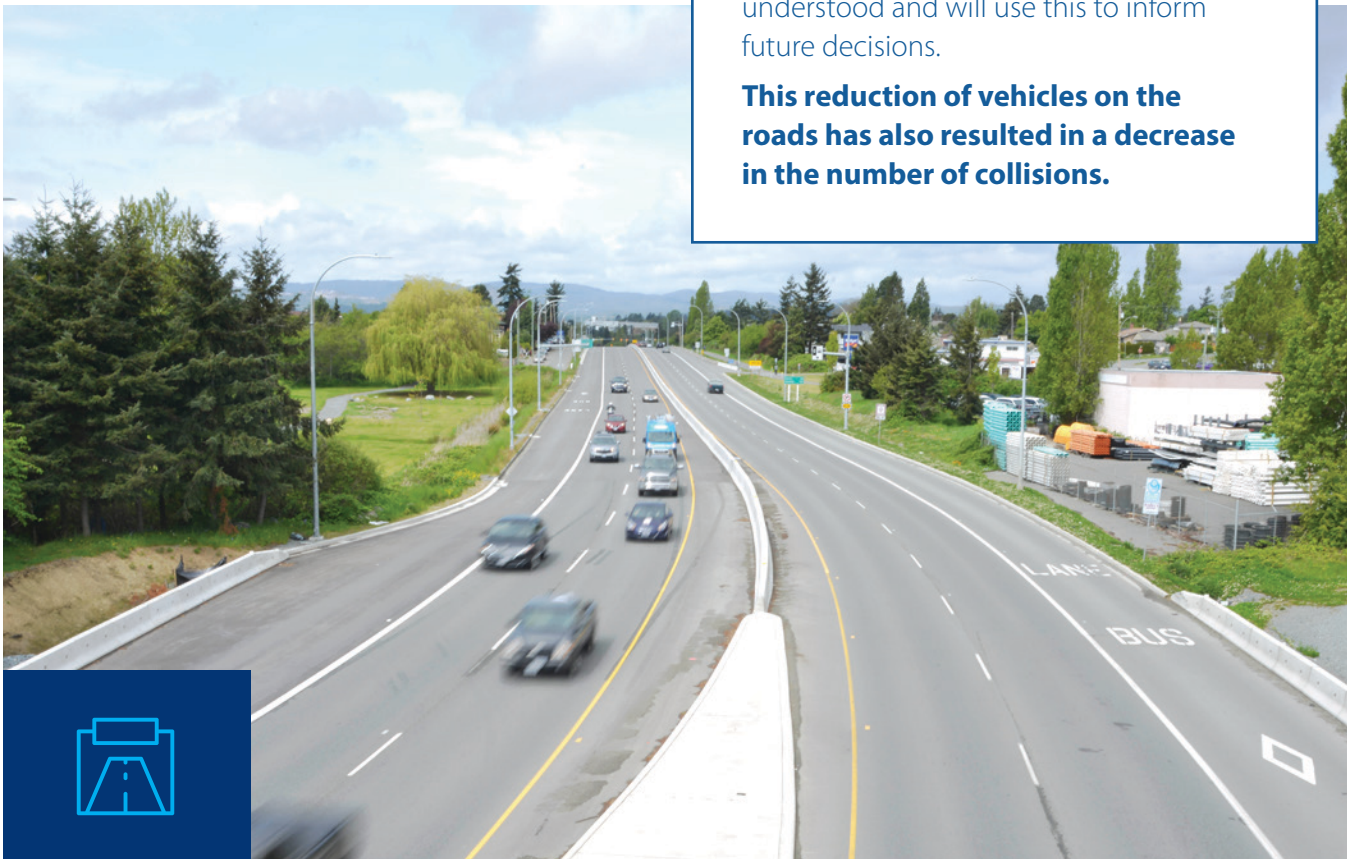
The ministry supports Vision Zero, in which traffic fatalities and serious injuries are eliminated. While safety is a priority throughout the South Island, safety issues are particularly evident along Highway 1 and Highway 17, where collision rates are highest at select major intersections.

Improvements to the active transportation networks, such as crossings and separation from traffic, reduces the conflict with vehicles.

Analysis of traffic volumes during two months of the COVID-19 pandemic (March and April 2020) shows a decrease of traffic on major corridors between 26-53%, when compared to the same period in 2019.

The ministry will continue to monitor travel patterns throughout the year to ensure that the long-term impacts of COVID-19 on the network are better understood and will use this to inform future decisions.

**This reduction of vehicles on the roads has also resulted in a decrease in the number of collisions.**





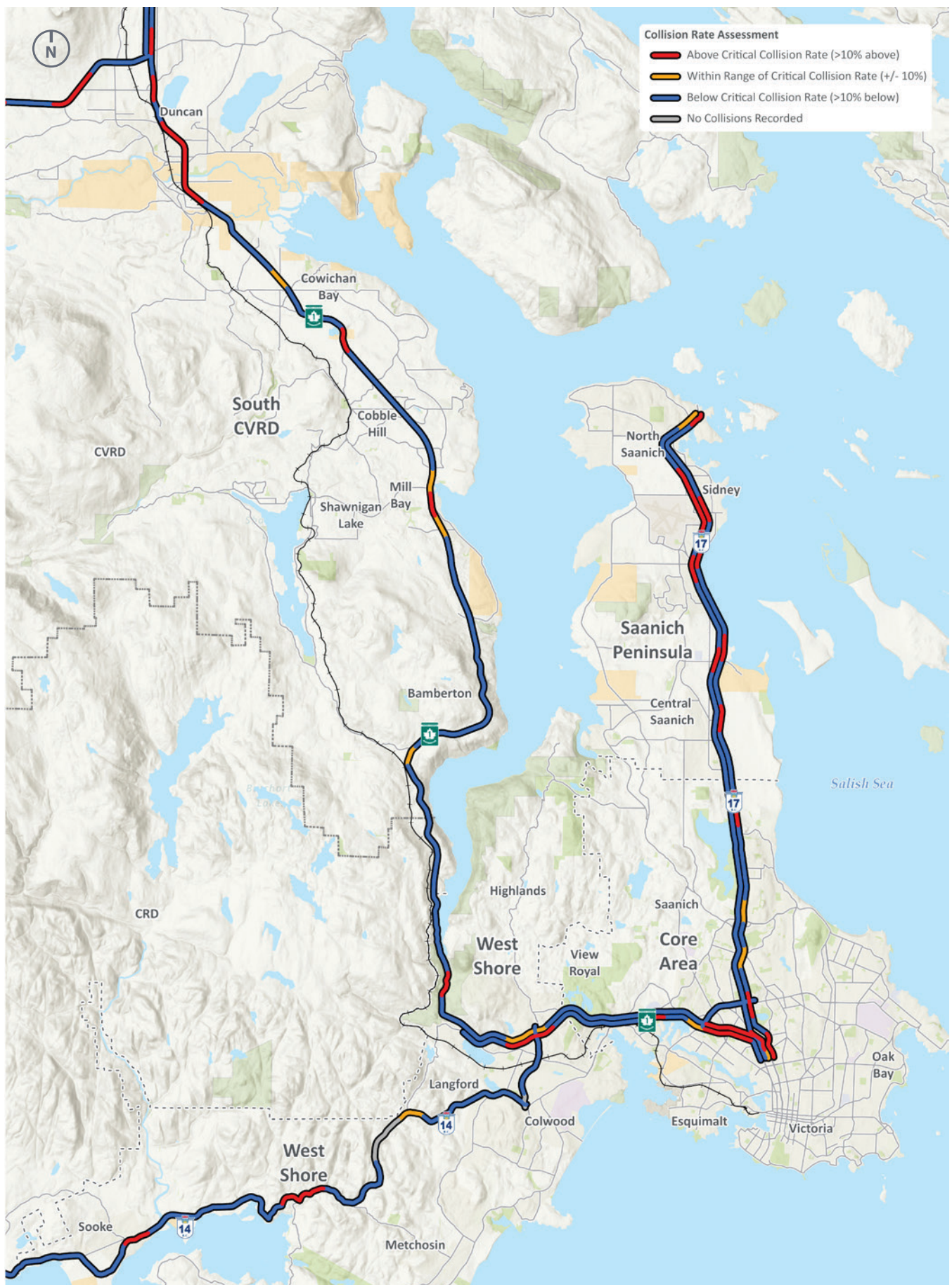


Figure 3 – Collision Rates

## Reliability

Greater variation in travel time indicates reduced reliability. The outlying areas of the South Island experience issues with reliability, such as along the Highway 17 and Highway 14 corridors, and sections of Highway 1 outside the core areas.

