Capital Regional District

Notice of Meeting and Meeting Agenda
Committee of the Whole

Wednesday, December 9, 2020	**10:00 AM**	**6th Floor Boardroom** **625 Fisgard Street** **Victoria, BC V8W 1R7**

Special Meeting

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.   20-791   Minutes of the January 29, 2020 and October 28, 2020 Committee of the Whole Meetings

Recommendation: That the minutes of the Committee of the Whole meetings of January 29, 2020 and October 28, 2020 be adopted as circulated.

Attachments: Minutes - January 29, 2020

Minutes - October 28, 2020

4. Chair's Remarks

5. Presentations/Delegations

5.1.   20-796   Eric Doherty; Representing Greater Victoria Acting Together: Re: Agenda Item 6.1.: Transportation Gap Summary

5.2.   20-797   James Anderson; Representing Amalgamation Yes: Re: Agenda Item 6.1.: Transportation Gap Summary

6. Special Meeting Matter(s)

6.1.   20-787   Transportation Gap Summary

Recommendation: That the Committee of the Whole recommends to the Capital Regional District Board That staff work with jurisdictional partners to develop a list of potential transportation priorities that would be most beneficial to the region as a whole and report back to the Board for prioritization.
(NWA)

Attachments: [Staff Report: Transportation Gap Summary](#)

[Appendix A: Transportation Related Plans](#)

[Appendix B: Transportation Timeline](#)

[Appendix C: Transportation Jurisdictional Roles & Responsibilities](#)

[Appendix D: CRD involvement in external projects](#)

[Appendix E: Recent and Planned MoTI Transportation Projects in the CRD](#)

[Appendix F: Regional Transportation Plan](#)

[Presentation: Transportation Gap Summary](#)

7. Motion to Report to Board

7.1. [20-786](#) Motion to Report to Board

Recommendation: That the Committee of the Whole report to the Capital Regional District Board at the December 9, 2020 regular meeting regarding item 6.1.

8. Adjournment

Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

Meeting Minutes

Committee of the Whole

Wednesday, January 29, 2020	**1:00 PM**	**6th Floor Boardroom** **625 Fisgard Street** **Victoria, BC V8W 1R7**

PRESENT

Directors: C. Plant (Chair), D. Blackwell (Vice-Chair), J. Brownoff (for S. Brice), B. Desjardins (1:07 pm), F. Haynes, L. Helps, M. Hicks, G. Holman, B. Isitt, J. Loveday, C. McNeil-Smith, R. Mersereau, K. Murdoch (1:10 pm), G. Orr, J. Ranns (1:04 pm), D. Screech, L. Seaton, M. Tait (1:23 pm), N. Taylor, K. Williams, G. Young

Staff: R. Lapham, Chief Administrative Officer; N. Chan, Chief Financial Officer; L. Hutcheson, General Manager, Parks and Environmental Services; K. Lorette, General Manager, Planning and Protective Services; K. Morley, General Manager, Corporate Services; T. Robbins, General Manager, Integrated Water Services; S. Carey, Manager of Legal Services; D. Elliott, Manager, Aboriginal Initiatives; S. Henderson, Manager, Real Estate; E. Kelch, First Nations Engagement Assistant; E. Sinclair, Planner, Regional and Strategic Planning; E. Gorman, Deputy Corporate Officer; S. Closson, Committee Clerk (Recorder)

Guests: Janelle Staite, Regional Deputy Director, Ministry of Transportation and Infrastructure; Peter Webber, Transportation Planner, Ministry of Transportation and Infrastructure; Michael Pearson, District Manager, Ministry of Transportation and Infrastructure; John Steiner, Director, Urban Systems; Israyelle Claxton, Victoria Native Friendship Society

Regrets: Directors Howe, Martin, Windsor

The meeting was called to order at 1:02 pm.

1. Territorial Acknowledgement

Chair Plant provided a Territorial Acknowledgement.

2. Approval of Agenda

MOVED by Director Helps, SECONDED by Director Mersereau,
That the agenda for the January 29, 2020 Session of the Committee of the Whole be approved.
CARRIED

MOVED by Director Loveday, SECONDED by Director Orr,
That the maximum presentation time of ten (10) minutes be waived for Item 5.1.
CARRIED

3. Adoption of Minutes

3.1. [20-088](#) Minutes of the October 30, 2019 Committee of the Whole Meeting

MOVED by Director Blackwell, SECONDED by Director Mersereau,
That the minutes of the Committee of the Whole meeting of October 30, 2019 be
adopted as circulated.
CARRIED

4. Chair's Remarks

Chair Plant welcomed Alternate Director Brownoff and introduced Israyelle
Claxton as part of the Victoria Native Friendship Society job shadowing
program. The Chair remarked that the Committee of the Whole meetings held
on the 5th Wednesday of the month are rare and today the 2 items in the open
and in-camera meetings are of importance and interest.

5. Presentations/Delegations

5.1. [20-091](#) Presentation: Peter Webber, Transportation Planner, Ministry of
Transportation and Infrastructure & John Steiner, Director, Urban Systems
Re: Southern Vancouver Island Multi-Modal Transportation Plan

Janelle Staite, Regional Deputy Director, Ministry of Transportation and John
Steiner, Director of Urban Systems presented an update on the South
Vancouver Island Multi-Modal Transportation Plan.

Discussion ensued on the following:
- First Nation consultation
- Malahat alternate route
- mechanisms to identify possible gaps
- high crash areas focus
- criteria for evaluating options
- clarification on objectives
- LRT, commuter service
- E&N option
- ICF (Island Corridor Foundation) consideration
- bus corridors
- technical committee
- user costs in reference to equity, accessibility, affordability
- project governance
- coordination between ferries, transit, SGI and SSI areas
- airport transit options
- provincial transit funding
- clarification of study areas

6. Committee Business

There was no committee business.

7. Notice(s) of Motion

There was no Notice(s) of Motion.

8. New Business

There was no new business.

9. Motion to Close the Meeting

9.1.   [20-092](#)   Motion to Close the Meeting

**MOVED by Director McNeil-Smith, SECONDED by Director Mersereau,
That the meeting be closed for Land Acquisition under s. 90 (1)(e) of the
Community Charter.
CARRIED**

**MOVED by Director McNeil-Smith, SECONDED by Director Mersereau,
That the Board considers that disclosures could reasonably be expected to harm
the interests of the Regional District.
CARRIED**

The meeting went in camera at 2:46 pm and rose at 4:36 pm without report.

10. Adjournment

**MOVED by Director Desjardins, SECONDED by Director Tait,
That the January 29, 2020 Committee of the Whole meeting be adjourned at 4:36
pm.
CARRIED**

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CHAIR

CERTIFIED CORRECT:

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CORPORATE OFFICER

Capital Regional District

Meeting Minutes

Committee of the Whole

Wednesday, October 28, 2020	**12:00 PM**	**6th Floor Boardroom** **625 Fisgard Street** **Victoria, BC V8W 1R7**

Special Meeting - Provisional Budget

PRESENT

Directors: C. Plant (Chair), D. Blackwell (Vice-Chair), S. Brice, B. Desjardins, F. Haynes, L. Helps, M. Hicks (EP), G. Holman, P. Brent (for D. Howe), B. Isitt, J. Loveday, C. McNeil-Smith, R. Martin, R. Mersereau, K. Murdoch, G. Orr, J. Ranns, D. Screech, L. Seaton, M. Tait, J. Bateman (for M. Tait), N. Taylor, K. Williams, N. Paltiel (for R. Windsor), G. Young

Staff: R. Lapham, Chief Administrative Officer; N. Chan, Chief Financial Officer; L. Hutcheson, General Manager, Parks and Environmental Services; K. Lorette, General Manager, Planning and Protective Services; K. Morley, General Manager, Corporate Services; T. Robbins, General Manager, Integrated Water Services; R. Lachance, Senior Manager, Financial Services; C. Nielson, Senior Manager, Human Resources; D. Elliott, Manager, First Nations Relations; B. Semmens, Manager, Financial Planning & Performance; M. Lagoa, Acting Deputy Corporate Officer; S. Closson, Committee Clerk (Recorder)

EP – Electronic Participation

Regrets: Directors Howe, Windsor

The meeting was called to order at 12:03 pm.

> **MOVED by Director McNeil-Smith, SECONDED by Director Helps,**
> **That the meeting be recessed to address the Capital Regional Hospital District Board Agenda in it's entirety.**
> **CARRIED**
>
> **The meeting went into recess at 12:04 pm.**
> **The meeting reconvened at 12:17 pm.**

1. Territorial Acknowledgement

A Territorial Acknowledgement was provided in the preceding meeting.

2. Approval of Agenda

> **MOVED by Director Desjardins, SECONDED by Director Haynes,**
> **That the agenda for the October 28, 2020 Session of the Committee of the Whole be approved.**
> **CARRIED**

3. Presentations/Delegations

There were no presentations or delegations.

4. Special Meeting Matters

4.1.   [20-532]   2019-2022 Accountability Service Planning

R. Lapham provided an overview of the 2019 - 2022 Accountability Service Planning.

N. Chan provided an overview of the Finance Department planning initiatives.

K. Morley provided an overview of Corporate Services planning initiatives.

Discussion ensued on the following:
- increases in personnel
- corporate asset management planning costs
- accounting standards
- cash flow management
- increases in Freedom of Information (FOI) requests
- building inspections process
- debt vs. cash funding

MOVED by Director Brice, SECONDED by Director Haynes,
That Appendix A Community Need Summary - Accountability be approved as presented and advanced to the October 28, 2020 provisional budget review process.
CARRIED

4.2.   [20-565]   2019-2022 Arts & Culture Service Planning

N. Chan introduced the 2019 - 2022 Arts & Culture Service Planning.

MOVED by Director Loveday, SECONDED by Director McNeil-Smith,
That Appendix A Community Need Summary - Arts & Culture be approved as presented and advanced to the October 28, 2020 provisional budget review process.
CARRIED

4.3.   [20-679]   2019-2022 Service Planning - Community Need Summaries

K. Lorette introduced the 2019 - 2022 Service Planning - Community Need Summaries.

Discussion ensued on the following:
- provincial government ministerial relations and structure
- regional fire protective services
- regional transportation plans and municipal integration
- climate action initiatives
- regional retrofit program
- park acquisition levy and candidate properties

Alternate Director Bateman left the meeting at 1:12 pm.
Director Tait joined the meeting at 1:12 pm.
Alternate Director Paltiel left the meeting at 1:15 pm.

MOVED by Director Loveday, SECONDED by Director Brice,
The Committee of the Whole recommends to the Capital Regional District Board:
That the 2019-2022 Service Planning - Community Need Summaries be received
for information.
CARRIED

4.4.   [20-560](#)   Capital Regional District 2021 Financial Plan Provisional Approval

N. Chan spoke to the CRD 2021 Financial Plan Provisional Approval and
thanked all staff across the organization for all their hard work in preparing this
provisional budget.

Discussion ensued on the following:
- CRD services funding models
- internal allocations, municipal debt, grants and reserves
- population growth statistics
- new staff positions

Discussion ensued on the amendments to increase the Land Acquisition Fund
(LAF):
- operational funding requirements
- protection of parks
- current general economic conditions
- previous debates
- LAF criteria application

MOVED by Director Blackwell, SECONDED by Director Tait,
The Committee of the Whole recommends to the Capital Regional District Board:
1. That the Capital Regional District 2021 Financial Plan be given provisional
approval as presented;
2. That the new initiatives and capital identified in Appendix H for January 1,
2021, implementation be approved for expenditure;
3. That the 2021 Service Plans be approved as presented; and
4. That the Staff Establishment Chart as attached in Appendix L be approved.

MOVED by Director Taylor, SECONDED by Director Loveday,
5. That the Regional Parks Land Acquisition Fund by increased by $2 a year by
average residential household from 2021 to 2030.
DEFEATED
OPPOSED: Blackwell, Brice, Brent, Desjardins, Haynes, Hicks, Martin,
McNeil-Smith, Murdoch, Orr, Ranns, Screech, Seaton, Tait, Williams, Young

MOVED by Director Taylor, SECONDED by Director Loveday,
5. That the Regional Parks Land Acquisition Fund by increased by $1 per average
residential household assessment each year until 2025, beginning in 2021.
CARRIED
OPPOSED: Blackwell, Desjardins, McNeil-Smith, Ranns Seaton, Tait

MOVED by Director Tait, SECONDED by Director Orr,
6. That $75,000 be provided in the provisional budget for First Nations

participation.
CARRIED

The question was called on the main motion as amended.
MOVED by Director Blackwell, SECONDED by Director Tait,
The Committee of the Whole recommends to the Capital Regional District Board:
1. That the Capital Regional District 2021 Financial Plan be given provisional approval as presented.
2. That the new initiatives and capital identified in Appendix H for January 1, 2021, implementation be approved for expenditure.
3. That the 2021 Service Plans be approved as presented.
4. That the Staff Establishment Chart as attached in Appendix L be approved.
5. That the Regional Parks Land Acquisition Fund by increased by $1 per average residential household assessment each year until 2025, beginning in 2021.
6. That $75,000 be provided in the provisional budget for First Nations participation.
CARRIED

The meeting went into recess at 2:45 pm.

The meeting reconvened at 2:50 pm.

4.5.   [20-635]   Presentation: First Nations Relations Mandate Refresher

K. Morley spoke to the presentation on the First Nations Relations Mandate Refresher.

MOVED by Director Mersereau, SECONDED by Director Seaton,
That the presentation be received for information.
CARRIED

4.6.   [20-580]   First Nations Inclusion in CRD Governance

K. Morley introduced the report on First Nations Inclusion in CRD Governance.

Discussion ensued on the following:
- involvement of band councils
- Terms of Reference for standing committees
- formalized reporting options from Board to Committees
- committee selection for First Nations (FN) participation
- boardroom capacity
- further FN consultation
- participation of elected FN officials
- Regional Housing First Program eligibility grants
- phased in approach options
- remuneration
- annual review of process implementation
- importance of inclusion and dialogue

MOVED by Director Tait, SECONDED by Director Orr,
That the meeting be extended beyond the 3 hour scheduled time.
CARRIED

Director Loveday left the meeting at 3:56 pm.

MOVED by Director Tait, SECONDED by Director Orr,
That the First Nations Relations Committee recommends to the Capital Regional District Board:
1. That Bylaw No. 4368, Capital Regional District Board Procedures Bylaw, 2012, Amendment Bylaw No. 11, 2020 be introduced and read a first, second and third time.
2. That Bylaw No. 4368 be adopted;
3. That the Terms of Reference for the First Nations Relations Committee, Governance and Finance Committee, Environmental Services Committee, Solid Waste Advisory Committee, Planning Transportation and Protective Services Committee, and Regional Parks Committee be amended to allow for First Nations Membership starting in January 2021.

MOVED by Director Orr, SECONDED by Director Desjardins,
That the motion be amended by replacing recommendation 3 with the following:
That staff consult with all nine First Nations on the status of this process before advancing further work on the Terms of Reference.

MOVED by Director Orr, SECONDED by Director Blackwell,
That the amendment be amended further to replace the words "...by replacing recommendation 3..." with the words "...by inserting after recommendation 1...".
CARRIED
OPPOSED: Brent, Brice, Haynes, Helps, Isitt, Martin, Mersereau, Plant, Tait, Taylor

MOVED by Director Orr, SECONDED by Director Desjardins,
That the motion be amended by inserting after recommendation 1 with the following:
That staff consult with all nine First Nations on the status of this process before advancing further work on the Terms of Reference.
CARRIED
OPPOSED: Brent, Haynes, Helps, Isitt, Martin, Mersereau, Plant, Tait, Taylor

MOVED by Director Young, SECONDED by Director Holman,
That recommendation 3 be reconsidered as recommendation 1b.
CARRIED
OPPOSED: Tait

Chair Plant ruled that recommendation 2 was no longer in order.

MOVED by Director Tait, SECONDED by Director Orr,
That the First Nations Relations Committee recommends to the Capital Regional District Board:
1.   That Bylaw No. 4368, Capital Regional District Board Procedures Bylaw, 2012, Amendment Bylaw No. 11, 2020 be introduced and read a first, second and third time.
1a. That staff consult with all nine First Nations on the status of this process before advancing further work on the Terms of Reference.
1b. That the Terms of Reference for the First Nations Relations Committee, Governance and Finance Committee, Environmental Services Committee, Solid Waste Advisory Committee, Planning Transportation and Protective Services Committee, and Regional Parks Committee be amended to allow for First Nations Membership starting in January 2021.

MOVED by Director Ranns, SECONDED by Director Young,
That recommendation 1b. be amended to add the words "...to a maximum of 2 members per committee." after the words "...starting in January 2021".
DEFEATED
OPPOSED: Blackwell, Brent, Brice, Desjardins, Haynes, Helps, Hicks, Holman, Isitt, Martin, McNeil-Smith, Mersereau, Murdoch, Orr, Plant, Screech, Seaton, Tait, Taylor, Williams

MOVED by Director Tait, SECONDED by Director Orr,
That the First Nations Relations Committee recommends to the Capital Regional District Board:
1.   That Bylaw No. 4368, Capital Regional District Board Procedures Bylaw, 2012, Amendment Bylaw No. 11, 2020 be introduced and read a first, second and third time.
1a. That staff consult with all nine First Nations on the status of this process before advancing further work on the Terms of Reference.
1b. That the Terms of Reference for the First Nations Relations Committee, Governance and Finance Committee, Environmental Services Committee, Solid Waste Advisory Committee, Planning Transportation and Protective Services Committee, and Regional Parks Committee be amended to allow for First Nations Membership starting in January 2021.
CARRIED
OPPOSED: Tait

4.7.   [20-681](#)   First Nation Participation in Closed Committee Meetings

MOVED by Director Screech, SECONDED by Director Helps,
That item 4.7. be postponed to the November 18, 2020 Capital Regional District Board meeting.
CARRIED

5. Motion to Report to Board

MOVED by Director Blackwell, SECONDED by Director Desjardins,
That the Committee of the Whole report to the Capital Regional District Board at the special meeting immediately following this meeting regarding items 4.1., 4.2., 4.3., 4.4. and 4.6.
CARRIED

6. Adjournment

MOVED by Director Blackwell, SECONDED by Director Screech,
That the October 28, 2020 Committee of the Whole meeting be adjourned at 5:15 pm.
CARRIED

_____
CHAIR

CERTIFIED CORRECT:

_____
CORPORATE OFFICER

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REPORT TO COMMITTEE OF THE WHOLE
MEETING OF WEDNESDAY, DECEMBER 09, 2020

SUBJECT   **Transportation Gap Summary**

ISSUE SUMMARY

Response to Planning, Transportation and Protective Services Committee motion of October 21, 2020 for staff to provide a summary of gaps in regional transportation functions and options to address them using previously conducted work, for consideration by the Committee of the Whole.

BACKGROUND

The Capital Regional District (CRD) Board and the general public continue to identify transportation as a top regional priority. Staff have reviewed existing plans and studies, attempts to establish a transportation authority and existing transportation functions across jurisdictions. Based on the information reviewed, staff have identified opportunities and gaps, focus areas for further action and alternatives for the Committee's consideration.

Existing Plans and Studies

As shown in Appendix A, 15 transportation plans and studies have been undertaken since 2011 to define and identify solutions to two core transportation problems affecting the region:

1. Traffic congestion in the AM and PM peak periods increases travel time and decreases residents' quality of life; and
2. The regional road network is largely built out, constraining infrastructure solutions because of cost and geography; as a result, there is a need to focus on solutions that shift mode share.

The plans provide recommendations centered around four high-level actions that can be taken to address these problems, as follows:

1. Planning and policy to identify solutions to transportation problems;
2. Infrastructure investments to ensure safety and improve mode choice;
3. Land use decision making to achieve densities that can be efficiently served by transit and support active transportation; and
4. Behaviour change to promote mode shift (e.g., travel demand management, disruptive technologies).

The Regional Transportation Plan (RTP) identifies a multi-modal transportation network that is being implemented by multiple jurisdictions within existing authorities. The RTP is provided in Appendix F. Data shows that progress has been made to shift mode share and, more recently, attract provincial funding for infrastructure projects to improve public safety and mode choice. Implementation gaps remain as traffic volumes and travel times continue to increase. These gaps are:

1. No approved list of regional priorities to catalyse action or attract funding;
2. No single agency acts as a champion for regional priorities;
3. No funding mechanism to incentivise regional prioritization of infrastructure projects; and
4. There is no formal mechanism to consider the regional impacts of individual transportation decisions.

Attempts to Establish a Transportation Authority
Discussions regarding increasing the CRD's role in transportation through a service authority to catalyze action have been ongoing. Since 2011, there have been numerous unsuccessful attempts to increase the CRD's role in regional transportation. These attempts have largely failed due to concerns about loss of municipal control over transportation decisions and concerns about local cost impacts. Governance reviews, along with correspondence from the Premier's Office, indicate that the region needs to reach consensus around its transportation future at the CRD Board before it can take a leading role in regional transportation. Appendix B provides a timeline synopsis.

Transportation Functions in the Region
Responsibility for transportation functions is shared across a number of authorities in the region, each responsible for taking action on matters within their own jurisdiction. As shown in Appendix C, this creates a complex mode-based decision framework for transportation. The challenging outcome is that impacts of local transportation decisions are felt regionally while the responsibility for action lies within local or provincial authorities. Compounding this outcome is that there is no mechanism to collectively consider the regional impacts of municipal transportation decisions on the region as a whole.

Focus Areas for Future Action
Based on the above review, staff have identified three areas of focus within the CRD's existing service mandate to take action on transportation.

1. Identify and agree on regional multi-modal priorities.
2. Advocate for funding or action on approved priorities.
3. Formalize coordination across jurisdictions on matters such as infrastructure investments, transportation and land use policy and behaviour change.

ALTERNATIVES

Alternative 1
That the Committee of the Whole recommends to the Capital Regional District Board:
That staff work with jurisdictional partners to develop a list of potential transportation priorities that would be most beneficial to the region as a whole and report back to the Board for prioritization.

Alternative 2
That the Committee of the Whole recommends to the Capital Regional District (CRD) Board that:
The CRD continue to implement the Regional Transportation Plan through data and technical contributions to informal, project-based working groups led by partners, focused on their jurisdictional priorities.

Alternative 3
That the Transportation Gap Summary report be referred back to staff for additional information.

IMPLICATIONS

Environmental & Climate Implications
The CRD Board has declared a climate emergency. Road based transportation is responsible for 46% of all greenhouse gas (GHG) emissions in the region. Transportation solutions that shift mode share – get more people taking transit, walking and cycling – will help address traffic congestion and reduce GHG emissions.

Intergovernmental Implications
Responsibility for implementing the RTP is shared among multiple jurisdictions. In addition to achieving the regional outcomes set out in the RTP, each jurisdiction has its own transportation goals and objectives. This split responsibility for transportation functions has three significant impacts:
1. It has been challenging for the CRD to reach consensus on topics related to transportation as such requires both Board and municipal council support. Feedback from the various governance reviews strongly identifies that the CRD is not being heard as it is not presenting a unified message of priorities and needs.
2. Each partner jurisdiction develops transportation policies and implements projects with the objective to integrate RTP goals with jurisdictional priorities and authorities. At times, this approach means that jurisdictional priorities work at cross purposes. This is exacerbated by the alignment of jurisdictional authorities to functional transportation requirements, creating a systemic barrier to collaborative and integrated regional prioritization.
3. The region has no advocacy leverage with higher levels of government as there is no consensus on regional priorities.

Transportation infrastructure and policy projects continue to advance, led by municipal, provincial and agency partners. CRD staff currently provide data and technical expertise informally through working groups to these projects. In addition, CRD staff ensure that Board priorities related to achieving mode share targets and taking action on climate are integrated into these transportation projects. Appendix D provides a summary of project working groups in which staff participate.

Regional Growth Strategy Implications
The vital links between transportation and land use planning are clearly identified in the Regional Growth Strategy (RGS). A key transportation indicator in the RGS measures the percentage of total trips made by cycling, walking and transit in the growth management planning area. The mode share has increased from 22.4% in 2011 to 26.6% in 2017. The RGS target for 2038 is 42%.

The 2020 RGS Indicators Report highlights that recent growth in the region has largely gone to parts of the region that do not have a high active transportation and transit mode share.

Social Implications
The social implications of transportation continuing in its current ad hoc project based manner is likely to result in negative implications for residents and visitors through time spent in increased congestion. This is additional time spent away from families and diverted from social activities.

Financial Implications
The CRD does not requisition any dedicated funding towards transportation other than for regional trails, regional information services and the Traffic Safety Commission.

Up until 2014, the region received federal gas tax funding through the Regionally Significant Projects Fund on behalf of the municipalities, which the CRD Board dedicated towards transportation. The RTP was created with the understanding that this funding would be available to fund its actions and objectives. These funds are now distributed to municipalities directly and increasingly these funds are used on non-transportation projects such as water and recreation. The loss of these funds means there is no funding mechanism to incentivize regional prioritization of infrastructure projects.

Alignment with Board & Corporate Priorities
On October 21, 2020, the Planning, Transportation and Protective Service Committee requested that staff provide additional information about the planned initiatives in the 2021 service plan to deliver on Board priorities related to transportation.

The CRD Board has identified the following two transportation priorities:

1. 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.

2. Protect the E&N Corridor as a transportation corridor and participate in a provincial working group to come to agreement on the future use of the E&N corridor.

Both of the above Board priorities are cornerstones of the RTP. Participation in transportation project working groups delivers on the CRD Board priority initiative to work with government partners at an informal, staff level. Appendix D provides a summary of the working groups, and constitutes the work plan for achieving this priority initiative for 2021. Note that additional working groups may arise through the year, upon invitation by project partners. A technical study on the E&N was released by the Province in March 2020 and findings were incorporated into the South Island Transportation Strategy. With both of these studies completed, there is no formal provincial working group working on the future of the E&N Corridor. CRD staff continue to monitor for opportunities to protect the E&N Corridor for transportation in individual projects. The Board will continue to receive updates on how the CRD is advancing these priorities through the CAO quarterly report.

Alignment with Existing Plans & Strategies
As shown in Appendix D, CRD staff work collaboratively with many partners and stakeholders through informal project-based working groups to ensure alignment of the various plans and strategies with goals and objectives identified in CRD plans such as the Regional Transportation Plan, Regional Trails Management Plan and the Pedestrian and Cycling Master Plan. Furthermore staff work to ensure that the significance of the CRD climate emergency declaration is reflected in these plans. These working groups focus inwardly on individual projects and do not have the mandate to consider the broader context of regional priorities as such have not been identified.

Service Delivery
The CRD has the service authority to manage regional trails, collect and analyze transportation data and collaborate with partners to plan for the region's transportation needs. The CRD does not have a mandate to operate transit/ferries/rail, build road infrastructure, prioritize regional grant applications or dictate road standards. As a regional government, the CRD Board is in a unique position to advocate for regional priorities that would achieve objectives in its regional plans such as the RGS and the RTP. The CRD can take an effective advocacy position only once priorities have been identified and endorsed by the Board. Priority-setting can be achieved within the CRD's existing service authority.

Much of the CRD Board effort has focused on the development of a governance model that would increase CRD service levels on transportation matters, following a phased approach. The initial focus was to consolidate all existing transportation functions into one service and expand functions to include grant application support and transportation programming. Such focus has resulted in less attention on what outputs (e.g., infrastructure projects, transportation policy) the CRD would like to see prioritized and how these priorities could be achieved. As an outcome, the CRD has not committed to prioritizing and advocating for any specific initiative that would achieve regional objectives.

Regardless of these challenges, the region is progressing on many of the RTP objectives through collaborative partnerships with municipalities, electoral areas, BC Transit and the Ministry of Transportation and Infrastructure.   Appendix E highlights recent and planned Ministry of Transportation and Infrastructure transportation projects for the region.   Similarly many municipalities have gone on to leverage the RTP and develop their own localized transportation plans that include a regional lens and align with regional objectives.

While modest mode share increases have been made, at this rate of change the region is unlikely to meet its 2038 mode share targets.

Process
Should the Committee approve the recommendation, the next steps are as follows:
1. Working at a staff level, CRD staff will engage partner jurisdictions to develop a list of regional transportation priorities as they relate to actions identified in the RTP.
2. CRD staff will collate the priorities into a list, focusing on how to achieve the regional outcome statements in the RTP, and circulate to local area administrators for comments.
3. CRD staff will bring forward the list for Board prioritization.

Staff can undertake this work under its existing service authority. The report will include consideration of different mechanisms that could be used to ensure that local-level decisions do not have negative regional impacts.

CONCLUSION

Sustainable integrated multi-modal transportation continues to be a major regional priority. This review of previously undertaken work shows that progress is being made toward implementing the regional multi-modal transportation network. There are gaps related to priority setting and advocacy at a regional level as well as formalizing policy and project coordination across the region. There is no singular voice for multi-modal sustainable transportation in the region and as such it is challenging to consider the collective impact of individual transportation projects as well as attract the needed attention and financial support from higher levels of government for major projects.

RECOMMENDATION

That the Committee of the Whole recommends to the Capital Regional District Board
That staff work with jurisdictional partners to develop a list of potential transportation priorities that would be most beneficial to the region as a whole and report back to the Board for prioritization.

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

ATTACHMENTS

Appendix A: Transportation Related Plans
Appendix B: Transportation Timeline
Appendix C: Transportation Jurisdictional Roles and Responsibilities
Appendix D: CRD involvement in external projects
Appendix E: Recent and Planned MoTI Transportation Projects in the CRD
Appendix F: Regional Transportation Plan

Appendix A: Existing Transportation Plans & Studies

Responsibility for transportation functions is shared across a number of authorities in the region, each responsible for taking action on matters within their own jurisdiction.

Since 2011, 15 plans and studies have been developed to define and identify solutions to two core transportation problems affecting the region:

1) Traffic congestion in AM and PM peak periods increases travel time and decreases residents' quality of life.
2) Need to shift mode share as the regional road network is largely built out, focusing on actions that improve transportation choice and change behaviour.

How are we doing?

↗ Mode share is improving: 22.4% in 2011, compared to 26.6% in 2017.

↘ Traffic volumes and travel times continue to increase.

Table 1 lists the existing plans. Table 2 summarizes the four high-level actions that can be taken to address these problems.

Table 1. List of Transportation Plans & Studies

Authority	Plan / Study	Year
BC Transit	Victoria Transit Future Plan	2011
CRD	Pedestrian and Cycling Master Plan (PCMP)	2011
CRD	Regional Transit Local Funding Options	2012
CRD	Transit Governance Review	2013
CRD	Regional Transportation Plan (RTP)	2014
CRD	Transportation Service Feasibility Study	2014
Province (MAH)	End of Regionally Significant Projects Fund (RSPF) for regional districts	2014
CRD	Regional Trails Management Plan	2016
CRD	Transportation Data and Analytics Program Review	2016
Province (MAH)	Governing Greater Victoria – the Role of Elected Officials and Shared Services (Bish Report)	2016
Province (MAH)	Capital Integrated Services and Governance Initiative	2017
Province (MOTI)	Move, Commute, Connect – BC Active Transportation Strategy (CleanBC)	2019
Province (MOTI)	South Island Transportation Strategy (SITS)	2020
BC Transit	Victoria Regional Transit 10 Year Vision	2020
BC Transit	(Draft) Victoria Region Rapid Bus Strategy and Implementation Action Plan	2020
BC Transit	Local Area Transit Plans	Ongoing

Appendix A: Existing Transportation Plans & Studies

Table 2. Summary of Key Actions by Jurisdiction

Jurisdiction	Planning & Policies	Infrastructure	Land Use	Behaviour Change
Purpose	Identify solutions to transportation problems	Make investments to ensure safety and improve mode choice	Achieve densities that can be efficiently served by transit and support active transportation	Promote behaviours that support using different travel modes
CRD	RTP, PCMP, trail management plan, transportation data, governance reviews	Regional trail network Lost funding mechanism in 2014	Development policy and approval in JdF EA RGS growth management concept	Climate action programming, active school travel planning
Municipalities & EAs	Transportation / active travel master plans	Local roads, including active transportation	Development policy and approval (e.g., nodal development)	Programming
BC Transit	Transit Future, Rapid Bus Strategy	Regional transit system	N/A	Education / outreach campaigns
Province	SITS, governance reviews	Provincial highways Fund transit (capital) Grants for local roads	N/A	Grants / incentives for active transportation

Opportunities:

1) The Regional Transportation Plan (RTP) identifies a regional multi-modal transportation network that is being implemented by individual jurisdictions, acting within their existing authorities.

2) Preliminary data show that volumes remain steady through the pandemic but are more distributed through the day, decreasing congestion and travel time.

3) Since 2017, the Province invested $500M in the South Island.

Gaps:

1) No approved list of regional priorities to catalyse action or attract funding.

2) No single agency acting as a champion for regional priorities.

3) No funding mechanism to incentivize regional prioritization of infrastructure projects.

4) No formal mechanism to discuss or evaluate the regional impacts of individual transportation decisions.

Appendix B: Transportation Service Timeline

This table summarizes milestones, outcomes and gaps associated with CRD attempts to address governance issues through a transportation service. The key gap is insufficient municipal support to proceed with a regional service due to concerns about loss of control over transportation decisions and local cost impacts.

Timeline	Milestone		Outcome / Gap
2011	**Transit Governance:** CRD Board requests that it replace Victoria Transit Commission as the regional authority for transit.		**Gap:** Insufficient municipal support at municipal councils.
2013 - 2014	**Regional Transportation Plan (RTP):** Staff prepare and CRD Board approves the RTP. RTP contains input from all municipalities, BC Transit and the Province.		**Outcome:** Multi-Modal Regional Transportation Network and ambitious mode share targets.
	Transportation Service Feasibility Study: CRD Board receives a recommendation to implement the RTP using a three-step approach to transportation service and governance.		**Outcome:** Proposed three-step service and governance approach 1) Consolidate existing CRD transportation functions in a new service 2) Expand service to include policy and program development 3) Bring transit under the established transportation service
2015 – 2016	**Draft Transportation Service Establishment Bylaw:** Staff prepare and CRD Board considers a draft bylaw based on the Transportation Service Feasibility Study and funding policy. • **Recommended services:** funding and partnering on infrastructure projects and grant applications, transportation programming and enhanced transportation support to EAs. Transit was not included in the service scope. • **Recommended Funding Policy:** tie requisition increases to expansion of functions and identify triggers for increased requisitions; up to $10M was initially contemplated.		**Gap:** Insufficient municipal support at municipal councils because of concerns related requisition impacts, CRD governance and loss of local control over community priorities. **Outcome:** Bylaw held in abeyance until release of the Province's Capital Integrated Services and Governance Initiative report.
2017	**Capital Integrated Services and Governance Initiative Report:** Province releases long-awaited report.		**Outcome:** No concrete recommendations for transportation. Suggests that funding could incentivize regional prioritization.
	Update Transportation Service Establishment Bylaw: CRD staff prepare and CRD Board considers updates to the bylaw based on municipal input. • **Updated Services:** Reduce service requisition upper limit (capped at $2.5M) for regional trails and transportation planning, with spending triggered through the annual service planning process and approved by the Board.		**Outcome:** The proposed requisition amount would not be sufficient to fund infrastructure, leaving that function to the Province / municipalities.
2018	**Transportation Service Not Supported:** CRD Board directs staff to stop working on service as there was no pathway to successful bylaw adoption.		**Gap 1:** Insufficient municipal support at municipal councils. **Gap 2:** Premier advises that the region needs a shared vision for its transportation goals and to articulate how a service would achieve this end.
2018 - Present	**Project Collaboration:** CRD staff provide technical expertise and data to project working groups led by jurisdictional partners around the region under existing service authorities.		**Gap:** Working groups informally consider how to advance RTP goals and CRD priorities, only focusing on infrastructure projects and policy.