Reducing the reliance on single occupancy vehicles by increasing transit and active transportation options will result in travel time savings for all modes of transportation.

As people move from their vehicles to alternative modes of transportation, we will need to ensure that the transit and cycling infrastructure is sufficiently robust to afford users with reliable travel times.

Continued improvements to the transit network, such as the bus only Douglas Street Corridor, have led to improved reliability and travel times for transit users.

The COVID-19 situation has impacted travel times and will continue to be monitored to better understand the effects of the pandemic on the network.

### Unpredictable Travel Times

A typical vehicle trip in 2019 from Mill Bay to Victoria would take approximately:

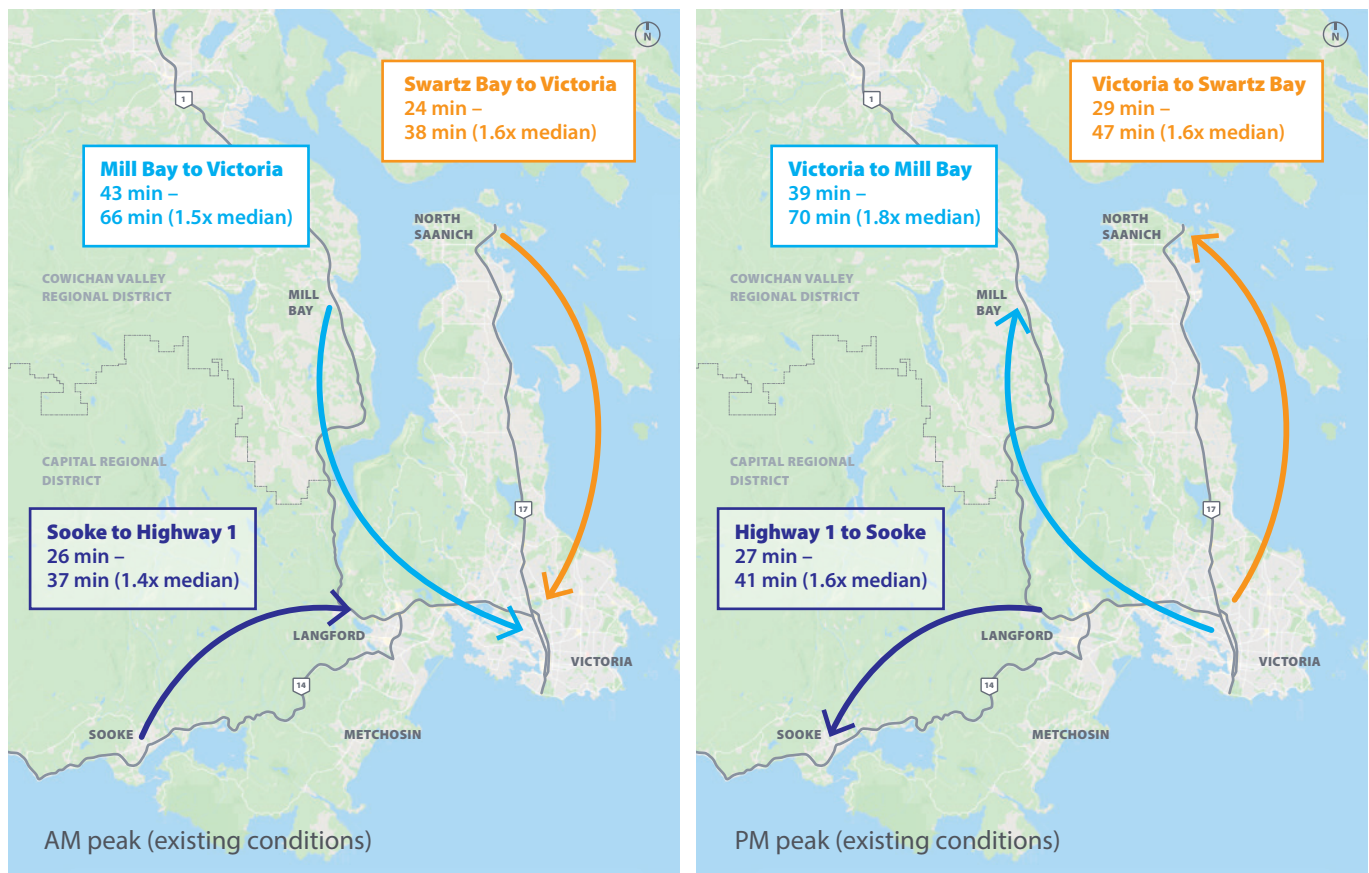


**43 minutes** during the morning peak and **as long as 66 minutes** on some days.

With expected growth, by 2038, this same trip would take:



up to **87 minutes** on a typical day and up to **144 minutes with variability of conditions**.

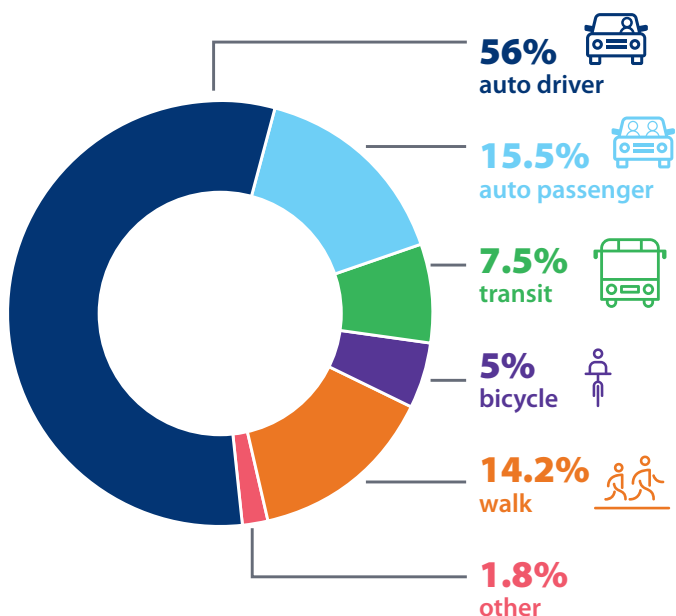


**Figure 4 – Reliability**



## Current Mode Share

2017 Capital Regional District,  
Origin Destination Household Travel Survey



## Sustainability

The Capital Regional District declared a climate emergency in 2019. A shift to sustainable transportation modes such as walking, cycling and transit, and the reduction of greenhouse gas (GHG) emissions is a priority throughout the province and South Island.