Appendix C: Jurisdictional Transportation Roles & Responsibilities

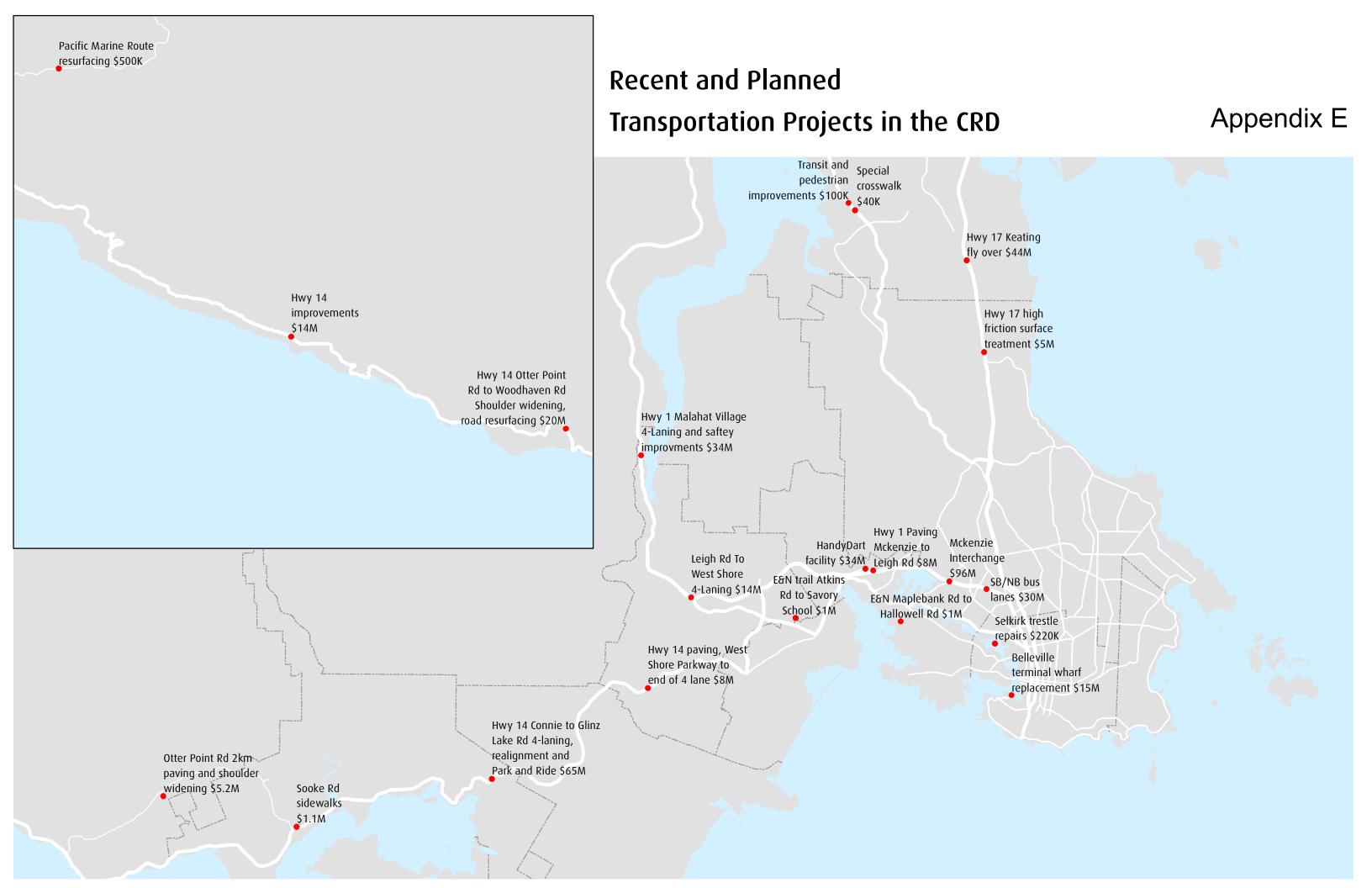|	Capital Regional District	Municipalities	BC Transit	MOTI
Regional and Multi-Use Trails	**Primary Service Provider** Planning, design, operation, maintenance, regulation and funding of regional trail system that acts as active transportation spine.	**Level of Involvement** Integrate local trails and cycling routes into the regional system.	**Level of Involvement** Supports integration of active modes of transportation with transit.	**Level of Involvement** Leases Galloping Goose right of way to CRD.
Regional and Local Roads	**Level of Involvement** Identify multi-modal road network and policy support for all modes of transportation through RGS and RTP. Contribute data.	**Primary Service Provider** Planning, priority-setting, design, operation, maintenance, regulation and funding of roads that provide for local circulation.	**Level of Involvement** Operate transit on local roads.	**Level of Involvement** Integrate highway network for inter-regional travel into local roads.
Land Use – Corridors & Nodes	**Level of Impact** Set regional vision and high-level policies for growth management through the RGS. Contribute data.	**Primary Service Provider** Use planning, land use regulation and taxation tools to shape the location and rate of development.	**Level of Involvement** Need population and/or employment density to provide efficient and reliable transit service.	**Level of Involvement** Policy guidelines and approvals of development applications adjacent to highway corridors.
Regional Transit Network	**Level of Involvement** Policy support for transit system through RGS and RTP. Contribute data.	**Level of Involvement** Maintain roads and bus shelters, contribute to transit route planning initiatives and contribute property taxes to transit operations.	**Primary Service Provider** Planning, priority-setting, design, operation, maintenance, regulation and funding of transit routes and service.	**Level of Involvement** Enable transit operations on provincial highways. Contribute capital and operating funds.
Provincial Highways	**Level of Involvement** Policy support for inter-regional through RGS and RTP. Contribute data.	**Level of Involvement** Integrate local roads and intersections with provincial highways.	**Level of Involvement** Operate transit on provincial highways.	**Primary Service Provider** Planning, priority-setting, design, operation, maintenance, regulation and funding of provincial highways.
Outcomes	Impacts of transportation decisions are felt regionally through congestion pinch-points and intra-regional travel.	No mechanisms to collectively consider the impact of municipal transportation decisions.	CRD has no advocacy leverage on transit matters as there is no consensus on regional priorities.	CRD has no advocacy leverage on provincial investment as there is no consensus on regional priorities.

Appendix D: CRD Involvement in External Projects

The table below outlines CRD involvement in external, informal jurisdiction-led transportation projects around the region. Staff provide technical expertise and data to the working groups and ensure that CRD Board priorities for implementing the RTP and taking action on climate change are integrated into the projects. As noted in the staff report, there is no other mechanism to consider the collective impacts of each individual project at the regional scale.

Infrastructure Projects	Start	Lead	CRD Role	CRD Needs and Position	Notes
McKenzie Interchange	2016	MOTI	Advisory, technical, data, modelling, CRD departmental liaison	Seeking improvements to the Galloping Goose Regional Trail and transit infrastructure.	Nearing completion
Uptown Exchange	2019	MOTI	Advisory, technical, data, modelling, CRD departmental liaison	Seeking opportunities to integrate housing, transit and active transportation in the project.	Early design
Ganges Road SSI	2019	SSI	Advisory, technical, data, CRD departmental liaison	Seeking improvements to safety, transit and active transportation.	Ongoing
Highway 14 projects	2019	MOTI	Data, technical	Seeking improvements to safety and active transportation.	Ongoing
Island Highway Transit Priorities	2019	BC Transit	Advisory, technical, data, modelling, CRD departmental liaison	Seeking improvements to the Galloping Goose Regional Trail and transit.	Finishing design
Infrastructure Project	Start	Lead	CRD Role	CRD Needs and Position	Notes
Highway 17 1. Mt. Newton transit priorities 2. Keating flyover	2020	MOTI	Advisory, technical, data, modelling, CRD departmental liaison	Seeking improvements to safety and transit.	Early design

Planning Projects	Start	Lead	CRD Role	CRD Needs and Position	Notes
South Island Transportation Strategy (SITS)	2018	MOTI	Advisory, technical, data, modelling, CRD departmental liaison	Requesting strong climate lens as foundation and seeking alignment with RTP outcomes.	Released Fall 2020
Westshore Transit Plan	2019	BC Transit	Advisory, technical, data, modelling, CRD departmental liaison.	Supporting and strengthening partnerships to meet regional mode share targets.	Ongoing
Victoria Regional Transit System: 5 – 10 year plan	2019	BC Transit	Advisory, data.	Supporting and strengthening partnerships to meet regional mode share targets.	Ongoing
Discussion group: inter-municipal business license for ride hailing	2020	Province	Advisory	Supporting and strengthening partnerships on non-traditional means of transportation.	Exploratory discussions only.
Central Saanich Active Transportation Plan	2019	Central Saanich	Advisory, data., modelling.	Supporting and strengthening partnerships and seeking alignment with regional transportation priorities per RTP.	Nearing Completion
Sooke Transportation Master Plan	2019	Sooke	Advisory, data, modelling.	Supporting and strengthening partnerships and seeking alignment with regional transportation priorities per RTP.	Nearing Completion

Recent and Planned Transportation Projects in the CRD

Appendix E

Pacific Marine Route resurfacing $500K

Transit and pedestrian improvements $100K

Special crosswalk $40K

Hwy 17 Keating fly over $44M

Hwy 14 improvements $14M

Hwy 17 high friction surface treatment $5M

Hwy 14 Otter Point Rd to Woodhaven Rd Shoulder widening, road resurfacing $20M

Hwy 1 Malahat Village 4-Laning and saftey improvments $34M

Hwy 1 Paving Mckenzie to Leigh Rd $8M

Mckenzie Interchange $96M

HandyDart facility $34M

Leigh Rd To West Shore 4-Laning $14M

E&N trail Atkins Rd to Savory School $1M

E&N Maplebank Rd to Hallowell Rd $1M

SB/NB bus lanes $30M

Selkirk trestle repairs $220K

Hwy 14 paving, West Shore Parkway to end of 4 lane $8M

Belleville terminal wharf replacement $15M

Hwy 14 Connie to Glinz Lake Rd 4-laning, realignment and Park and Ride $65M

Otter Point Rd 2km paving and shoulder widening $5.2M

Sooke Rd sidewalks $1.1M

![CRD logo] Making a difference...together

Capital Regional District

Regional Transportation Plan

July 2014

Prepared for the Capital Regional District (CRD) by IBI Group

IBI GROUP

CRID

Making a difference...together

Capital Regional District
Regional Transportation Plan

Executive Summary

The Capital Regional District (CRD) developed a Regional Transportation Plan (RTP) in response to Planning, Transportation and Protective Services Committee and CRD Board direction to investigate the establishment of a Regional Transportation Service. Regional transportation was given priority status in the CRD Corporate Strategic Plan 2012-2014.

The RTP will guide transportation planning and development in the Capital Region over the next 25 years. The RTP identifies a desired Regional Multi-modal Network (RMN), outlines actions that will facilitate its ongoing development and details the required governance and funding mechanisms. Once implemented, the plan will help to create a transportation network that provides travel choices and supports smart growth and livable communities.

The RTP was created through a cooperative process with local government staff and representatives, Ministry of Transportation and Infrastructure (MoTI), and BC Transit. Key stakeholders were also involved, including major employers, major educational institutions, advocacy groups and private transportation service providers.

Planning and integrating transportation on a regional level creates efficiency. Infrastructure development is coordinated among all Capital Region local governments, MoTI, BC Transit and other key stakeholders. Collaborative transportation planning across organizations helps to fulfill our sustainability commitments and serve the needs of a growing population.

Process

Vision ➤ Principals ➤ Themes ➤ Outcomes ➤ Actions

Stakeholders and partners envision a regional transportation system based on a Regional Multi-modal Network (RMN), where walking, cycling and using transit are viable alternatives to driving alone in and between our population and service centres. The RMN identifies regionally significant transportation corridors including major roads and trails that provide connectivity with local and provincial networks and centres. Regional investment will be targeted towards infrastructure that supports multi-modal travel along these corridors. The RTP recognizes the diverse geography and settlement patterns in the Capital Region and provides actions that cater to both urban environments and the comparatively remote areas of the region.

The plan will come to fruition through the delivery of actions and outcomes which have been organized under the following five overarching themes, all of which require revised governance and funding arrangements.

1. Integration of land use and transportation
2. Creating exceptional environments for walking and cycling
3. Taking transit to the next level
4. Getting the most out of our roads and trails
5. Influencing travel behaviour

The plan includes concrete actions to make the RTP vision a reality. The list of actions, developed through an extensive stakeholder engagement process, includes planning initiatives and a major focus on a partnership model to implement tangible projects and infrastructure. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.

Governance

Embedded within the partnership model is a requirement for a transportation service authority. The service authority respects local and provincial autonomy and ownership of infrastructure. Under this model, partners come together through an ongoing Technical Advisory Committee (TAC) with membership from the CRD, all local municipalities and electoral areas, MoTI and BC Transit. Through its mandate, the TAC would set priorities, guide, facilitate and in some cases undertake recommended actions on the Regional Multi-modal Network based off predetermined performance metrics. Sub-regional working groups representing the West Shore, Peninsula, the Core and electoral areas would also be established to work on localized priorities and initiatives. The TAC and Sub-regional working groups would report to a new Transportation Standing Committee of the CRD Board.

With respect to BC Transit, formal consultation and engagement processes with the region would be embedded in the existing Victoria Regional Transit Commission model, in line with recommendations from the 2012 BC Transit Independent Review. Transit would not fall under the service mandate except as it relates to the consideration of multi-modal transportation issues.

Existing and proposed CRD transportation assets, facilities and services, such as Regional Trails, Electoral Area Transit Service agreements and local docks, would be consolidated into one service area under the service authority.

Implementation

The transportation service authority model would draw from existing and re-purposed funding sources to provide funding to capital projects and transportation programs on the established regional multi-modal network. A revised gas tax allocation agreement would be sought, allowing for 100% of the Strategic Priorities Fund (SPF) gas tax to be allocated to regionally significant projects. In addition, it is expected that by coordinating funding requests which have consensus backing, the success rate of attracting senior government funding will be greater.

Without the establishment of a regional transportation authority it can be assumed that MoTI, BC Transit, and local governments will continue to own, operate, and maintain the majority of infrastructure comprising the Regional Multi-modal Network. Under this status quo, the CRD work with these partners to advance the actions in the RTP would be limited to a planning and policy support role as per its existing Regional Information Service mandate as well as a management role for regional trails under the CRD Parks and Environmental Services mandate. Without a secure funding source and service authority, the ability to achieve the RTP actions would be limited and it is unlikely that the full vision for regional transportation would be achieved.

Summary

The Capital Region has an opportunity to make significant improvements to transportation over the next 25 years which will greatly assist in maintaining the high quality of life that residents currently experience. Technical data and transportation projections show that we need to effectively address transportation issues as our region grows in the coming years. Not doing so will result in increased congestion, reduced economic activity, increased greenhouse gas emissions and a reduced quality of life. The RTP focuses on improving transportation for residents and visitors by offering real choices about how they travel and providing them the information and skills to take advantage of these choices.

The RTP requires strong partnerships, the sharing of a common vision and implementation of common goals.

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Acknowledgements

Contents

Acronyms

CRHC	Capital Regional Housing Corporation
DND	Department of National Defence
DPAC	CRD Development and Planning Advisory Committee
EA	Electoral Area
EV	Electric Vehicles
FTN	Frequent Transit Network
HOV	High-Occupancy Vehicle
KPI	Key Performance Indicators
LRT	Light Rail Transit
MMLOS	Multi-modal level of service
MoTI	Ministry of Transportation and Infrastructure (BC)
MOU	Memorandum of Understanding
OCP	Official Community Plans
PCMP	Pedestrian and Cycling Master Plan
PTPSC	Planning, Tranportation and Protective Services Committee
SGI	Southern Gulf Islands
SGI-CPT	Southern Gulf Islands Cycling and Pedestrian Draft Trail Plan
SOV	Single Occupancy Vehicle
SSI	Salt Spring Island
PCMP-SSI Edition	Pedestrian and Cycling Master Plan-Salt Spring Island Edition
RCS	Regional Context Statement
RMN	Regional Multi-modal Network
RIS	Regional Information Services
RSS	Regional Sustainability Strategy
RTN	Rapid Transit Network
RTP	Regional Transportation Plan
RTP-TAC	Regional Transportation Plan Technical Advisory Committee
RUCSPA	Regional Urban Containment and Servicing Policy Area
SOV	Single-Occupancy Vehicle
TAC	Technical Advisory Committee
TCP	Transportation Corridor Plan
TSC	Transportation Standing Committee
TDM	Transportation Demand Management
VRTC	Victoria Regional Transit Commission
VRTS	Victoria Regional Transit System
VRRTP	Victoria Regional Rapid Transit Project

1. Introduction

By many accounts, the Capital Region leads the way in Canada with regard to sustainable transportation and sustainable development. The region enjoys a healthy urban core, walking and cycling per capita have traditionally been higher than in any other major city in Canada, and transit use is higher than in comparable urban areas. There are promising recent examples of transformational policy and relatively compact suburban developments. With population growth projected to steadily increase over the next 20-30 years, a do-nothing approach, however, is not an option. The region's sustainability trajectory hinges on where and how this growth occurs, and how the transportation system is developed in relation to this growth.