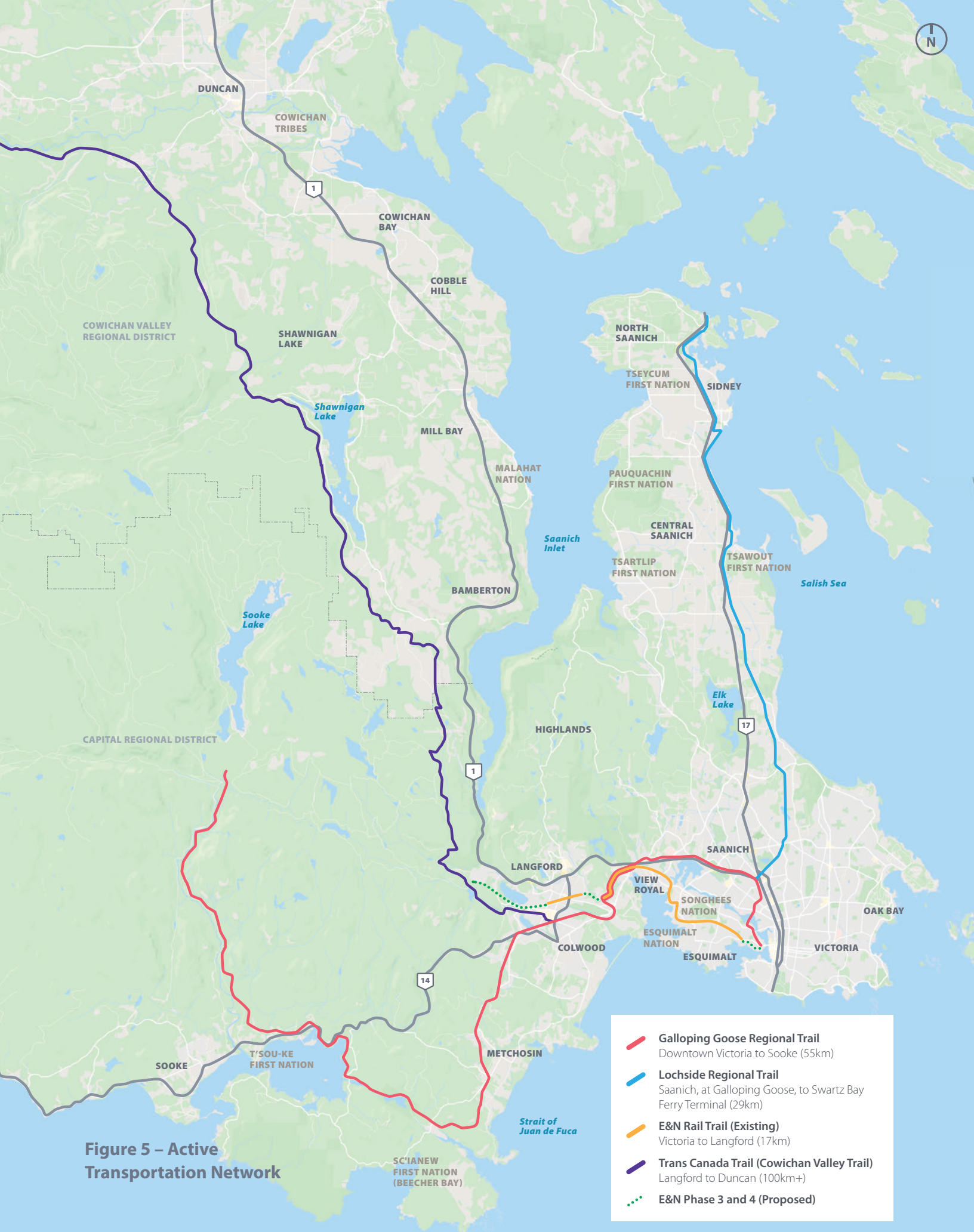
Priority is highest for investments in sustainable travel modes in core areas and communities along Highway 14 and Highway 17 where travel distances, settlement patterns, and infrastructure make these desirable options.

Compared to 2007 greenhouse gas emission levels, the Province, through the CleanBC initiative, is now **committed to reductions of 40% by 2030, 60% by 2040, and 80% by 2050.**

**cleanBC**  
our nature. our power. our future.







**Figure 5 – Active Transportation Network**

- Galloping Goose Regional Trail**  
Downtown Victoria to Sooke (55km)
- Lochside Regional Trail**  
Saanich, at Galloping Goose, to Swartz Bay Ferry Terminal (29km)
- E&N Rail Trail (Existing)**  
Victoria to Langford (17km)
- Trans Canada Trail (Cowichan Valley Trail)**  
Langford to Duncan (100km+)
- E&N Phase 3 and 4 (Proposed)**

# Connectivity

Community connections have been identified as a challenge across the region with the greatest concern in the core areas, including Highway 14 and Highway 1. Affordable housing is often found outside of the core areas, putting added pressure on the transportation network to move people to and from areas of employment in the core.

Improvements targeting better connections are the highest priority in these locations. Strengthening connections between travel modes is also a key opportunity for improvement to support the goals for integrated transportation development.

We will work with municipal partners to create thoughtful development where transportation investment can support growth in the region.

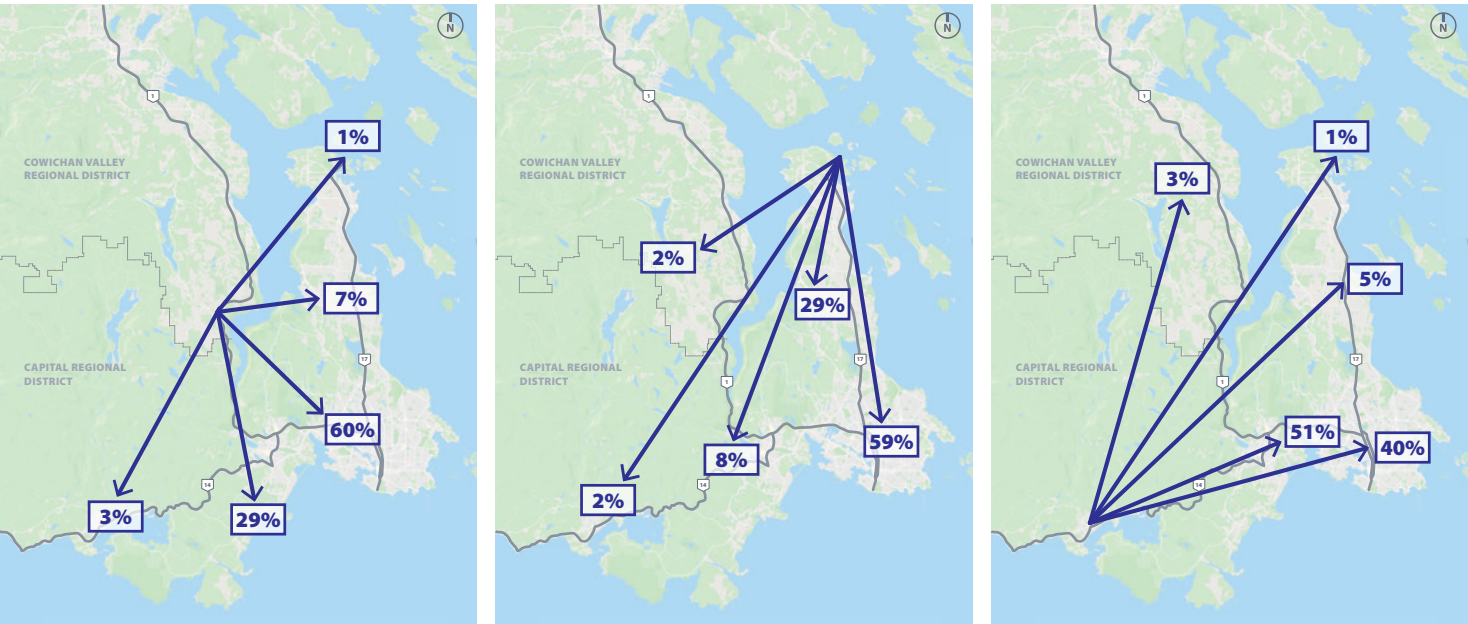


Figure 6 – Distribution of Daily Travel Across Key Gateways

# Aligning Goals and Aspirations

## Aspirations

Plans and strategies developed for communities throughout the South Island by the Province and Indigenous, local and regional governments share a common vision of an integrated sustainable transportation network.

These aspirations lay the foundation for a vision for the South Island and highlight how an integrated transportation system supporting different travel options plays a vital role in achieving those future goals. Although the plans and strategies are unique and may point to slightly different actions, they are well aligned and point to a common vision. The Strategy supports and reinforces key aspirations from these plans and strategies, including:

### ✓ **Take Action on Climate Change**

- Reduce greenhouse gas emissions
- Tap into alternative fuel sources
- Support community liveability by complementing transportation investments with land use planning, housing development, economic and employment clusters
- Support CleanBC

### ✓ **Connect Communities**

- Increase the connections between all modes of travel
- Enhance transit services to sub-regional population centres
- Support projects that lessen barriers to affordability and allow for inclusivity of travel
- Support projects that improve access to economic opportunities and social services

### ✓ **Reduce Vehicle Dependency**

- Provide sustainable travel choices
- Promote sustainable travel options

### ✓ **Ensure Sustainable Travel Options**

- Improve reliability of sustainable travel networks
- Increase the connectivity between different modes

### ✓ **Support Active Transportation and Healthy Living**

- Establish active transportation network plans
- Continued investment in walking and cycling infrastructure

### ✓ **Grow the Economy**

- Ensure efficient movement of goods and services
- Provide attractive travel options to encourage tourism



## Goals

The ministry has developed four goals to advance the South Island Transportation Strategy:

- 1. Ensure sustainable options for a variety of travel modes**
- 2. Strengthen connections between travel modes and improve connections between communities**
- 3. Improve the safety and reliability of the transportation network**
- 4. Support and encourage active transportation options**

### Remaining flexible in the face of COVID-19

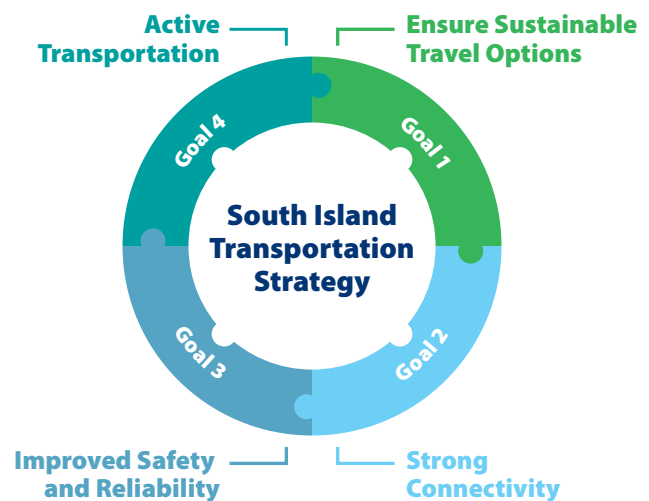
The COVID-19 pandemic poses an immediate and still-evolving challenge to the transportation network and society as a whole. Its long-term effects remain unknown. The pathway of implementation and timing to achieve the goals of the South Island Transportation Strategy will require flexibility as we recover from the pandemic.

The path forward will use this experience to make our communities more resilient and adaptable to respond to the potential for future outbreaks or other disasters that may impact the region in the future.

These goals reflect the priorities and aspirations of the region and the province, and support integrated transportation planning by focusing on:

- Leveraging existing plans, while expanding their geographic scope and time horizon
- Contributing to the design of affordable, liveable communities
- Building efficient transportation networks
- Achieving GHG targets and aligning with CleanBC and the Active Transportation Strategy
- Ensuring innovative solutions that respond to South Island and B.C. conditions
- Advancing an Integrated Transportation and Development Planning strategy

Given the integrated nature of the Strategy, success will require the collective achievement of all of the goals. Strategies and priorities will therefore need to directly support or consider all four goals, rather than focus on any individual goal.



## Goal 1

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### Ensure sustainable options for a variety of travel modes

Integrating transportation investment and policies with land use, housing, and economic development policies to support sustainable development will have positive effects on affordable housing, accessibility, climate change and the quality of life in the region.

Policies, programs and strategies to accelerate the move from gas-powered transport to alternative fuels such as electric vehicles, are also key elements to advance this goal. Sustainability objectives will be addressed by supporting and encouraging people to take public transportation and engage in active transportation wherever possible.

Since the completion of the dedicated bus lane facilities on Douglas Street/ Highway 1, northbound commuters on West Shore routes have seen travel time savings of up to 20 minutes during the PM peak.

#### Specific strategies include:

- Working with partners to establish an economic vision for the South Island
- Promoting investment, economic development and job opportunities near affordable housing and services
- Encouraging growth and densification in thoughtfully designated growth areas serviced by public transportation and active transportation networks
- Supporting and implementing bus lanes on highways and other inter-regional service corridors
- Implementing transit priority treatments at intersections along highways
- Supporting the provision of strategically located transit exchanges and park and rides
- Improving access to sustainable transportation choices for Indigenous communities
- Adding electric vehicle charging stations
- Developing policies and support infrastructure to increase use of energy efficient vehicles and alternative fuels
- Support policies and programs that encourage the shift away from single occupancy vehicles towards sustainable travel choices

#### The priorities to support and advance these strategies include:

##### Short-term

- Prioritizing transit stop improvements servicing Indigenous communities
- Installing electric vehicle charging stations at mobility hubs
- Supporting BC Transit's Low Carbon Fleet Program to electrify its fleet
- Prioritizing transit by installing transit queue jumpers along the Highway 17 corridor

##### Medium-term

- Supporting and advancing the Rapid Transit Corridor along Highway 1 between Victoria and the Western Communities through partnership with BC Transit
- Supporting BC Transit, View Royal and Colwood in establishing a Transit Priority Corridor along Old Island Highway

##### Long-term

- Exploring the viability of future marine transportation corridors
- Exploring the potential of commuter rail on the Island Rail Corridor between Westhills and Victoria