Transportation continues to be identified as a high priority across all levels of government in the region. It is commonly acknowledged across all jurisdictions that continued growth in single occupancy vehicle (SOV) travel is not a sustainable option if the region is to maintain its enviable appeal to residents and visitors alike. This Regional Transportation Plan (RTP) has been built upon this common ground and recognizes the regional interdependency of transportation. The plan recognizes that building a strong regional transportation system cannot be done in silos but requires close collaboration between all municipalities, electoral areas (EAs) and key partners such as Ministry of Transportation and Infrastructure (MoTI) and BC Transit. Speaking with one united voice on matters pertaining to regionally significant transportation will provide clarity to the regional vision and greatly assist in bringing this vision to life through the implementation of actions outlined in the RTP.

Trends in land use patterns and travel behaviour as well as population growth projections suggest that the region is at a critical point in its evolution. There is a significant risk that, without strong policy and bold actions, the pattern of growth could continue to gravitate toward the dispersed auto-dependent built form and high congestion traffic patterns common in growth areas of many other North American cities. Extensive research and the experience of many North American cities demonstrate the substantial economic and environmental costs associated with this type of urban form, as well as the tremendous challenge and cost of reversing course.

Further, the reliance and use of SOVs directly relates to trends of increased fuel use and greenhouse gas emissions in the region, which directly impacts the health and well being of residents. All levels of government have set ambitious targets to address climate change and reduce emissions. Shifting transportation patterns is fundamental to achieving these targets.

Fortunately, leaders have acknowledged the need to bring a holistic perspective to regional transportation issues and continue to push the envelope on sustainable development and transportation services and infrastructure. Indeed, decisions made today will have signficant implications and benefits for future generations.

The purpose of the Regional Transportation Plan (RTP) is to identify immediate priorities and long-term strategies to guide planning and development of a regional multi-modal transportation system that meets future growth demands and is focused on sustainability.
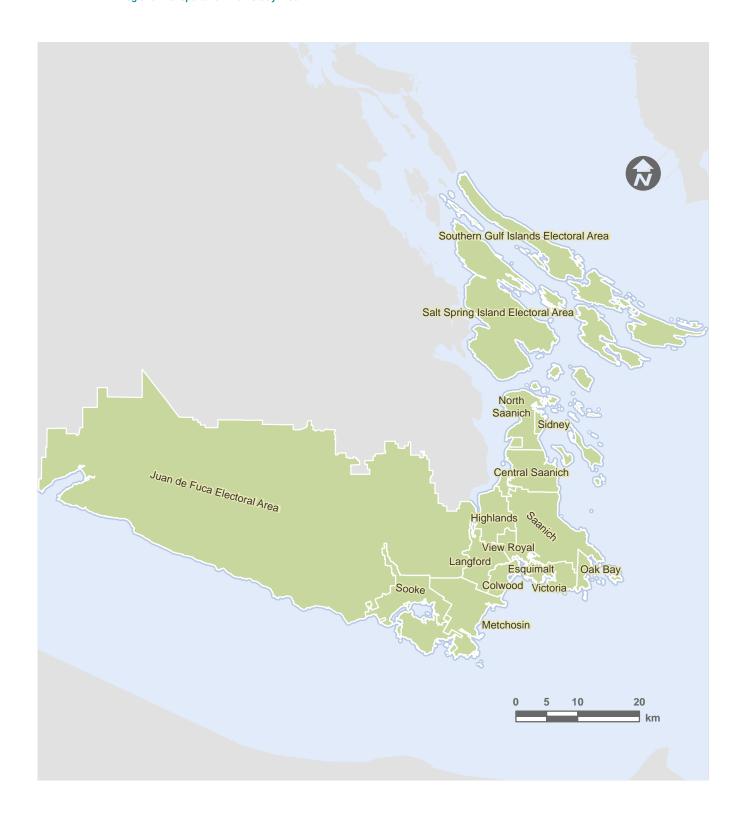
The RTP sets out a strategic vision for transportation over the next 25 years and is closely linked with emerging initiatives in the Regional Sustainability Strategy (RSS). Considering transportation planning at a regional level ensures all modes of travel and coordinated planning efforts among the Capital Regional District's (CRD's) local governments are integrated to effectively meet future travel needs and sustainability commitments at the local and provincial levels.

The RTP is an action-oriented planning document. It is not intended to address site, corridor or municipal-specific issues, but rather establish a set of actions that, when implemented over time, will help the CRD and local governments achieve their goals of more sustainable development, healthier communities, accessible and affordable transportation choices, and efficient mobility throughout the region.

1.1 Study Area

The study area of this RTP includes the 13 incorporated municipalities and three EAs, as well as Ministry roads that pass through the 10 First Nations within the CRD boundaries (Exhibit 1.1).

EXHIBIT 1.1   Regional Transportation Plan Study Area

- Regional Growth Strategy (2003)
- TravelChoices (2008)
- Draft Transportation Corridor Plan (2011)
- Pedestrian and Cycling Master Plan (2011)
- Pedestrian and Cycling Master Plan - Salt Spring Island Edition (2013)
- Provincial Transit Plan (2008)
- Transit Future (2011)
- MoTI Provincial Highway Studies: Highway 1, Highway 14, and Highway 17 corridors (2007)

1.2 Development of the Plan

The RTP was co-funded by the CRD and MoTI. It was developed primarily by IBI Group and the CRD in association with Boulevard Transportation. Substantial input was generated from the RTP Steering Committee and RTP Technical Advisory Committee (RTP-TAC), as well as the CRD Development and Planning Advisory Committee (DPAC).

The RTP was designed to include governance options that could best achieve the vision for regional transportation and most effectively implement actions in the coming decades. Development was also coordinated in conjunction with the creation of the RSS.

1.3 Regional Planning Context

Many recent transportation studies carried out by the CRD, the Ministry of Transportation and Infrastructure (MoTI) and BC Transit (Exhibit 1.2) identify a need for integrated land use and transportation planning and enhanced mobility throughout the region. Many of these studies set future targets for land use densities and mode shares as referenced in subsequent sections of this RTP (see Appendix A for further details); most of these studies are modal or corridor specific. The RTP builds off the strong work of these previous studies; it provides an action-oriented and **integrated approach** to regional transportation networks and services.

The intent of the RTP is to present a suite of actions that serve as a road map for regional transportation priorities over the short, medium and long term. The RTP lays out a set of specific actions that can be carried out under a cooperative transportation authority. It also outlines what can be done under the existing CRD Regional Information Service (RIS) authority.

A regional transportation authority would facilitate a **cooperative and integrated multi-modal approach** where the CRD, MoTI, local governments and BC Transit all work together to guide the RTP through to implementation. A new authority would provide the conduit for the diverse transportation modes to be integrated within the context of the region's land use.

1.4 Engagement and Consultation

Oversight

Throughout the process, work was guided by a RTP Steering Committee and the RTP-TAC as well as occasional joint meetings with DPAC. The RTP Steering Committee consisted of staff from the CRD and MoTI; its role was to manage the RTP study and review deliverables. The RTP-TAC was responsible for reviewing the RTP development at regular intervals and milestones, providing information regarding municipal and regional transportation needs and expectations, and advising on regional transportation priorities. To ensure this technical feedback came from a broad audience, RTP-TAC included staff and representatives from the CRD, MoTI, all incorporated municipalities in the CRD, the Juan de Fuca EA and BC Transit. Overall, the RTP-TAC provided a forum for the exchange of ideas and sharing of experiences and lessons learned regarding key regional transportation issues. Additional EA engagement was undertaken with the Salt Spring Island Transportation Commission and the Southern Gulf Islands Economic Development Commission.

Forum of Councils

The RTP was also discussed at a CRD's Forum of Councils, which was held in May of 2013. The half-day session was attended by 49 participants including locally-elected representatives and four municipal and Islands Trust Chief Administrative Officers. Participants discussed their thoughts on regional transportation priorities and in turn what they felt should be the CRD's regional role in implementing these priorities.

Partner Referrals

The draft RTP was referred to the councils of all 13 municipalities and 3 EAs, BC Transit Board, Victoria Regional Transit Commissions (VRTC) and MoTI for final comment. Much of the feedback received has been incorporated into the final RTP.

Stakeholders

A range of consultation activities provided the opportunity for community stakeholders to help shape the RTP by providing insights and input into regional and local transportation issues and priorities. Major activities included:

- Meetings with planning and engineering staff from local municipalities.
- One-on-one meetings with stakeholder groups such as business associations, post-secondary institutions, private transportation service providers and non-profit organizations (Exhibit 1.3).
- A workshop event with RTP-TAC, DPAC and invited representatives of stakeholder organizations on September 19, 2012 in the City of Victoria.

EXHIBIT 1.3   **Stakeholder Groups Involved in Consultation Activities**

- » BC Cycling Coalition
- » BC Ferries*
- » BC Transit
- » BC Transit – Accessible Transportation Advisory Committee
- » Bike to Work Victoria
- » Camosun College*
- » Camosun College Student Society
- » Capital Bike and Walk Society
- » Downtown Victoria Business Association
- » Greater Victoria Cycling Coalition
- » Greater Victoria Harbour Authority*
- » Island Pathways
- » Royal Roads University*

- » Saanich Peninsula Chamber of Commerce
- » Salt Spring Island Transportation Commission
- » Southern Gulf Islands Economic Development Commission
- » Tourism Victoria
- » University of Victoria*
- » University of Victoria Student Society
- » Vancouver Island Health Authority
- » Victoria Airport Authority*
- » Victoria Car-share
- » Victoria Chamber of Commerce
- » Victoria Transport Policy Institute
- » West Shore Chamber of Commerce

NOTE: Due to the particular regional transportation needs of these stakeholder organizations and agencies, these key informants were invited to select RTP-TAC meetings, coinciding with RTP development.

1.5 Governance Context

The CRD is the regional government for 13 municipalities. In addition, the CRD is the local government of 3 electoral areas (Exhibit 1.4). The urban centre of the CRD is the City of Victoria, and the regional district also includes many of the Gulf Islands, a number of rural municipalities, and a vast tract of wilderness that lies along the southwestern coast of Vancouver Island. The CRD is generally recognized by its policy making role in relation to regional authorities and services that it provides.

These include:

- Regional governance and services for the entire Capital Region, including regional parks, regional planning, solid waste management (including recycling) and emergency 9-1-1 services. These services are provided either directly or by way of corporations such as Capital Region Emergency Services Telecommunications (CREST) and the Capital Regional Housing Corporation (CRHC).
- Partnerships between any combination of municipalities and EAs for municipal/ inter-municipal services or projects that are specific to only part of the region.
- Local (individual) services for EAs.

The CRD derives authority from Letters Patent and from provincial legislation, primarily the Local Government Act. It is run by a 24 member Board of Directors, who also sit as members of the Regional Hospital Board.

Separate studies were undertaken on CRD governance related to transit and transportation. Findings from these studies have been incorporated within this report. The recommendations developed in this report are based on regional needs under a framework of a regional transportation authority. The underlying governance structure will influence roles, responsibilities and funding approaches. A more detailed discussion of the governance structure as it relates to implementation is discussed in Chapter 5.

EXHIBIT 1.4

Capital Regional District

Municipalities

- Central Saanich
- Colwood
- Esquimalt
- Highlands
- Langford
- Metchosin
- North Saanich
- Oak Bay
- Saanich
- Sidney
- Sooke
- Victoria
- View Royal

Electoral Areas

- Juan de Fuca
- Southern Gulf Islands
- Salt Spring Island

1.6 Organization of Report

This RTP is structured into five chapters as follows:

Chapter 1: Introduction provides the introduction and context to both the region and the RTP.

Chapter 2: **Key Regional Transportation Issues** summarizes the key regional transportation planning challenges and opportunities facing the CRD, deriving from the background research material presented in Appendix A.

Chapter 3: Vision and Principles outlines the vision and principles for the RTP that guide the strategic and priority actions towards achieving a balanced and sustainable integrated transportation system in the region.

Chapter 4: Regional Outcome Statements discusses the proposed outcome statements and actions for each of the RTP themes, including an integrated approach to land use and transportation planning outlining regionally significant multi-modal corridors and mobility hubs, creating exceptional environments for walking and cycling, getting the most out of our roads and trails, taking transit to the next level and influencing travel behavior.

Chapter 5: Implementation outlines the strategies to implement the actions of the RTP. It includes a discussion of governance and partnerships and assessment of timing, as well as broad cost implications, funding needs and next steps.

Appendix A summarizes the regional planning context and relevant policy documents with regards to sustainable growth and development and existing transportation networks in the CRD. This appendix also discusses past and emerging trends in demographics, land use development and travel patterns across the region.

2. Key Regional Transportation Issues

Plans are in Place - It is Time to Take Action

To a large extent, the building blocks for the Regional Transportation Plan (RTP) are already in place. The 2003 Regional Growth Strategy (RGS) and 2005 Travel Choices plans lay the foundation for a vision of more sustainable development patterns and a regional transportation system that enhances mobility and transportation choices while setting high mode share targets for transit, walking and cycling by 2026. Expanding on these strategy documents, other regional plans have identified mode-specific transportation priorities: the Pedestrian and Cycling Master Plan (PCMP), the Pedestrian and Cycling Master Plan-Salt Spring Island Edition (SSI-PCMP), the emerging Southern Gulf Cycling and Pedestrian Draft Trail Plan (SGI-CPT), the Phase 1 Transportation Corridor Plan (TCP) and BC Transit's Transit Future Plan.

Combined, these plans form a long term vision for the Capital Regional District (CRD), but that "long term" horizon is fast approaching and despite these planning efforts, the region's mode shares have changed little since 2001 (Exhibit 2.1). In recognition of the vital role that transportation has and will continue to have on the future of the region, the CRD Board Strategic Plan 2012-2014 identified regional transportation and planning as a strategic priority. The RTP provides an opportunity to integrate the various plans and accelerate progress on key actions that will kick start real progress towards a more sustainable future and meet the region's strategic goals.

Capitalizing on the Opportunities of Growth

The population of the CRD is expected to grow to approximately 475,000 by 2038, an increase of 27% from the 2011 population of 375,000. This projected growth represents both a challenge and an opportunity. Under a business-as-usual scenario, much of this growth is projected to occur outside of the Core area, particularly in the West Shore where 87% of peak-hour trips are currently made by car.[1] Although this distribution of growth represents the region's greatest challenge, the magnitude of this growth is moderate and manageable. There is an excellent opportunity to

1 Source: CRD 2011 Origin-Destination Household Travel Survey

EXHIBIT 2.1

Daily Mode Shares

- Auto
- Transit
- Cycling + Walking

Source: 2011 CRD Household Travel Survey

The West Shore in 25 years...

57,000 new residents

88% growth

Source: A Context for Change in the Capital Regional District, 2009

9

coordinate urban growth and use it to deliver sustainable transportation solutions such as by targeting mixed-use development around future rapid transit corridors and mobility hubs to help reduce commuting times and promote shorter trips. This can be difficult to do once growth slows down. If dispersed low density growth patterns continue, they can be extremely difficult and expensive to reverse. It is important that governments in the CRD seize this window of opportunity.

Substantial Investments Require Substantial Cooperation and Collaboration

As significant transportation needs emerge, so do significant investment requirements. For example, even without considering operating and maintenance costs, the Primary Inter-Community (PIC) bikeway network identified in the PCMP has a price tag of $100M for the priority projects[2]. These significant costs cannot be borne by any one municipality nor addressed piecemeal. Regional investments must be pursued through a unified voice, which also applies to exploring new revenue streams.

58%
of travel
in the CRD is
Inter-Municipal

Inter-community Connectivity Challenges

Of all travel within the CRD, 58% crosses municipal boundaries[3], yet regional connectivity continues to present many challenges. Travel by transit between many communities is impractical and only 24% of the PIC bikeway network is in place and meets what is considered an adequate level of separation from motorized traffic. Furthermore, it is clear that several segments of roadways in the region are not being used as they were intended, such as is shown by the large volumes of regional traffic on Wilkinson Road. It is crucial that regional considerations be brought to transportation planning processes across the CRD.

Business
As Usual
Scenario...