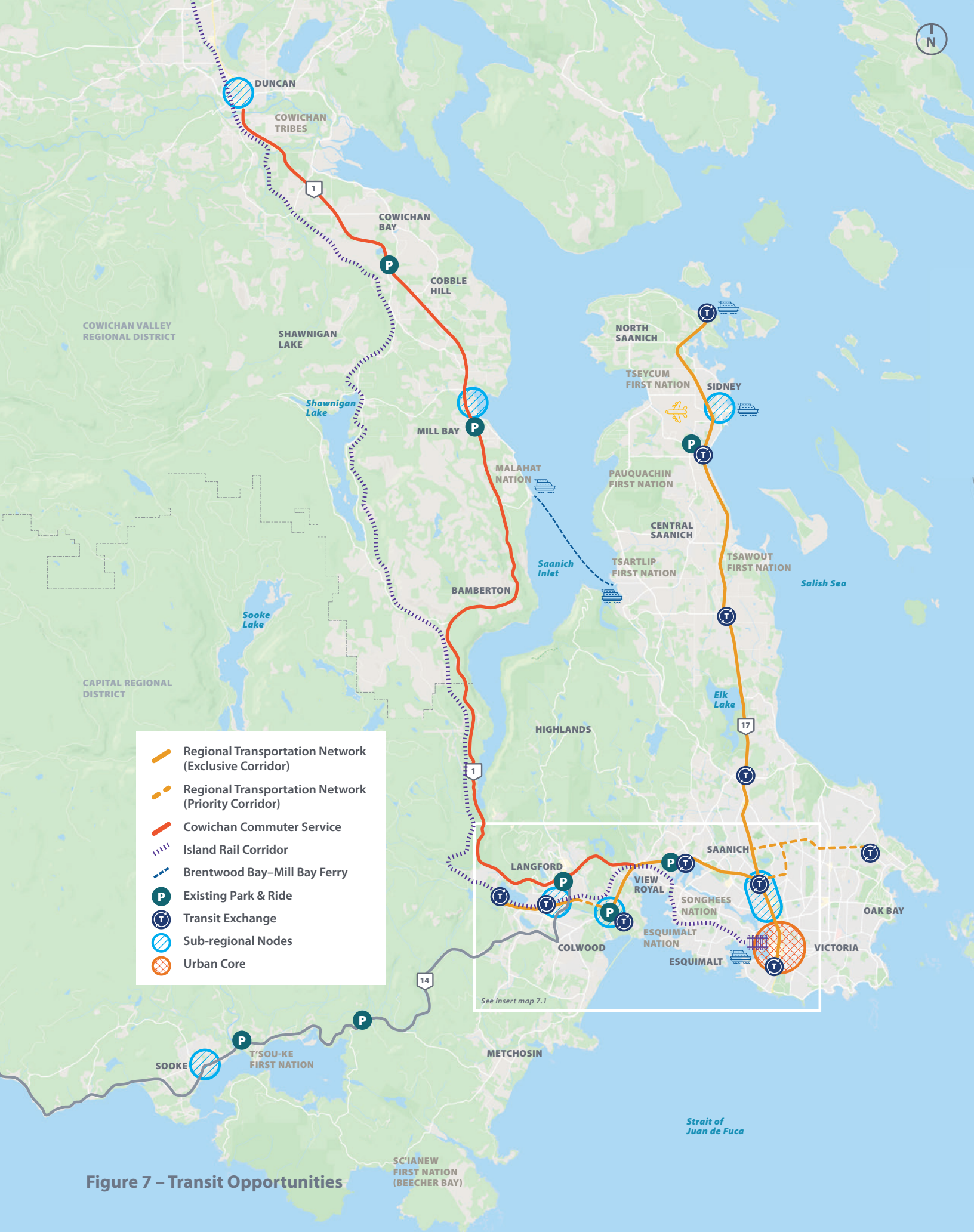
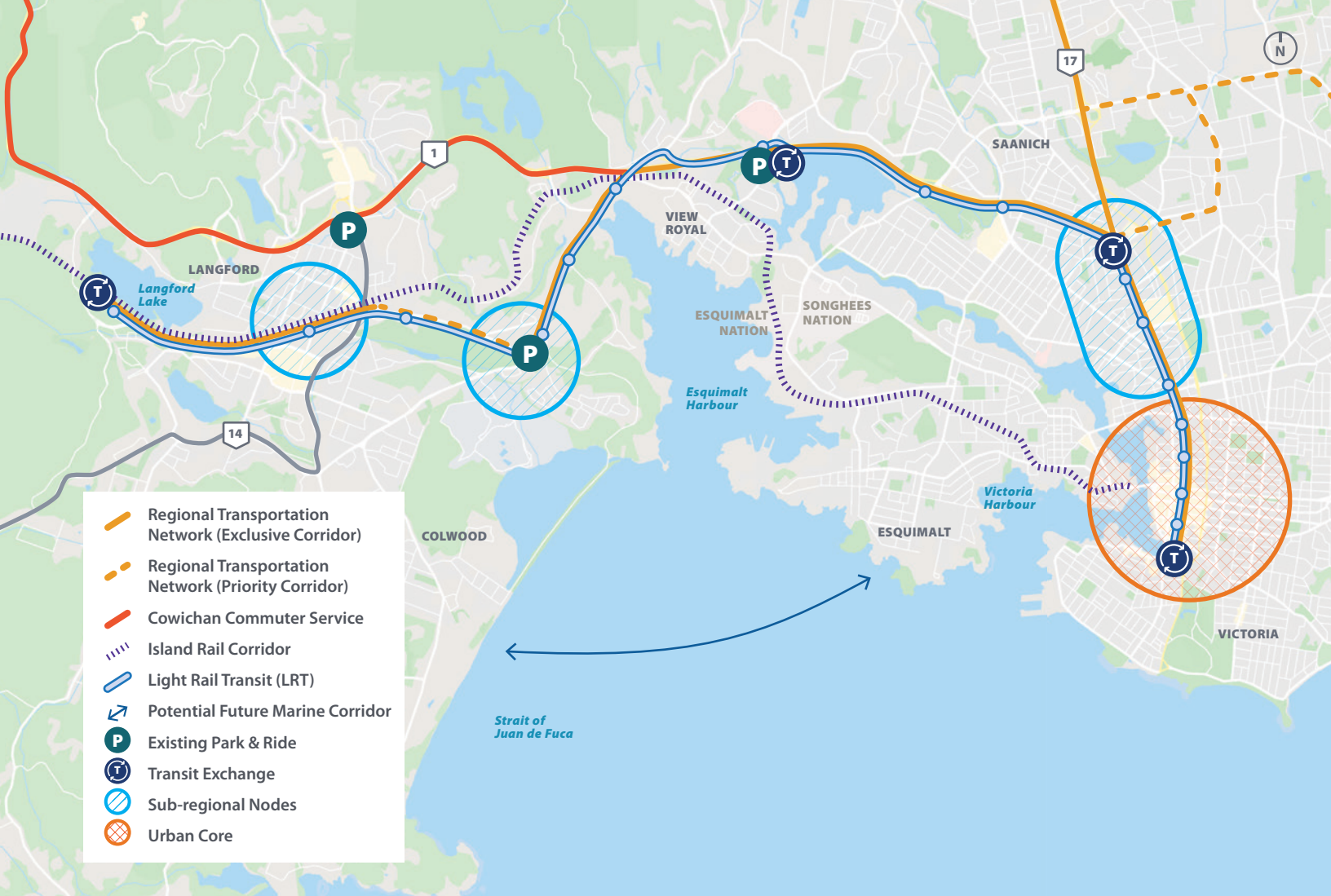


Figure 7 – Transit Opportunities





**Insert Map 7.1 – Core Transit Opportunities**



## Goal 2

### Strengthen connections between travel modes and improve connections between communities

Better integration between communities, and employment and industry centres, will enable more people to access services, participate in economic opportunities and support resource sectors across the South Island and beyond.

Integrating travel will be accomplished by identifying the missing links that prevent or discourage people from using sustainable choices, and partnering with Indigenous, local and regional agencies to close those gaps. This will include addressing the ‘first and last mile’ barriers within the region. By providing better travel choices in land use and development that align with regional growth strategies, the Strategy will support sustainable growth and the creation of integrated communities.

#### Specific strategies include:

- Connecting communities in the South Island, including Indigenous communities
- Supporting attractive intermodal connections at mobility hubs serving inter-regional travel
- Implementing policies and regulations to support new forms of mobility for sustainable choices that are aligned with regional growth strategies
- Identifying and prioritizing gaps in and between the networks
- Working with local and regional government to expand bike share and car share

#### The priorities to support and advance these strategies include:

##### Short-term

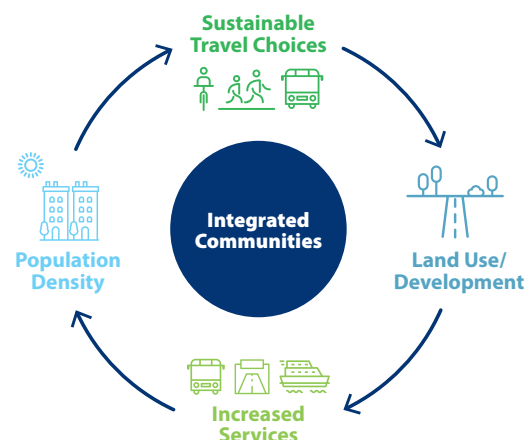
- Advancing development of key transportation hubs that accommodate all travel modes across the region in partnership with BC Transit
- Advancing the development of new park and ride stalls in the CRD and CVRD to increase capacity
- Adding secure bike parking/storage at key locations

##### Medium-term

- Continuing to assess the need for enhancement of inter-city transit commuter services (Cowichan Commuter Service)
- Working with Indigenous, local and regional governments to include Active Transportation Infrastructure in rehabilitation projects that improve inter-regional connections

#### Building Sustainable Communities

The Capital Regional District (through the Regional Growth Strategy) and the Cowichan Valley Regional District (through the Cowichan 2050 Regional Collaboration Framework) have identified growth management, housing affordability and liveability and sustainable transportation as key policy areas.





## Goal 3

### Improve the safety and reliability of the transportation network

Safe, reliable and cost-effective networks for all travel modes are critical for the movement of people of all ages and abilities and goods throughout the region, and are necessary to support all of the goals of this Strategy.

The safety and reliability of inter-regional travel will be addressed through upgrades that improve travel times for transit, active transportation users and general-purpose traffic, and that target high crash locations.

#### Specific strategies include:

- Exploring regional trail enhancements to increase safety of people walking and cycling
- Focusing on intersection improvements to protect vulnerable road users
- Implementing facilities that support sustainable modes and goods movement
- Supporting Vision Zero initiative
- Implementing highway safety and reliability improvements
- Targeting investments to improve network connectivity and redundancy

#### The priorities to support and advance these strategies include:

##### Short-term

- Prioritizing active transportation and pedestrian accessibility during project development within ministry projects
- Prioritizing transit facilities and improvements during project development within ministry projects
- Constructing the Leigh Road/Highway 1 Four-Laning and Median Barrier
- Completing the Connie to Glintz Lake/Highway 14 Project including park and ride, and pedestrian underpass

##### Medium-term

- Advancing work on the Keating Cross Road/Highway 17 project
- Advancing planning, engineering and design work to improve safety, efficiency and active transportation along Highway 1 over the Malahat



**Safety is the ministry's number one priority for all modes of transportation. Work will continue to identify and address the remaining priority sites.** Future infrastructure projects will incorporate active transportation and transit priorities during planning, design and construction.

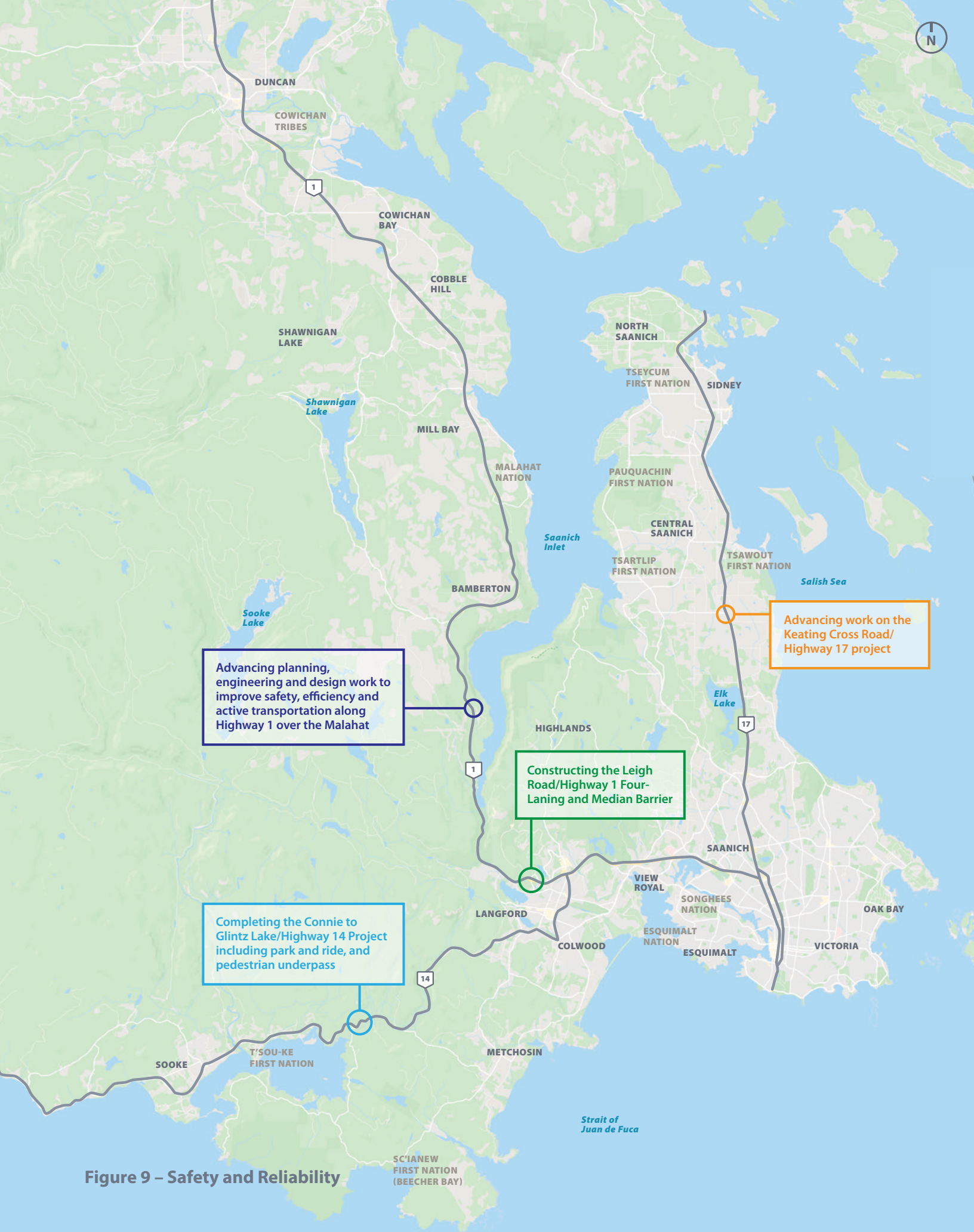


Figure 9 – Safety and Reliability



## Goal 4

### Support and encourage active transportation options

Active transportation infrastructure facilities and networks for all ages and abilities provide transportation options that are accessible to all, and create effective connections to essential community services.

They are also a key component to sustainable land use, housing and economic development and reduce the reliance of single-occupancy vehicles, resulting in lower GHGs. Support for active transportation will be accomplished primarily through partnerships to establish and improve active transportation infrastructure, as well as identifying gaps in inter-regional networks. This aligns with the Province's Active Transportation Strategy, as well as strategies developed by Indigenous, local and regional governments.