100,000
new auto
trips in peak
periods
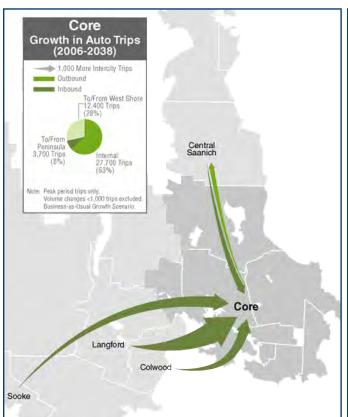
Addressing Growth in Auto Trips
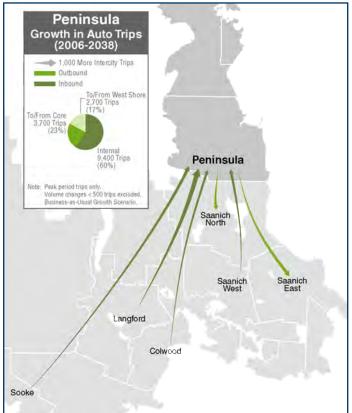
Despite a favourable culture toward sustainable transportation, it would be easy for the region to gravitate toward more auto-oriented patterns. The CRD travel demand model estimates that between 2006 and 2038 there will be over 145,000 additional peak-period trips in the region if current travel patterns continue. Assuming current travel behaviour, over 70% of these additional trips are projected to be by car. In other words, there will be over 100,000 more automobile trips in the peak periods, further straining capacity on roadway infrastructure throughout the region (see Exhibit 2.2).

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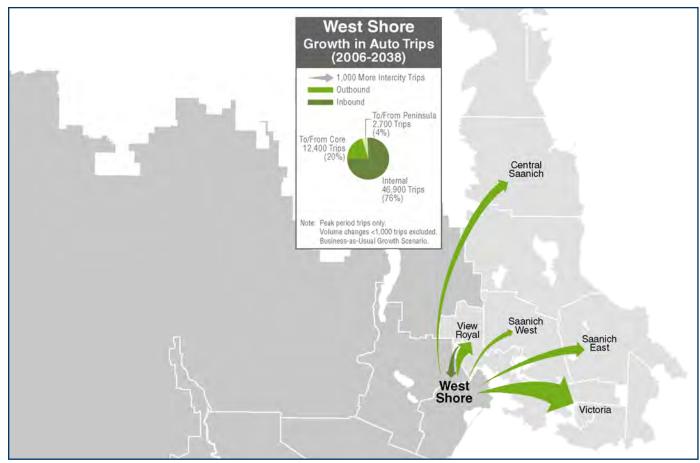
2   Source: CRD Pedestrian and Cycling Master Plan, 2011

3   Source: CRD 2011 Origin-Destination Household Travel Survey

EXHIBIT 2.2   Growth in Auto Trips Under Business-as-Usual Growth by Sub-Region Origin, 2006 to 2038
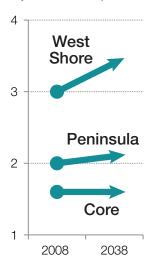
Despite "green" initiatives, for many households in the CRD, particularly families, there are few incentives to choose modes of travel other than driving. This steady growth of an auto-oriented built form could outweigh potential gains in encouraging sustainable travel behaviour.

Needs and Opportunities Differ across the CRD

Interviews with staff from individual municipalities as well as organizations representing various interests highlight that the Core, West Shore, Peninsula and Gulf Islands each have unique needs and present unique opportunities.

Examples of priorities in the Core include advancing a modal hierarchy that puts pedestrians first, addressing traffic pressures from other communities, and continuing to fill in the bike network.

On the Peninsula, some of the most significant issues relate to connecting local communities by effective transit, managing truck and tour bus traffic, and advocating for additional highway interchanges to improve access and safety. In the West Shore, the rapid pace of growth means a heightened need to ensure new communities are designed to strengthen walking, cycling and transit (consistent with local policies). Ensuring that population growth is balanced with suitable job opportunities to minimize out-commuting is also a key challenge for West Shore communities (Exhibit 2.3).

Transportation needs on the Gulf Islands are perhaps the most unique, many of which cannot be addressed through "big city" solutions. To the extent possible, regional strategies developed in this plan attempt to capture the diverse range of needs and opportunities by sub-region.

A Sustainable Future is within Grasp

Initiatives in the CRD arising from all levels of government continue to provide inspiration to many other Canadian municipalities and regional governments. However, current travel patterns are not sustainable and current trends are not encouraging. Cycling in the CRD, for example, exhibits relatively high mode share compared to other Canadian municipalities, but it remains far from a mainstream travel option as it is in many European cities with similar weather and geography. If the region is to reach its sustainability goals, cycling must become more comfortable for a broader spectrum of the population, transit must become relevant to more commuters and be used more frequently for non-commuting trips, and walking must be viable to more households. This will take hard work, but this RTP stands on the shoulders of a commendable history of leadership throughout the CRD. It is critical to acknowledge the challenges facing the region, but continue to push forward with compelling and concrete actions that bring everyone living in the CRD to a more sustainable future.

EXHIBIT 2.3

Projected Residents per Job

Source: A Context for Change Management in the Capital Regional District (2009)

3. Vision and Principles

Guiding the development of the Regional Transportation Plan (RTP) for the Capital Regional District (CRD) requires a strong and coherent vision for transportation.

Vision: A future where transportation is sustainable, offers choice, enables smart growth and makes livable communities possible.

The vision and underlying principles set the stage for a region that is economically strong, socially inclusive, culturally vibrant and environmentally sustainable.

The following principles are intended to guide the development of the policies and actions of the RTP and to reflect the call for a multi-modal and integrated approach to transportation across the region.

Principle 1: Take a coordinated and engaged approach to planning

Transportation is directly linked to various aspects of local and regional planning, and is not a localized system. It is important that the RTP not belong only to the CRD, but that it also be considered the plan of all CRD municipalities and electoral areas – it is everyone's plan. Long-term and strategic transportation planning requires a coordinated effort between governments, service-delivery agents and stakeholders to implement and achieve common transportation goals and objectives. The direct involvement of municipalities, electoral areas (EAs) and local agencies is critical to the implementation of this plan.

A coordinated approach can be achieved with the formation of a Technical Advisory Committee (TAC) which will consist of representatives from the CRD, all local governments, Ministry of Transportation and Infrastructure (MoTI) and BC Transit. The TAC will collaboratively establish Key Performance Indicators (KPIs) for the region, identify and recommend regional transportation priorities and make recommendations regarding where regional funding for transportation will be directed.

Principle 2: Prioritize strategic investments that serve regional mobility needs

The region will continue to face increasing financial pressures to address transportation infrastructure needs that meet future demand.

The TAC will work as a united voice to leverage funding from senior levels of government for regionally significant transportation projects.

In 2012, a Local Funding Options Task Force was organized to investigate, evaluate, and recommend feasible local sources of funding in anticipation of the Victoria Regional Rapid Transit Project (VRRTP) implementation and operations being shared between local and senior governments. This was a first step in developing a comprehensive list and evaluation framework of potential funding options to address future transportation capital investment needs. Building on this work, a strategic and balanced approach needs to be developed in order to guide the long-term outlook of key transportation investments, adequately fund future growth, and support the Regional Multi-modal Network (RMN). As a priority, investments in the regional transportation system need to be made based on long-term needs and life cycle costing.

Principle 3: Reduce greenhouse gas emissions and prepare for changes

In 2010, on-road transportation accounted for 55% of greenhouse gas (GHG) emissions in the region. On-road transportation GHG emissions have increased by 16% from 2007 to 2010 (approximately 2.2 CO e tonnes per capita in 2010, an increase from 1.9 in 2007[1]). Given the relationship between fuel use, GHG emissions and climate change, all levels of government have made commitments to take action towards improving non-SOV transportation choices.

Aggressive GHG reduction targets have been set by the Province, the CRD and local governments. Emerging climate change adaptation strategies and policies have also recognized the economic, environmental and social impacts that a changing climate will have on transportation services and sectors in the capital region.

Long-term transportation planning efforts and investments are therefore needed to help reduce GHG emissions and adapt to a changing climate – both requirements are fundamental principles to all of the themes elaborated in this RTP. This means focusing on integrating land use and transportation planning to support sustainable transportation choices and reduce trip distances. Improved transportation efficiency and mobility will reduce congestion and increase occupancy levels. Promoting cycling, walking and other forms of active transportation will support an increased use of low-carbon emitting travel modes and reduced energy consumption. Trip reduction measures and programs will decrease the need for travel.

1   Capital Regional District Draft 2010 Community Energy and Emissions Inventory, BC Ministry of Environment, January 23, 2013.

Principle 4: Integrate transportation and land use planning

By 2038, the CRD population is forecast to grow by approximately 100,000. Much of this growth is forecast to occur outside of the Core area, particularly in the West Shore communities. Existing patterns of low-density development in this area are a challenge to providing efficient transit service and to encouraging transportation choices beyond the private automobile. In 2011, travel to and from the West Shore accounted for 9.8% of all daily trips in the region. A large share of these were taken by private automobile[2]. As a result of the constrained roadway network serving the West Shore, these growth patterns exert significant pressure on key east-west corridors such as the TransCanada Highway and Island Highway and surrounding areas. Under a business-as-usual scenario of land use and transportation patterns, these corridors will be further strained with dramatically increased travel times.

As a region, however, the moderate growth rate forecast presents an opportunity to capitalize on the symbiotic relationship between land use and transportation planning. By directing growth towards existing urban areas, these areas will realize sufficient trip densities to warrant more efficient transit service. Higher density and mixed-use developments also reduce trip lengths and, in turn, promote walking and cycling. Integrated planning also helps introduce pedestrian, cycling and transit design elements into these communities (e.g. direct routes/connections), which encourages more travel by these modes. This can even work at a small scale or in a rural setting.

Principle 5: Capitalize on the potential for alternatives to driving alone

While the CRD currently has comparatively high active transportation mode shares of journey-to-work trips, there remains significant potential to shift behaviour away from auto trips to more walking and cycling, particularly for short-distance trips. For example, in 2011, 61% of weekday trips in the CRD which were shorter than 5 km were taken by private automobile[3].

A greater emphasis on providing the right kind of services and infrastructure for non-captive markets is needed to encourage this shift and to make transit and active transportation more attractive and more competitive to driving. Particularly, there is a need to enhance multi-modal connections to help "extend the reach" of trips by these modes which are more effective at serving shorter distances.

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2   CRD Origin-Destination Household Travel Survey 2011
3   CRD Origin-Destination Household Travel Survey 2011

The PCMP set mode share targets of 25% for both cycling and walking in high density urban areas of the region by 2038, while the Provincial Transit Plan set a transit mode share target of 12% for service within the Victoria Regional Transit System by 2030. It is acknowledged that rural communities within the region have different priorities and needs, and therefore different targets, than those of urban population centres.

A further shift from driving to walking and cycling for work, shopping and recreational trips can help provide community and individual health benefits by reducing GHG emissions and congestion, improving air quality, and promoting an active lifestyle and personal physical activity. This shift can also help promote sustainable development by maximizing the use of existing infrastructure and reducing on-site vehicle parking needs.

Principle 6: Enhance role for public transit

Transit is crucial to realizing a significant mode shift in the region. It can be a key catalyst to support denser development patterns and it helps to expand the reach of cycling and walking trips. Currently, transit trips account for a little over 6% of the total travel market in the CRD[4], with the highest transit mode shares for travel to, from and within the Core area.

Recognizing the importance of transit, a target of 12% transit mode share by 2030 was established by the Provincial Transit Plan and later adopted by the CRD and BC Transit. Under this scenario, the region's transit system would carry over 55 million passengers annually by 2030, giving public transit a pivotal structural role in the region's transportation future. Achieving the targets will require significant investments and transit-supportive land use policies which are not currently budgeted.

If funded and implemented over the next 25 years, the proposed rapid and frequent transit networks will make transit more efficient and provide the future transportation capacity to meet forecast mobility demands. It is important to capitalize on opportunities for higher density mixed-use development not only to help shape efficient land use patterns, but also to support rapid transit investments and make transit an attractive alternative to the private automobile.

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4   CRD Origin-Destination Household Travel Survey 2011

Principle 7: Maximize efficiency of existing transportation corridors for multiple modes

Population and employment growth throughout the region will exert additional pressures to effectively and efficiently transport people and goods. However, with this growth, competing demands will largely have to make do with existing roadway capacity due to the increasingly built out urban fabric and geographical constraints of much of the region.

Various corridors in the region play key roles for different types of travel. Some serve mostly inter-municipal travel, while others serve more inter-regional or local needs. Some provide good access for commercial vehicles while others are being considered for their viability to serve rapid transit. Accommodating bicycles, pedestrians, transit, commercial vehicles and automobiles will require carefully examining and prioritizing the trade-offs of adequately accommodating these modes and maintaining their efficiency as part of the multi-modal networks identified in this RTP.

Strategic investments in capacity improvements and travel demand management will be fundamental to accommodating future demand and maintaining the integrity of multi-modal transportation corridors. Road network planning will focus on optimizing existing capacity to minimize the need for widening and expansion, and reducing infrastructure costs while managing congestion.

4. Regional Outcome Statements

The Regional Transportation Plan (RTP) is articulated through eight outcome statements. Each statement paints a picture of the type of regional transportation system that stakeholders and partners have said that they would like to see. The outcome statements can be categorized into five overarching themes – with governance and funding being fundamental to each theme. Together the outcome statements break down the collective vision for transportation and align with principles articulated in Chapter 3. These outcome statements are not mutually exclusive, but aim to capture eight broad courses of action for realizing the RTP vision. The RTP's outcome statements and themes are as follows:

THEME		REGIONAL OUTCOME STATEMENTS
Integrating Land Use and Transportation	1	Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network of transportation corridors.
	2	Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale.
	3	Transportation and land use planning tools are integrated at the local and regional levels.
Creating Exceptional Environments for Walking and Cycling	4	Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors of all skill and confidence levels.
	5	Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.
Taking Transit to the Next Level	6	Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service.
Getting the Most out of Our Roads and Trails	7	Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate.
Influencing Travel Behaviour	8	Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures.

Each regional outcome statement includes a series of actions to be carried out over the coming years that have been specifically identified by stakeholders and partners. The actions are concrete steps to make the vision of the RTP become a reality. The list of actions includes planning initiatives and a major focus on implementing tangible projects and infrastructure based on a partnership model. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.

Each action has been broken down into three categories: implementation timeline, service structure and resources. A sample action item is shown below in Exhibit 4.1 and a complete table is provided in Exhibit 5.5.

EXHIBIT 4.1 Sample: RTP Outcome Statements and Actions Table (See Complete Table in Exhibit 5.5)

THEME		OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Service Structure		Resources to Implement		
				1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD Function	Trans-portation Service	Mechanism	Staff	Operating and/or Capital costs
CREATING EXCEPTIONAL ENVIRON-MENTS FOR WALKING AND CYCLING	4	Cycling is an appealing, safe, convenint and viable travel option for residents and visitors	4.3 Expand and harmonize regional cycling data collection programs	X	>	>	X	X	New Project	X	Operation Costs

Implementation Timeline refers to the time frame in which the action will be undertaken. Some actions require a one-off implementation whereas others continue over longer periods or indefinitely. An **X** indicates the period that the action will start while a **>** indicates that the action will continue over a longer period.

Service Structure distinguishes between whether the action can be done under the existing structure of the CRD or whether it would require a new transportation service authority to be implemented. It is recognized that some actions could be implemented under both the existing or new transportation service structure. When this is the case both have been marked with a **X**.

Existing CRD Function: Within the Capital Regional District (CRD) Regional and Strategic Planning Division, the Regional Information Service (RIS) function includes a limited transportation mandate with an emphasis on regional transportation data, information and policy. In addition to tracking census information, it also maintains the regional transportation model, coordinates the Origin-Destination surveys and transportation data collection programs and undertakes limited planning activities, such as the Pedestrian and Cycling Master Plan (PCMP) and the Pedestrian and Cycling Master Plan-Salt Spring Island Edition (PCMP-SSI Edition).

Other transportation-related services provided through CRD Planning and Protective Services include:

- Project management of transportation related projects in the electoral areas (EAs), such as the recent completion of Phase I of the North Ganges Transportation Master Plan
- Acting as the local partner for local transit initiatives, such as Salt Spring Island (SSI) Transit.

In addition, CRD Parks constructs, operates and maintains the regional trails (Galloping Goose, Lochside and E&N Humpback Connector) while Integrated Water Services is responsible for CRD Docks.

Within Outcome Statement 6, the **Victoria Regional Transit Commission (VRTC)** has been identified as an existing authority alongside the **existing CRD Authority**. This has been done in recognition that the VRTC, through its current decision-making powers, has the authority to bring the actions identified in the RTP through to implementation.

The RTP reflects the intent of the **CRD Board Strategic Plan** regional transportation and planning goals as indicated in Exhibit 4.2.

EXHIBIT 4.2   CRD Board Strategic Plan Regional Transportation and Planning Goals

CRD Board Regional Transportation and Planning Goals
1. Improved regional transit governance
2. Increased regional transportation authority
3. Increased integration of regional transportation and land use planning
4. Improved pedestrian and cycling facilities

Photo: r.a.paterson (flickr)

Implementation Model for the RTP Outcomes

Implementation of the RTP is expected to occur through partnerships with existing, local and provincial partners embedded within a **transportation service authority**. The service model respects existing and local and provincial autonomy and ownership of infrastructure. Partners would come together through an ongoing Technical Advisory Committee (TAC) with membership from all local governments, the Province and BC Transit. The TAC would set priorities, guide, facilitate and in some cases, undertake the actions summarized in the table in Exhibit 5.5 with CRD staff, and report to a new Transportation Standing Committee (TSC) as described in the preferred service authority model in Chapter 5.