#### Specific strategies include:

- Implementing active transportation facilities along corridors serving inter-regional travel
- Supporting upgrades to active transportation facilities and crossings of highways
- Exploring pedestrian and cycling separations for regional trail networks
- Improving comfort and safety of active transportation crossing highways around key urban and sub-regional population centres
- Identifying and prioritizing intersection accessibility issues on urban highways
- Expanding funding for regional active transportation priorities
- Encouraging and supporting regional policies and directions for incentives for sustainable travel modes serving designated urban centres, gateways and sub-regional population centres

#### The priorities to support and advance these strategies include:

##### Short-term

- Encouraging growth of inter-regional trails in the CRD and CVRD: Galloping Goose Regional Trail, Lochside Regional Trail, E&N Rail Trail, Trans Canada Trail
- Supporting Active Transportation Infrastructure Grant applications that align with the British Columbia Active Transportation Design Guide
- Prioritizing the installation of bike lockers at mobility hubs

##### Medium-term

- Working with regional and local governments to advance grade separation of inter-regional trails, add specific bike signals and remove conflict points

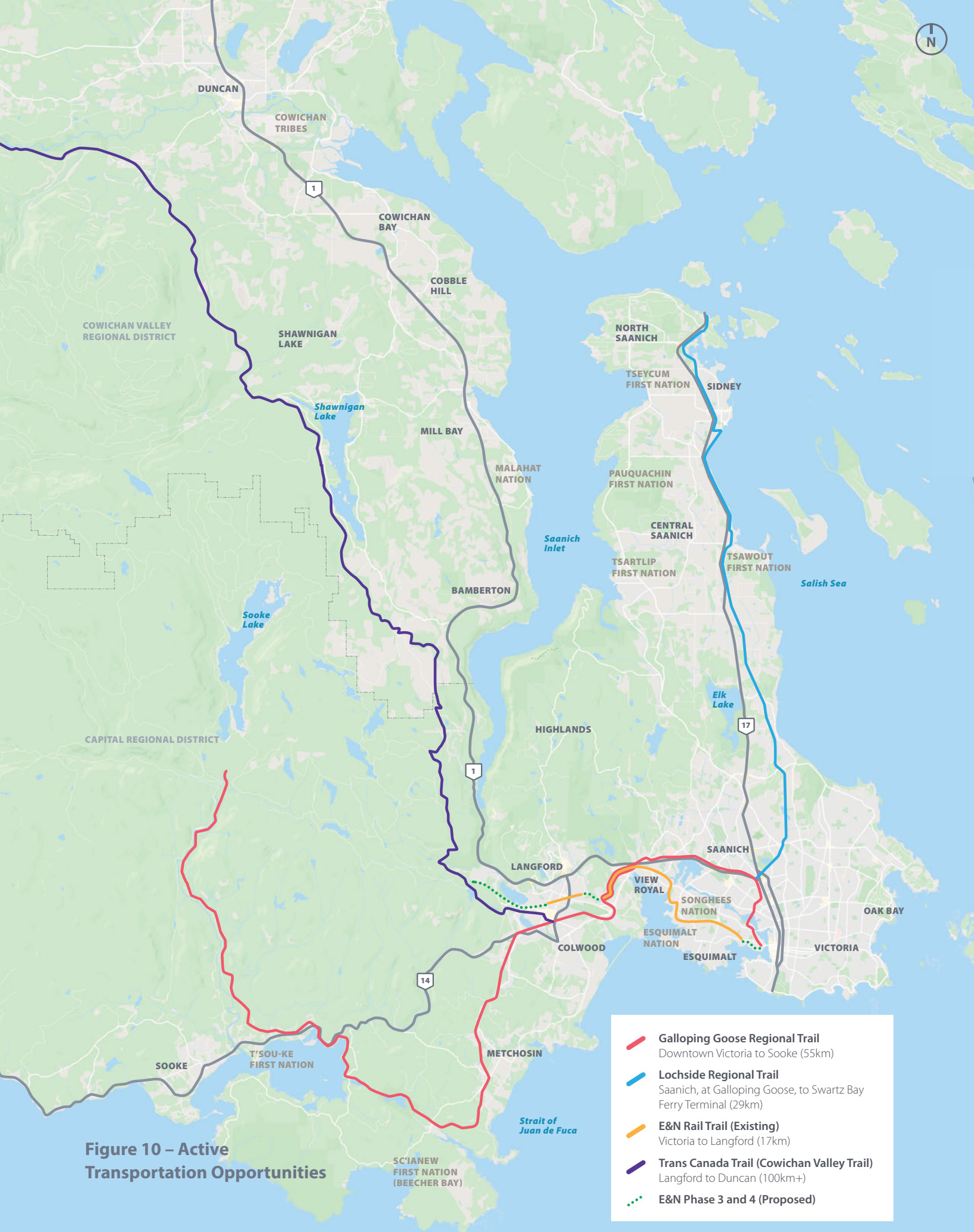
#### With CleanBC, we're building a more sustainable transportation system through BC's Active Transportation Strategy, Move. Commute. Connect.

Active transportation means helping people get out of their cars, with safe, easier options for everyone which includes:

- Double the trips taken with active transportation by 2030
- Provide incentives that encourage safe active transportation for all ages and abilities
- Help communities build integrated and accessible active transportation systems
- Deliver universal design principles for active transportation infrastructure







**Figure 10 – Active Transportation Opportunities**

- **Galloping Goose Regional Trail**  
Downtown Victoria to Sooke (55km)
- **Lochside Regional Trail**  
Saanich, at Galloping Goose, to Swartz Bay Ferry Terminal (29km)
- **E&N Rail Trail (Existing)**  
Victoria to Langford (17km)
- **Trans Canada Trail (Cowichan Valley Trail)**  
Langford to Duncan (100km+)
- ... **E&N Phase 3 and 4 (Proposed)**



# Summary of Priorities





# South Island Transportation Strategy



Goals

Strategies

Priorities

1. Ensure sustainable options for a variety of travel modes		2. Strengthen connections between travel modes and improve connections between communities		3. Improve the safety and reliability of the transportation network		4. Support and encourage active transportation options	
<ul style="list-style-type: none"><li>Working with partners to establish an economic vision for the South Island</li><li>Promoting investment, economic development and job opportunities near affordable housing and services</li><li>Encouraging growth and densification in thoughtfully designated growth areas serviced by public transportation and active transportation networks</li><li>Supporting and implementing bus lanes on highways and other inter-regional service corridors</li><li>Implementing transit priority treatments at intersections along highways</li><li>Supporting the provision of strategically located transit exchanges and park and rides</li><li>Improving access to sustainable transportation choices for Indigenous communities</li><li>Adding electric vehicle charging stations</li><li>Developing policies and support infrastructure to increase use of energy efficient vehicles and alternative fuels</li><li>Support policies and programs that encourage the shift away from single occupancy vehicles towards sustainable travel choices</li></ul>		<ul style="list-style-type: none"><li>Connecting communities in the South Island, including Indigenous communities</li><li>Supporting attractive intermodal connections at mobility hubs serving inter-regional travel</li><li>Implementing policies and regulations to support new forms of mobility for sustainable choices that are aligned with regional growth strategies</li><li>Identifying and prioritizing gaps in and between the networks</li><li>Working with local and regional government to expand bike share and car share</li></ul>		<ul style="list-style-type: none"><li>Exploring regional trail enhancements to increase safety of people walking and cycling</li><li>Focusing on intersection improvements to protect vulnerable road users</li><li>Implementing facilities that support sustainable modes and goods movement</li><li>Supporting Vision Zero initiative</li><li>Implementing highway safety and reliability improvements</li><li>Targeting investments to improve network connectivity and redundancy</li></ul>		<ul style="list-style-type: none"><li>Implementing active transportation facilities along corridors serving inter-regional travel</li><li>Supporting upgrades to active transportation facilities and crossings of highways</li><li>Exploring pedestrian and cycling separations for regional trail networks</li><li>Improving comfort and safety of active transportation crossing highways around key urban and sub-regional population centres</li><li>Identifying and prioritizing intersection accessibility issues on urban highways</li><li>Expanding funding for regional active transportation priorities</li><li>Encouraging and supporting regional policies and directions for incentives for sustainable travel modes serving designated urban centres, gateways and sub-regional population centres</li></ul>	
<div>Transforming South Island Transportation</div> <div><div>S Short-term</div><div>M Medium-term</div><div>L Long-term</div></div>							
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# Implementing the Strategy