This model would enable the consolidation of existing and proposed CRD assets, facilities and services, such as Regional Trails, EA transit systems and Local Docks into one service area. A new establishment bylaw would be required based on the outcome of a service feasibility study. The model would rely on implementation of regional transportation priorities through performance-based metrics and agreed targets established cooperatively by the TAC. In this way, it would not be imposing upon but rather be complementary to local and provincial plans and initiatives.

Resources to Implement the RTP Outcomes

The model isn't a system funded by "new money" as much as it is repurposing existing local dollars and attracting more senior government funding from the following sources:

- Existing operating budgets within the CRD Planning and Protective Services and Parks departments for operational costs.
- A pooling of the region's share of the Significant Project Fund (SPF) to create a regional pool from which to co-fund local government and regional projects

through contributions to capital and program costs using performance-based metrics.

- Existing operating budgets of project partners through in-kind contributions of staff time on the TAC.
- Existing capital budgets and Community Works Fund Gas Tax of project partners allocated to regionally significant projects through contribution to capital and program costs based on performance based metrics.
- A leveraging of regional and local partner funds through the new regional transportation governance (TSC and Board); advocating with one common voice to increase senior government capital contributions to regionally significant projects.

This partnership model proposes a shift to a performance-based system of investment in regional transportation priorities based fundamentally on the cooperation of partners.

Transit would **not** fall under the service mandate. However, as a result of the new provincial directive stemming from the 2012 BC Transit Independent Review, formal consultation and engagement with the region will be embedded in the existing VRTC model. However, Victoria Regional Transit System projects and initiatives would not be eligible for regional funds under the transportation service authority.

Resources to Implement refers to the mechanism for implementation and the requirement for staffing and funding. The funding component is further distinguished between operating, capital and program funding. **Capital and program funding are predicated on the availability of pooled gas tax funds**.

Operating	Costs incurred by staff implementing actions
Capital	Costs associated with co-funding municipalities and electoral area infrastructure
Program	Costs associated with co-funding municipalities, electoral areas or community based programs

The RTP builds on the many previous plans by the CRD, the Province and local governments, and focuses on the necessary steps to bring these plans to fruition. The plan is just as much about the process of building a collaborative and integrated regional approach to transportation as it is about the specific actions. It is intended that the RTP remain a living document to be revisited and updated on a regular basis.

Priority Action

Priority Actions

In some cases, actions are flagged as being a "Priority Action". Based on stakeholder feedback and professional judgment, these actions are considered critical to implement immediately as they are likely to have the greatest impact in laying the groundwork for a sustainable transportation system and helping the region achieve its transportation goals. The following table summarizes these Priority Actions, which are discussed in more detail throughout this chapter.

DESCRIPTION	PRIORITY ACTION
Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multi-modal Network, implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding.	1.1
Incorporate the Regional Multi-modal Network into all relevant future regional plans, official community plans, local area plans and local transportation plans.	1.2
Establish an ongoing Technical Advisory Committee to identify Regional Multi-modal Network priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework.	1.3
Conduct a service review of transportation in the Southern Gulf Islands and Salt Spring Island, including the identification of alternate water-based links and associated infrastructure requirements.	1.9
Incorporate Mobility Hubs into all relevant future regional plans, Official Community Plans, local area plans and local municipal transportation master plans.	2.1
Establish land use and transportation functions for Growth Centres in the Regional Sustainability Strategy that support frequent and rapid transit corridors.	3.1
Implement Pedestrian and Cycling Master Plan, Pedestrian and Cycling Master Plan-Salt Spring Island Edition and Southern Gulf Island Cycling and Pedestrian Draft Trail Plan recommended cycling facilities and amenities.	4.1
Produce a series of walkability maps to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways and emphasize connectivity between key land uses and multiple modes.	5.1
Embed formal consultation and engagement with the region in Victoria Regional Transit Commission model.	6.1
Identify, prioritize and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency, and transit access reconfiguring to improve cyclist and pedestrian accommodation.	7.1
Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities.	7.5
Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges.	7.6
Establish and implement a region-wide Transportation Demand Management program, including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives.	8.1
Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects.	8.5

Regional Outcome Statement 1

Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network of transportation corridors.

With 58% of travel in the region crossing municipal boundaries, it is critical that the RTP identify an integrated approach to travel throughout the region. This involves planning for travel across municipal boundaries and access to regional destinations, as well as ensuring due consideration for all modes of travel to address greenhouse gas emissions, public health costs and traffic congestion levels.

Through extensive consultation with stakeholders, the RTP identifies a **Regional Multi-modal Network.**

The Regional Multi-modal Network (RMN), depicted in Exhibit 4.3, is designed to:

- Identify regional transportation corridors and trails
- Provide connectivity with local and provincial networks
- Coordinate transportation and land use planning with other regional matters, such as housing, the economy and greenhouse gas (GHG) emissions.

In other words, the RMN identifies the physical transportation corridors and trails that are deemed regionally significant and that will require investments and efforts to support safe, connected and efficient travel.

Defining a Regional Multi-modal Network

In developing an RMN, CRD staff and stakeholders first had to define what it meant for a corridor to be considered regionally significant. The following four criteria were used as guiding principles in identifying the corridors that are recommended for inclusion in a RMN:

1. It serves a majority of inter-municipal and inter-regional travel;
2. It provides access to regionally-significant destinations that serve region-wide demand (e.g. hospitals, dense residential or mixed-use neighbourhoods, downtown cores, or employment nodes);
3. It is planned to receive a major infrastructure project; or
4. It provides a common regional identity and purpose.
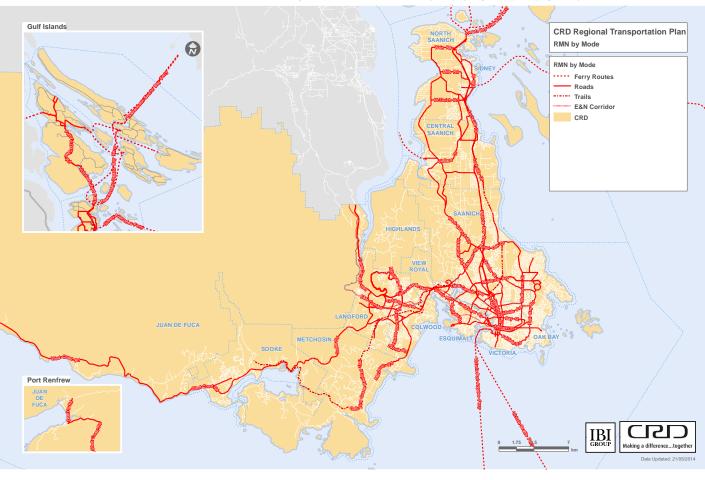
EXHIBIT 4.3 Regional Multi-Modal Network (RMN). (Larger map on page 104)

The RMN was also developed by reviewing other local, regional or provincial plans, including:

- Transit Future Plan (2011)
- Phase 1 Transportation Corridor Plan (2010)
- Pedestrian and Cycling Master Plan (2011)
- Pedestrian and Cycling Master Plan - Salt Spring Island Edition (2013)
- Highway Corridor Studies (2009, 2007 x 3)

Finally, the RMN took into consideration future travel demand forecasts from the CRD's Regional Transportation Model and future land use forecasts from local government Official Community Plans (OCPs) in order to connect future residential and employment areas.

The RMN also distinguishes between corridors under local government jurisdiction and those under Ministry of Transportation and Infrastructure (MoTI) jurisdiction. Each has different funding approaches and decision making structures. MoTI generally has jurisdictional control over major inter-regional connectors including Highway 1, 14 and 17 and roads within unincorporated EAs. The jurisdictional layers are identified in Exhibit 4.4.
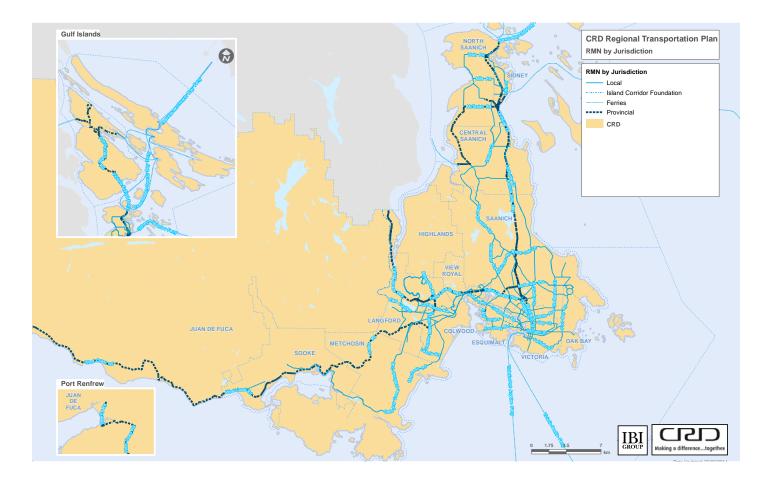
EXHIBIT 4.4   Regional Multi-Modal Network (RMN) by Jurisdiction (Larger Map on page 88)

Every corridor on the RMN has been assessed in terms of the role of multi-modality and regional significance. It is recognized, however, that some corridors will move substantially larger volumes of people than others. Since regional pedestrian significance is more an issue of access to regional destinations than of longer-distance regional travel, pedestrian issues are more directly accommodated in actions under Outcome Statement 2 (mobility hubs) and Outcome Statement 5 (pedestrian infrastructure).

Regional Outcome Statement 1 Actions

Priority Action

ACTION 1.1 **Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multi-modal Network, implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding.**

Rationale Many regional transportation projects within the region are based on mode-specific deliverables such as cycling, pedestrian, transit or automobile as opposed to examining the multi-modal requirements to best meet the needs of residents and visitors. Similarly, transportation projects undertaken at a local level are developed within the context of local improvements and often do not result in neighbouring jurisdictions making improvements along the same corridor. This method of planning has resulted in varied levels of improvements along corridors and around hubs. There is an identified need for a coordinated and consistent approach to multi-modal transportation planning on the RMN.

Approach   A regional transportation service authority would be established to facilitate arterial roads and the inter-community cycling network, implement demand management programs and influence land use. As indicated earlier a regional transportation service, as described in more detail in Chapter 5, would be able to accomplish more and better outcomes than the current fragmented model. The model is predicated on the full involvement of local governments, MoTI and BC Transit staff through a TAC. A new establishment bylaw would be required based on the outcome of a service feasibility study.

| **ACTION 1.2** | **Incorporate the Regional Multi-modal Network into all relevant future regional plans, Official Community Plans, local area plans and local transportation plans.** |

Priority Action

Rationale   Reinforcement across planning documents helps to realize RMN initiatives and establish a common language.

Approach   At present, the RMN is being incorporated into the Regional Sustainability Strategy (RSS) and should form part of the framework for Regional Context Statements in municipal and EA OCPs and local planning policies. Ensuring that the RMN is incorporated into the plans of all levels of government will require, in particular, significant coordination with municipalities.

| **ACTION 1.3** | **Establish an ongoing Technical Advisory Committee to identify Regional Muti-modal Network priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework.** |

Priority Action

Rationale   This action will provide for the establishment of an ongoing TAC that would be responsible for establishing and monitoring Multi-modal Levels of Service (MMLOS) and Key Performance Indicators (KPIs) based on mutually agreed upon principles. The TAC would consist of municipal, MoTI and BC Transit staff, and EA representatives who would work together to implement a united vision for transportation in the RMN. The TAC would prioritize funding decisions, leverage funding from higher levels of government and make direct recommendations to a TSC.

Approach   This committee would be established under CRD Board-approved Terms of Reference.

| ACTION 1.4 | **Develop and implement a Multi-modal Level of Service model and determine targets for all Regional Multi-modal Network corridors to balance trade-offs between modes.** |

Rationale

Procedures for evaluating the level of service for auto travel based on travel delay are well established, but how does this affect other transportation modes? For example, synchronizing traffic signals may increase auto and bus speeds (thus increasing auto and bus level of service); however, higher auto and bus speeds adversely affect cyclist and pedestrian conditions. In quantifying the level of service for all modes, a MMLOS model offers a more equitable and integrated approach to balancing modal trade-offs by placing all modes on an equal playing field.

Approach

MMLOS approaches tend to deal with non-auto modes as follows:

- **Pedestrian LOS:** Tends to be based around pedestrian comfort, which typically includes intersection spacing and crossing distances.
- **Cycling LOS:** Based on cyclist comfort, which is typically a function of the degree of separation relative to the speed and volume of adjacent traffic.
- **Transit LOS:** Usually transit travel times relative to auto travel times.

The TAC would develop a mutually agreed upon standard MMLOS model drawing heavily from the experience of other North American cities in their adoption of MMLOS, such as the City of Ottawa's efforts as a part of their Transportation Master Plan update. As well, this action would involve due consideration to the extensive research conducted by the National Cooperative Highway Research Program in 2008 that recommends a MMLOS framework for application to urban streets.

| ACTION 1.5 | **Establish, monitor and report on Key Performance Indicators.** |

Rationale

Performance targets help to promote the integrity of the RMN, maximizing the use of sustainable modes, improving goods movement, addressing person capacity issues and reducing emissions. Specific areas, such as the following list, would be addressed on key predetermined RMN corridors (see Exhibit 4.6) in conjunction with broader key performance indicators (KPIs) relating to density ranges, complete streets and connectivity:

- Proportion of short local auto trips
- Modal split of trips
- Total trips by mode
- Travel time reliability index
- Average emissions per vehicle

Approach

Proposed performance targets that would monitor KPIs are:

- The proportion of short local auto trips on the Provincial highway network helps to illustrate how much capacity on these facilities is being taken up for local trips.
- The mode shares and counts at the screenlines help to monitor changes in the use of sustainable travel modes.
- A travel time reliability index highlighting both changing conditions for goods movement and person capacity.
- Average emissions per vehicle can be estimated with the help of the region's travel demand model to monitor changes in air pollutants and GHG emissions.

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EXHIBIT 4.6 Recommended RMN Performance Target Screenlines

ACTION 1.6	Base the new regional funding framework for improvements on the Regional Multi-modal Network off approved Multi-Modal Level of Service and Key Performance Indicators.

Rationale   A fundamental component of the RTP is to ensure the transparency of regional transportation funding allocation across the region based on measurable targets. By approaching upper levels of government on regional projects with a cohesive argument and business case, the chances of receiving funding are strengthened.

Approach   **The MMLOS and KPIs will provide measurable criteria from which proposed transportation projects on the RMN can be evaluated. The criteria will be established within the framework of the TAC.** The proposed approach is for the TAC to lead the effort. There have been some excellent recent examples of cooperation, such as the Town of View Royal and District of Saanich collaborating on planning and applying for funding to replace the Craigflower Bridge, and the CRD agreeing to allocate funds from the RSPF (Exhibit 4.7).

EXHIBIT 4.7 The Craigflower Bridge Replacement and Admirals Road Upgrade project, led by the District of Saanich and the Town of View Royal and funded by a grant from the Federal Gas Tax Regionally Significant Priorities Fund, includes three vehicle lanes, 1.8-2.0m bike lanes, and 2.0m sidewalks.

ACTION 1.7	**Through the Technical Advisory Committee, take an active role in regional public consultation strategies around transportation projects affecting Regional Multi-modal Network corridors.**
Rationale	The CRD taking an active role on these consultation efforts helps to ensure that all regionally-affected stakeholders are engaged and regional priorities are considered. The CRD will work with local governments to offer assistance, where needed, and to support consultation and engagement activities.
Approach	Through the TAC, local and provincial partners will create up-to-date consultation calendars and identify where regional assistance is required. Some recent examples of multi-jurisdictional and multi-stakeholder projects include the Saanich Shelbourne Valley Action Plan, the CRD Regional Trails Management Plan, BC Transit's Victoria Regional Rapid Transit Project, MoTI's engagement as part of the Highway 17 Corridor update, and the outreach program which is part of PCMP.

ACTION 1.8	**Undertake a risk assessment of critical transportation services and infrastructure in the Regional Multi-modal Network related to potential impacts of a changing climate.**
Rationale	A changing climate (increased precipitation, more intense and frequent windstorms and extreme heat events) presents risks to existing transportation infrastructure and services on the RMN (i.e. road flooding); influence behaviour (i.e. demand for transit); or delays in the delivery of goods and services (i.e. ferry cancellations).
Approach	Numerous cities across North America have undertaken risk assessments to understand vulnerabilities associated with a changing climate and their associated economic, social and environmental risks. There are a variety of protocols to help governments measure the level of risk facing critical transportation services and infrastructure. The CRD would work in partnership with municipalities, MoTI, service agents such as Harbour Air and BC Ferries and other emergency personnel to understand the level of risk facing the region and identify potential mitigation measures to reduce potential damage or disruptions to services.

Priority Action

ACTION 1.9	**Conduct a service review of transportation in the Southern Gulf Islands and Salt Spring Island, including the identification of alternate water-based links and associated infrastructure requirements.**
Rationale	An integrated transportation plan is required for SGI and SSI to provide residents and visitors with a transportation service that meets their needs. BC Ferries' focus is largely on moving vehicles while many residents feel that smaller passenger-based services that link with public transit, ride shares or similar alternatives would provide more flexibility. Inter-island connections have also been raised as a priority area for investigation.

Approach   This would require a transportation study to be done for both the SGI and SSI to examine the needs of the market and identify, cost and recommend options that balance financial, transportation and environmental objectives. It would look at all forms of transportation and support existing documents such as the PCMP - SSI Edition, North Ganges Transportation Master Plan and SGI Cycling and Pedestrian Trail Plan Draft (SGI-CPT). Pending funding implications and community support, recommendations from the integrated transportation service reviews on SSI and SGI could be implemented through the transportation service. Implementation would require new funding agreements.

ACTION 1.10	**Expand the Car Stop rideshare program for rural sections of the Regional Multi-modal Network.**

Rationale   This program helps to encourage higher-occupancy auto travel to reduce drive-alone trips and greenhouse gas emissions in rural areas.

Approach   A Car Stop provides a physically safe location for people and vehicles to arrange on-the-spot rideshare arrangements. Arrangements are voluntary and fees are generally not exchanged. This provides passengers with a way to get around without driving, while giving drivers an opportunity to carpool and reduce overall GHG emissions. Two successful examples for rural communities are The Pender Island System, launched in 2008, and the recent SSI Car Stop Pilot Projects, launched in 2012. Each of these programs encourages sustainable transportation alternatives to driving alone. Flexible carpool programs across North America (i.e. Sluglines in Metro Washington, DC) have also been successful where there are toll roads or higher-occupancy lanes.

Complete Hub:
Downtown Sidney

Destination Hub:
University of Victoria

Gateway Hub:
McTavish Interchange / Airport

Rural Hub:
Sooke Park & Ride

Regional Outcome Statement 2

Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices on a local, sub-regional and regional scale.

The RTP builds on the need to plan for communities that are supportive of sustainable modes of transport and make major destinations in the region accessible by multiple modes of travel. Many existing destinations and emerging growth centres throughout the CRD stand to benefit from improved transportation connectivity, travel choice options and amenities. In turn, these enhancements help focus growth.

A regional approach to growth management and connectivity is taken by identifying a set of regional transportation nodes, or mobility hubs. These hubs will be key locations of regional activity and regional destinations where transportation modes will integrate seamlessly and efficiently, and where both the traveler environment and urban form will encourage transit, active transportation and other alternatives to driving alone.

Purpose of Mobility Hubs

The purpose of defining these Mobility Hubs in the CRD is to:

- Give high priority to walking, cycling and public transit to, from and within Mobility Hubs.
- Provide for attractive and convenient transitions between modes by better connecting regionally significant roads, transit and cycling networks,
- Create attractive, convenient and pedestrian-friendly environments around key transit stops and major origins and destinations.
- Build greater opportunities to live, work, learn, shop, and play within these hubs, thus reducing external trips and the amount of time spent travelling.
- Support tourism activities by providing alternative means of transport to services and attractions.
- Showcase and promote new regional transportation initiatives towards sustainable travel.

Defining Mobility Hubs

The concept of bringing together the mutually supportive roles of planning for sustainable transportation and sustainable land use patterns in the region has been identified by previous plans in recent years. The Regional Growth Strategy (RGS) identified regional centres as "walkable transit-focused and complete communities

with a dense mix of businesses, housing, services and open spaces. Subsequently, the Travel Choices strategy envisioned more direct and frequent connections, as well as providing for alternatives to driving.

The RTP builds on these previous plans in defining the region's Mobility Hubs in its approach to identify key areas of transportation activity and focused growth. Defining these Mobility Hubs also takes into account existing trip densities and locations of high transit usage (bus stop activity), feedback from CRD and municipal staff and stakeholders, and feedback from municipal councils through the RSS and RTP process. The result of this approach is the definition of four Mobility Hub typologies, defined in Exhibit 4.8.

EXHIBIT 4.8   Mobility Hub Typology, as defined in the Regional Sustainablity Strategy.

Complete

Complete Hubs are areas with high levels of multi-modal transportation activity. They are locations of major trip origins or destinations both in the peak and off-peak periods, are served by multiple or frequent transit routes, and include convenient access to bikeways, arterials and major collector roads. These hubs have an attractive urban design that encourages high pedestrian volumes.

Activity
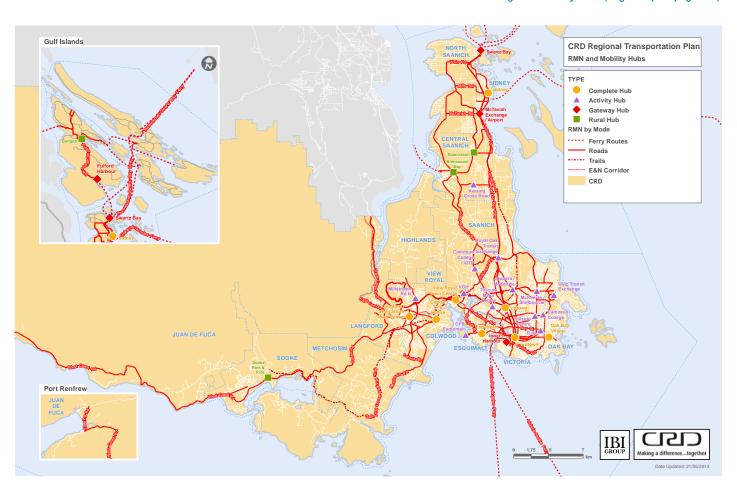
Activity Hubs are unique locations that serve as key regional destinations with larger catchment areas and high trip volumes due to large employers and/or institutional centres. Hubs that meet this criteria include hospitals, universities/colleges, large shopping centres and major regional employers.

Gateway

Gateway Hubs are major interchanges between two or more different modes or terminal nodes in the RMN, often serving as access points into and out of the region and sometimes involving connections between multiple transportation operators.

Rural

Rural Hubs do not necessarily exhibit high levels of transportation activity as do other Mobility Hubs and they are outside the rapid and frequent transit networks. However, these locations serve as significant mobility access points for those living in rural areas of the region, particularly in providing convenient transfer from auto to transit.

The existing regional centres defined in the RGS are included as Mobility Hubs (Exhibit 4.9); however, additional growth centres may be identified in the final RSS and they are also to be considered Mobility Hubs. It is noted that the exact boundaries of each hub will be determined later, and in some cases a single hub may capture many origins and/or destinations nearby. As such, the area captured by one mobility hub may be larger than others.

Regional Outcome Statement 2 Actions

| **ACTION 2.1** | **Incorporate Mobility Hubs into all relevant future regional plans, Official Community Plans, local area plans and local municipal transportation master plans.** |

Priority Action

Rationale   Reinforcement across planning documents helps to realize mobility hub initiatives and establish a common language.

Approach   Mobility Hubs are being incorporated into the RSS and should form part of the framework for municipal regional context statements in municipal OCPs. Ensuring that Mobility Hubs are incorporated into the planning efforts of all levels of government will require, in particular, significant coordination with municipalities. To mandate that the RTP be included in local transportation plans would require legislative changes similar to those used to incorporate the RSS into OCPs and the Islands Trust.

| **ACTION 2.2** | **Prepare Mobility Hub guidelines to inform planning and development, ensuring integration of new technology such as electric vehicle infrastructure.** |

EXHIBIT 4.10

Page from Metrolinx' award-winning Mobility Hub Guidelines

Rationale   Guidelines will help set out a consistent approach to Mobility Hub policies and targets, while also furthering engagement between local governments and the CRD on integrating transportation and land use (Exhibit 4.10).

Approach   The concept behind the Mobility Hub guidelines is to provide planning partners (i.e. CRD, Islands Trust, municipalities, BC Transit and developers) with detailed strategies, best practices, and approaches about how mobility hubs would ideally be built-up. The Mobility Hub guidelines will be comprehensive and context-sensitive relative to the type of mobility hub in question. This will be particularly important for those municipalities without existing policies in their plans. Some municipalities define policies/guidelines for growth centres as part of their OCPs. At a minimum the guidelines will:

- Define the objectives and characteristics of Mobility Hub typologies in the region.
- Describe various approaches and strategies to meet Mobility Hub objectives.
- Provide case studies or best practices from local municipalities and other Canadian or international cities.

ACTION 2.3	**Fund municipalities to develop detailed master plans for each Mobility Hub.**

Rationale

To further Action 2.2, incentive funding may trigger early adoption of Mobility Hub master plans.

Approach

Mobility Hub master plans will set out detailed strategies, capital improvements and time lines to develop the long-term vision for each Mobility Hub.

Drawing from the excellent work present in many of the existing municipal OCPs, these master plans will include initiatives to meet the urban typology and intensification objectives of the RSS and to implement the actions in Exhibit 5.5 that apply to each given Mobility Hub.

In addition, the process of detailing each Mobility Hub master plan should include neighbourhood-based consultation and public charettes. While some municipalities in the region have adopted related land use strategies and growth-centre guidelines as part of their OCPs and have staff available to develop a Mobility Hub master plan, the lead for developing these Mobility Hub master plans will vary since some smaller municipalities may lack sufficient resources to assume such a project.

Regional Outcome Statement 3

Transportation and land use planning tools are integrated at the local and regional levels.

There are many well-established strategies for shaping land use and urban structure to achieve more sustainable transportation patterns. These revolve around the following:

- Leveraging transit infrastructure investments and walkable design to stimulate higher development densities.
- Directing development to built-up areas already well served by transit and where people have a reasonable alternative to driving.
- Building higher density and mixed-use developments that are located along primary transit networks.
- Building walkable communities by both retrofitting existing communities and designing new communities for pedestrians.
- Locating employment to minimize travel effort.

Clearly, density is central to the land use aspect of the RTP. Density plays a major role in many aspects of region building. Density maximizes the efficiency of existing infrastructure and, when well-designed, it creates vibrant communities and streets, and supports public transit.

The latter relationship between density and its ability to support public transit will be a key strategy to maximizing investments in the long-term transit network. Exhibit 4.11 presents suggested density ranges for various levels of transit service based on a compilation of several studies. While these are not minimum requirements to provide the suggested level of service, they are density ranges that would minimize the cost of operating transit service while maximizing ridership potential. At present, with the exception of Downtown Victoria, most areas of the CRD would fall well below 80 persons+jobs per hectare (Exhibit 4.12).
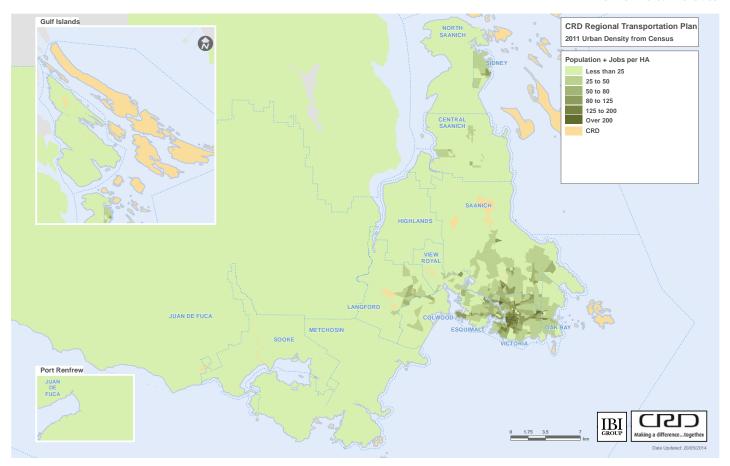
It is generally easier to build new communities to meet targeted density thresholds since most developers are seeking to maximize their land investments. Increasing densities in existing communities is often more challenging. However, there are many opportunities to increase densities by developing smaller vacant lots and intensifying the use of older buildings. Density does not necessarily mean tall towers.

EXHIBIT 4.11 Viable Levels of Transit Service by Density[1]

DENSITY: PEOPLE + JOBS / HECTARE	TRANSIT LEVEL OF SERVICE
Under 50	Unable to support minimum level of bus service (Greater than 4-6 trips per day)
50 - 80	Minimal bus service, operating at 20 to 30 minute headways
80 - 125	Intermediate bus service (10-20 minute headways)
125 - 200	Very Frequent Bus Service (less than 5 minute headways). At the upper end of the range, may support higher-order dedicated rapid transit (BRT/LRT) if linking high density centres.
Over 200	Supports higher-order dedicated rapid transit such as BRT /LRT, ideally in high density nodes connected by medium/high density corridors. High capacity rapid transit modes such as subways can be supported when densities approach 300 people+jobs per hectare.

1   Source: Based on Ontario Ministry of Transportation (2012) Transit Supportive Guidelines

EXHIBIT 4.12 2011 CRD Urban Densities

ACTION 3.1	**Establish land use and transportation functions for Growth Centres in the Regional Sustainability Strategy that support frequent and rapid transit corridors.**
Rationale	Focus growth in Growth Centres, Complete Mobility Hubs, and in areas along higher-order transit corridors to support transit and active transportation.
Approach	Targets for the metric of people and jobs per hectare will be investigated through the development of the RSS. Growth Centres, Complete Mobility Hubs and rapid transit corridors have the higher targets. According to the typology in Exhibit 4.11, Growth Centres intended to be served by future rapid transit should establish density range targets of a minimum of 125 persons plus jobs per hectare.

ACTION 3.2	**Promote land use policies that more evenly distribute the jobs to workers ratio within the CRD four sub-regions (Core, West Shore, Saanich Peninsula and Gulf Islands) in accordance with the settlement patterns identified in the Regional Sustainability Strategy.**
Rationale	By more closely matching population with job opportunities and vice versa, we reduce inter-municipal transportation demand by supporting shorter trips and complementing urban density targets.
Approach	As much as possible, this approach aims to more closely match population demographics with job opportunities and vice versa (Exhibit 4.13). Generally, this could be achieved by creating more jobs in the West Shore and by encouraging a sufficient pool of working age residents in the Peninsula to match the area's numerous employment opportunities, thereby reducing transportation demand. The actual ratio will be sensitive to and reflect local municipal OCPs and the RSS settlement patterns.

EXHIBIT 4.13

Current (2011) workers to jobs ratio by sub-region[1]

West Shore	1.80
Core	0.92
Peninsula	1.06

Workers / Job

1   Source: 2011 CRD Origin-Destination Survey

ACTION 3.3	**Through the Technical Advisory Committee, identify, protect and manage existing and future transport sites and corridors such as E&N, rights of way along Regional Multi-modal Network corridors, and water access points.**
Rationale	Securing and protecting land areas and rights-of-way on the RMN associated with mobility hubs and corridor development is vital. Rights-of-way on RMN corridors are required to ensure that land is available to provide for an integrated multi-modal system. Existing development and rights-of-way along the RMN vary significantly.
Approach	Identify the required land parcels and rights-of-way and work with local governments to enshrine the requirement for this land in to their local planning. This may require detailed corridor planning on each of the RMN corridors. Recent examples of this approach include work done on Shelbourne Street in Saanich and along the Victoria end of Douglas Street.

Regional Outcome Statement 4

Cycling is an appealing, safe, convenient and viable travel option for residents and visitors.

Municipalities throughout the CRD have made considerable progress towards supporting active transportation through the installation of infrastructure such as bike lanes and shared markings and signage. Advocacy organizations also play a key role in supporting municipal efforts through education and encouragement campaigns. Cycling provides numerous benefits for the region including environmental stewardship, economic development and improved community health.

There is a strong planning foundation to improve the cycling environment in the region. The CRD completed the PCMP in 2011 and initial projects are now underway in partnership with municipalities/EAs through a pilot program funded by the Federal Gas Tax Program. The PCMP-SSI Edition was completed in 2013 and offers a tailored approach for increasing cycling in a unique rural context. The SGI-CPT and CRD Parks Regional Trails Management Plan to guide operations over the next decade are currently underway.

The PCMP sets an aggressive 2038 regional mode share target for cycling of 15%, up from the current 3%. There is significant variability in terms of cycling rates across the region; therefore, the TAC is taking a pragmatic approach to focus immediate efforts on more densely developed areas when making implementation decisions. Achieving this high mode share target will require considerable effort to make cycling an attractive option for users of all ages and abilities. A network of adequately separated bikeways is echoed in the RTP as the critical initiative to making cycling a comfortable option for the vast majority of the population who are interested in cycling but concerned about safety.

While some parts of the RMN will be challenging to upgrade, there are many opportunities to improve the cycling environment both on and off road. It will be important for the TAC to continue to leverage support from stakeholders and comprehensively track progress. Cycling is viewed as an excellent means of extending the reach of transit in areas that cannot be efficiently served by transit operations.

Regional Outcome Statement 4 Actions

| ACTION 4.1 | Implement Pedestrian and Cycling Master Plan, Pedestrian and Cycling Master Plan-Salt Spring Island Edition and Southern Gulf Island-Cycling and Pedestrian Draft Trail Plan recommended cycling facilities and amenities. |

Priority Action

Rationale

This action is intended to accelerate implementation of the PCMP, PCMP-SSI Edition and SGI-CPT focusing first on corridors considered to be high priorities for active transportation on the RMN.

Approach

Gas tax funding has been allocated to the E&N Rail Trail/Humpback Connector, a portion of Admirals Road in Esquimalt and a section of West Saanich Rd. in North Saanich. The PCMP identified a number of initiatives within the RMN. It is recommended that continued co-funding of cycling infrastructure would be done through a regional funding program under the guidance of the TAC.

The PCMP-SSI Edition recommends a series of priority measures which can be undertaken through partnerships in the short-term, to significant effect. By working primarily within the existing road right-of-way, the recommendations focus on widening the shoulder so as to meet current best practices in cycling facilities, and reducing traffic speeds so as to create a calmer, safer travel environment for all modes. Providing complimentary cycling infrastructure encourages increased ridership.