Implementing the South Island Transportation Strategy will require a collective effort from the Province and Indigenous, regional and local governments. Together, we must establish and support decisions on how to plan and build for future growth, while recognizing that people will continue to make individual choices based on their lifestyle goals and preferences.

By bringing land use, transportation and regional growth planning together, we will be better poised to focus government policy and coordinate economic development initiatives. This will allow for distribution of some of the anticipated growth we will see in future decades, and the building of affordable, liveable communities and supplying convenient, efficient and comfortable transportation systems as a realistic alternative to driving.

Since 2017, the Province has invested or committed to investing over \$500 million in the South Island. We remain committed to further investments which will help achieve the goals of this Strategy. But the successful creation of a fully integrated transportation network across all modes of travel will require more than just provincial investment in infrastructure.

This Strategy represents a shift in our collective approach to building capacity in the South Island network. This will take meaningful collaboration and partnerships with Indigenous, local, regional and federal governments to effectively implement the priorities and commitments outlined in this Strategy.

As we move forward, additional work with our partners will be paramount to better understanding their specific economic, environmental, climate change and land use development goals to advance specific priorities.

While the long-term effects of COVID-19 remain unclear, the immediate impacts highlight the need for resilient and integrated transportation networks with the goal moving forward to build back better.





# Conclusion

The COVID-19 pandemic has affected all British Columbians and has served as an important lesson about building communities and transportation networks that can adapt to rapid and wide-spread changes.

While many aspects of our daily lives have been impacted, the long-term effects of the pandemic remain unknown. What has not changed is our core values and vision for improving the lives of British Columbians. An integrated transportation strategy represents one aspect of a holistic approach to sustainable development, a healthy and competitive economy, climate action, and more equity for everyone that lives in this region and across the province.

The South Island Transportation Strategy demonstrates the Province's commitment to increasing the capacity of all transportation networks through sustainable travel choices and smart investment decisions.

It provides a clear path forward to addressing the transportation challenges in the South Island and advancing the many opportunities in the region to support an integrated transportation network for all modes of travel.

The Sooke River Road Intersection Project was completed in 2019. This project improved safety for drivers, transit users, cyclists and pedestrians on a busy section of Highway 14 near the local school.





Ministry of  
Transportation  
and Infrastructure

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## Transforming South Island Transportation





Making a difference...together

## Appendix B: Summary Analysis – South Island Transportation Strategy and the Regional Transportation Plan

The Capital Regional District (CRD) adopted the Regional Transportation Plan (RTP) in 2014 to identify a regional multi-modal transportation system that meets future growth demands with a focus on sustainability. The RTP includes eight regional outcome statements and accompanying actions to guide partner implementation. The RTP recognizes that achieving the regional multi-modal transportation system requires collaboration among all municipalities, electoral areas and key partners such as the Ministry of Transportation and Infrastructure (MoTI) and BC Transit.

The table below summarizes how the South Island Transportation Strategy (SITS) confirms the RTP outcomes and support implementation at the provincial level.

Plans & Policies		Actions & Infrastructure
RTP Outcome Statement	SITS Goal	CRD and Partner Actions
<b>Outcome # 1:</b> Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal network of transportation corridors.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options  <b>Goal 2:</b> Strengthen Inter-Community and Inter-Modal Connections	Staff from MoTI, Saanich and CRD working collaboratively on Uptown Hub Plan and dedicated transit and cycling infrastructure improvements along key corridors.  Inclusion of upgraded active transportation and transit infrastructure on MoTI projects e.g., McKenzie Interchange dedicated busways and active transportation bridges.
<b>Outcome #2:</b> Mobility Hubs align with the RGS and provide people with access to housing, employment, services, amenities and transportation choice.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options  <b>Goal 2:</b> Strengthen Inter-Community and Inter-Modal Connections	The RGS identifies a settlement concept of connected nodes along the regional multi-modal network.  Approximately 20% of net new dwelling units are located in areas where 42% of trips involve active transportation or transit. A significant proportion of new growth is concentrated in areas that is not efficiently serviced by transit or active travel.

Plans & Policies		Actions & Infrastructure
RTP Outcome Statement	SITS Goal	CRD and Partner Actions
<b>Outcome #3:</b> Transportation and land use planning tools are integrated at the local and regional levels.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options  <b>Goal 2:</b> Strengthen Inter-Community and Inter-Modal Connections	<p>Municipalities have adopted transportation plans that generally align road networks with growth concepts set out in Official Community Plans.</p> <p>Municipalities employ planning tools such as subdivision bylaws to set out requirements for sidewalk and trail design, street trees, lighting, and traffic calming.</p> <p>Recent provincial plans include the Active Transportation Design Guide and BC Transit infrastructure design guidelines.</p>
<b>Outcomes #4 and #5:</b> Walking and cycling are appealing safe, convenient and viable transportation options for residents and visitors of all skill levels.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options  <b>Goal 4:</b> Support and Encourage Active Transportation	<p>Many municipalities have created dedicated active transportation plans.</p> <p>Inclusion of upgraded all ages and abilities cycling and pedestrian infrastructure on MoTI projects e.g., McKenzie Interchange and active transportation bridges.</p> <p>Municipalities and the CRD are expanding dedicated all ages and ability cycling and pedestrian infrastructure across the region.</p>
<b>Outcome #6:</b> Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options  <b>Goal 2:</b> Strengthen Inter-Community and Inter-Modal Connections	<p>Victoria Regional Transit Commission fleet greening to include 80 compressed natural gas busses and planned introduction of 10 electric busses in 2021.</p> <p>Expansion of dedicated bus only lanes.</p>



Plans & Policies		Actions & Infrastructure
RTP Outcome Statement	SITS Goal	CRD and Partner Actions
<b>Outcome #7:</b> Existing regional transportation infrastructure is optimized and enhanced by new technology where appropriate.	<b>Goal 1:</b> Ensure Sustainable Multi-Modal Travel Options	<p>The CRD is modernizing its information and data service including traffic modelling and automobile, cycling and pedestrian counts.</p> <p>Other modernization initiatives include introduction of ride hailing services and a move towards flexible payment options on transit.</p>
<b>Outcome #8:</b> Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, transit and trip reduction measures.	<b>Goal 3:</b> Improve Safety and Reliability <b>Goal 4:</b> Support and Encourage Active Transportation	<p>CRD Traffic Safety Commission research and safety campaigns communicate critical information about road safety.</p> <p>Active School Travel Planning and Go by Bike Week celebrations build active transportation capacity within key sectors.</p>

Recent and Planned  
Transportation Projects in the CRD

Appendix C