ACTION 4.2	**Enhance existing regional trails and continue to fund the expansion of new trails, in line with the Pedestrian and Cycling Master Plan design guidelines, with a focus on connectivity.**

Rationale The existing regional trails system is an important "spine" in the cycling network. Both the Galloping Goose and Lochside Trails boast record use, creating new types of tensions and requests from users such as trail widening, lane delineation, improved lighting, etiquette campaigns and enforcement measures. This action focuses on the importance of enhancing existing trails, while at the same time, funding the expansion of new regional and local government trails.

Approach It is recommended that continued co-funding of trails expansion and management would be done through a regional funding program under the guidance of the TAC.

ACTION 4.3	**Expand and harmonize the regional cycling data collection program.**

Rationale In order to gain insight on past successes and future priorities, this action involves closely monitoring the impacts of on-going infrastructure changes relative to control corridors, identifying under-served areas, and gaining insight on key motivations and possible mode shifts of users. Counts are currently done by CRD Regional Planning, CRD Parks and by some municipalities. This action is intended to ensure that counts are done in a consistent manner and that data is available on an ongoing basis to support decision making on cycling infrastructure improvements.

Approach The specific recommended additions to the current cyclist data collection efforts are:

- Expand the trail counters to on-street locations;
- Install public display automated counter;
- Collect data on control corridors;
- Continue with manual counts;
- Monitor bicycle parking occupancy;
- Conduct intercept and/or preference surveys, and consider the inclusion of pedestrian activity in these data collection efforts where practical; and
- Integrate municipal data collection efforts.

| ACTION 4.4 | **Identify and market cycle tourism in the region.** |

Rationale   As the CRD has jurisdiction over the regional trails, it is imperative that the CRD lead by example while also accelerating completion of the PCMP and PCMP-SSI Edition cycling network.

Approach   In order to capture this market, the TAC will need to work collaboratively with a variety of private sector agencies, such as Tourism Victoria, to identify, develop and market circle routes. Advocacy and partnership with Tourism BC may also be an avenue to explore. Capital investments, such as way-finding signage will be required, along with supportive activities such as advertising, website development and digital applications. The existing regional trails provide an important spine for such routes with the Primary Inter-community bicycle network (PIC), as identified in the PCMP, helping cyclists reach community services and amenities.

Regional Outcome Statement 5

Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.

Walking is elemental to travel and is a practical travel option for entire trips that are within a reasonable walking distance; these trips account for a high proportion of trips (13% in 2011) in the region. Walking is nearly always a required component of any other mode of transportation such as walking to and from transit stops, bicycle storage areas, car parks and so on. Therefore, it is the one common mode of transportation that is universally used.

Many municipalities in the region, within their OCPs, have adopted a modal hierarchy to guide transportation planning decisions where pedestrians and walking are the top priority. However, pedestrian safety and connectivity continue to be taken for granted in the planning context of transportation projects, new communities/developments and the overall public realm.

The results are gaps and barriers in the pedestrian network that reduce the level of convenience, comfort and accessibility for people to walk to their destination or as part of their trip.The TAC will have an opportunity to improve the walking environment by implementing a variety of actions that are identified within other desired outcomes listed in this plan.

Regional Outcome Statement 5 Actions

Priority Action

ACTION 5.1	**Produce a series of walkability maps, in partnership with the local governments, to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways, and emphasize connectivity between key land uses and multiple modes of transportation.**
Rationale	A number of jurisdictions have local maps identifying pedestrian walkways within their jurisdiction. However, there is no consistent approach across the region. Often these maps do not readily identify cut-throughs introduced via development or park trails that cut a significant amount of time from a given walking trip.

Approach   The region will provide staff resources to work in partnership with local governments to create comprehensive walking maps that show the full spectrum of walking options available to residents and visitors. Priorities may be established for program areas such as safe walking routes to schools, direct neighbourhood access to transit stops or car stops.

ACTION 5.2	**Fund pedestrian realm audits at mobility hubs and other key locations on the Regional Multi-modal Network or as identified in the local government transportation studies.**

Rationale   Help improve walkability by identifying problems with the quality of walking environments in priority areas.

Approach   There is a wide range of models for collecting walkability information, some more qualitative than others. Pedestrian experience is influenced by many factors, from the vibrancy of street activity to perceptions of safety to the design of building façades.

It is recommended that the following issues be given precedence in structuring these walkability audits for their relevance to local interests:

- Pedestrian realm connectivity, including crossing conditions and sidewalk provision
- Access to transit stations and stops
- Compliance with standards of universal access
- Perceived traffic levels and interactions with motorized traffic

Consideration should also be given to using such a tool to improve community engagement around the issue of walkability. This approach is often referred to as Community-based Walkability Audits (CWAs), which enable community groups to conduct the audits themselves. With a little coaching, but no formal training, these groups are able to produce results that are useful for planning purposes. To this end, tools should, at minimum, include template worksheets based on best practices.

ACTION 5.3	Through the Technical Advisory Committee, work with advocacy groups and existing accessibility advisory committees within the region to identify areas on the Regional Multi-modal Network in need of improvements for people with mobility challenges. This information will inform the pedestrian realm audits.

Rationale	Help improve universal access to the pedestrian realm by identifying problems with the quality of pedestrian environments in priority areas, moving forward with PCMP implementation. Help ensure progress and regional coherence in addressing pedestrian accessibility.
Approach	The TAC would solicit feedback from existing advocacy groups and accessibility advisory committees across the region regarding accessibility issues on the RMN.
	All feedback would be incorporated within local pedestrian realm audits. The TAC would identify accessibility-specific funding sources and apply on behalf of the region, where appropriate.

Regional Outcome Statement 6

Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible, attractive and convenient service.

In the CRD, transit is the dominant mode of non car-based transportation and offers the potential to significantly reduce single occupancy vehicle (SOV) trips. However, big steps are required to achieve further progress towards the provincial transit mode split target of 12%. Rapid and frequent transit service holds particular promise given the concentration of travel demand in a few key corridors.

Rapid transit uses high capacity transit vehicle technology such as light rail or high capacity buses on exclusive or semi exclusive corridors. This approach results in improved travel time and reliability. The CRD's Travel Choices Transit Strategy identified a number of possible corridors, prioritizing the Langford/Downtown Victoria corridor. This priority was later echoed by BC Transit's Rapid Transit Network Development for the Victoria Region as well as the long-term vision of the Transit Future Plan, each of

which also reiterated the importance of the Saanich Peninsula and UVic corridors.

Rapid transit and enhanced transit service are the best means to address current and forecasted congestion due to increases in daily trips throughout the region. High-capacity transit service will also help influence land use and provide the basis for focusing growth around nodes/growth centres where sustainable modes are more attractive than the private automobile.

Regional Outcome Statement 6 Actions

ACTION 6.1	Embed formal consultation and engagement processes with the region in the Victoria Regional Transit Commission model.

Priority Action

Rationale — Building upon Action 1.1 (Establish a regional transportation authority and funding service), specifically with regard to transit, there is a desire to see a more representative decision making process within the Victoria Regional Transit System. In the present format there are only 7 elected representatives on the Victoria Regional Transit Commission (VRTC). BC Transit staff create, implement and oversee all transit plans and budgets without broad regional oversight; there is no separation between the planning, administrative and operational functions. There is also no requirement for transit to consider the impact of its decisions on other modes of transportation or to complement regional and local land use strategies.

Approach — The 2012 BC Transit Independent Review suggested BC Transit could consult and engage more fully with its partners. This provides the framework for embedding consultation and engagement with the region in the VRTC model. The region would request a formal commitment from BC Transit to engage and consult with the region regularly.

A formal process would be established to identify when consultation, engagement and endorsement are required at the regional level.

ACTION 6.2	**Implement transit priority measures for all Regional Multi-modal Network priority transit corridors.**

Rationale

Further support goals of increasing transit mode share through relatively inexpensive short-term adjustments to both the frequent and rapid RMN transit priority corridors, thus also advancing BC Transit's efforts to improve bus service and ridership.

Approach

Consistent with the on-going Transit Priority Project by VRTC & BC Transit (in partnership with MoTI, View Royal, Colwood, Saanich, Langford, Victoria and the CRD), the Island Highway, Highway 1, Highway 17, Douglas Street and McKenzie Avenue should be given priority for transit priority measures.

ACTION 6.3	**Implement the Transit Future Plan, prioritising the Rapid and Frequent Transit Networks.**

Rationale

Rapid transit uses high capacity transit vehicle technology such as light rail or high capacity buses on exclusive or semi exclusive corridors to significantly reduce the impact of general traffic on transit vehicles resulting in improved travel time and reliability. There is currently momentum behind support for investing in rapid transit in the CRD, which represents a long crescendo of studies and lobbying from stakeholders. In order to realize the goal of significantly raising transit mode shares in the region, it is crucial to prioritize the implementation of rapid and frequent transit corridors.

Approach

Considerable planning efforts are well underway related to rapid transit. This RTP echoes the importance of the rapid transit corridors, consistent with the plans laid out in the Transit Future plan, including:

- Implement rapid transit between the West Shore and Downtown Victoria in order to build ridership.
- Initiate studies for the other rapid transit corridors identified on the RMN, with a phased implementation.

ACTION 6.4	**Prioritize and expand deployment of improved customer information systems including real-time transit information technologies.**

Rationale Providing riders and potential riders access to accurate and timely information about transit from which to make transportation decisions is imperative to maintaining and increasing ridership levels (Exhibit 4.14). Technology is advancing rapidly and there is an increasing demand from users to have access to real-time information that will inform them of current changes to schedules and routes, particularly on routes with long headways.

Approach Work with BC Transit to identify the needs of current and future riders. Use this information as the foundation for future customer information systems. Utilise technological advancements as they become available and more cost efficient.

EXHIBIT 4.14

Google Maps real-time traffic conditions in Metro Vancouver

ACTION 6.5	**Implement and report on Service Standards and Performance Guidelines that complement priorities outlined in the Transit Future Plan.**

Rationale In order to determine where transit funding is allocated, existing Service Standards and Performance Guidelines need to be regulary reviewed and reported on. This will provide details on transit specific targets, and establish criteria as to where resources will be allocated to support transparent decision making.
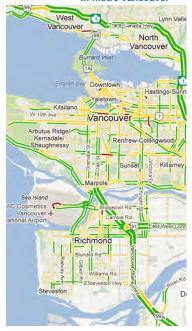
Approach Work with VRTC to fully implement Service Standards and Performance Guidelines. Monitor and report the Service Standards and Performance Guidelines on a regular basis.

ACTION 6.6	**Update the cost benefit analysis and overall economic benefits case for Light Rail Transit. Pending the outcome of cost-benefit analyses, advance the Light Rail Transit designs and funding strategies or pursue alternatives.**
Rationale	Consider Light Rail Transit (LRT) as a possible means to significantly curb pressure on auto infrastructure in high growth areas; transit visibility would be significantly improved and more compact development would be encouraged near stations.
Approach	The Victoria Regional Rapid Transit Project Business Plan was submitted to the Provincial Government in early 2011 and no decision has yet been made. Since then, the CRD and BC Transit Joint Task Force on Funding Options was completed in Fall 2012. The TAC should continue to advance these funding options as much as possible. If cost-benefit analysis is not favourable or no progress has been made by 2015, Bus Rapid Transit options should be investigated, aligning with the chosen LRT corridors and stations.

ACTION 6.7	**Expand and enhance Salt Spring Island transit service. Refer to Priority Action 1.9**
Rationale	SSI has a popular transit system that provides access to alternative means of transportation for visitors and residents. Ridership has grown significantly over the past two years.
Approach	Expand the transit service in line with recommendations of the local transit service review.

ACTION 6.8	**Establish local transportation service on the Southern Gulf Islands pending recommendations of feasibility studies. Refer to Priority Action 1.9.**
Rationale	SGI has no public local transportation service to provide alternative transportation options to visitors and residents.
Approach	BC Transit's initial pre-feasibility study to identify the viability of introducing public transit to SGI will be expanded upon to include all modes of transportation and to identify all existing transportation options. The study would move forward and identify gaps and recommend actions to be implemented based on financial considerations.

ACTION 6.9	**Establish a working group with inter-regional and tourism-based transport service providers to coordinate and align convenient travel to and from major tourist destinations and gateways with transit and active transportation.**
Rationale	Improve the convenience of and reduce disincentives to multi-modal inter-regional travel by tourists. Provide multi-modal transportation options to and from major tourist destinations in the region to decrease tourist use of automobiles.
Approach	This task will involve considerable coordination with VRTC and Tourism Victoria's Transportation Committee, such that transit services are planned around arrival and departure/opening and closing times. Of particular importance is improving direct transit service to/from the airport, which includes meeting the needs of employees as well as travelers. Identification and discussion of the role private enterprise will have in regional transportation is a priority.

Regional Outcome Statement 7

Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate.

One of the largest problems facing the CRD is increases in automobile travel and traffic congestion, particularly in the face of population growth that is shifting to outlying communities. This trend is putting significant pressure on the major east-west and north-south roadways and impacts the safety and efficiency of the network to move people and goods throughout the region.

Automobiles will continue to be a primary mode of travel and commercial vehicles are critical to the region's economy. However, adding road capacity through new infrastructure and roadway expansion is expensive and does not help to encourage sustainable travel choices. The costs of implementing a sidewalk, multi-use trail or cycle track ranges from $160,000 to $400,000 per kilometre compared to the costs of over $1 million per kilometre to widen a 2 lane arterial to 4 lanes.

The RTP focuses on managing congestion and travel demand by maximizing the existing road network through operations management, capacity enhancements, technology and new opportunities.

Regional Outcome Statement 7 Actions

Priority Action

| ACTION 7.1 | **Identify, prioritise and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency and transit access reconfiguring to improve cyclist and pedestrian accommodation.** |

Rationale

Support MoTI in addressing problematic interchanges and help raise regional multi-modal concerns with respect to interchange solutions that support the redistribution of mode share to active transportation and transit. There is particular concern around requirements for goods movement around the airport, primarily due to multiple large-scale distribution centres. A detailed analysis of the trade-offs required for the various interchange improvement scenarios has not yet been initiated.

Approach

The TAC will play a consultative role and help to advance the interests of regional and municipal interests, working closely with MoTI to develop solutions. For example, a Sayward Road working group was established (comprising representatives from MoTI, the District of Saanich, CRD, BC Transit and community associations) to recommend recent safety improvements at Highway 17 and Sayward Road. Many of the recommendations have subsequently been implemented. Subsequent interchanges that should be prioritized include:

- Patricia Bay Highway at Keating Cross Road: Full-movement interchange to improve goods movement.
- Patricia Bay Highway at Beacon Avenue: Goods movement demands expected to increase.
- Patricia Bay Highway at Haliburton Road: To manage congestion.
- Trans-Canada Highway at Admirals Road & McKenzie Avenue: Relieve demand on Wilkinson Road and traffic backups on the Island Highway to manage congestion.

| **ACTION 7.2** | **Through the Technical Advisory Committee, develop Key Performance Indicators for the Regional Multi-modal Network, agreed to through the exchange of Memorandum of Understanding.** |

Rationale

The RMN division of jurisdiction between local and MoTI road networks requires that the local governments and MoTI work together to ensure the best multi-modal outcomes possible for the entire length of joint corridors. To ensure that the impact of projects on the RMN do not have negative consequences on other jurisdictional roads or discriminate against one or more transportation modes, a collaborative decision-making approach needs to be a priority.

MoTI roads link with municipal roads at key junctions, often resulting in increased congestion as large volumes of local traffic enter onto already busy roads. In order for the RTP to succeed, it is vital that MoTI and the various local jurisdictions work together to ensure that improvements along corridors are consistent. For example, in order for transit improvements along Douglas Street to be most effective, priority measures should extend through Victoria and MoTI jurisdictions. A target-based approach to corridors will identify where the pinch points are on corridors, regardless of which jurisdiction the piece of the corridor falls under.

Approach

The development of a transportation authority would provide the mechanism from which to allocate regional funds based on criteria and priorities established by the TAC. Targets would be set in-line with the delivery of funds and monitored. Target setting ensures that regional transportation investments are being allocated in a transparent manner and remain focused on key regional priorities.

MoTI roads have separate funding sources, so the regional funding would be used on the local networks only. However, it is expected that whenever MoTI funding and infrastructure improvements are made, consideration will be given to how local improvements can complement them. With MoTI taking an active role in the TAC, the region will be involved from the early stages in any plans and implementation projects. For example, a KPI could be established to limit road widening on the RMN for general purposes with expansion activities prioritized for transit, high-occupancy vehicles (HOVs), active modes and/or safety reasons.

ACTION 7.3	**Develop and implement a consistent way-finding strategy to enhance connectivity on roads and trails and to support clear navigation for all modes.**

Rationale   Developing a regional way-finding strategy encourages a regional approach to thinking about transportation and can help market more sustainable means of travel while also improving usability for visitors unfamiliar with the area.

Approach   Tourism should play a key role in defining this way-finding strategy This will require close collaboration with Tourism Victoria, who already signaled a strong interest in such an initiative. The strategy, however, should not be limited to tourist destinations but should also address goods movement, transit, the pedestrian realm and the bicycle network. The way-finding strategy should be well-integrated into the navigation and mapping functionality of the "one stop shop" website proposed in Action 8.5, and include defining region wide way-finding signage standards.

ACTION 7.4	**Undertake a region-specific feasibility study on user pay strategies, such as road pricing, and how they will help influence travel choices.**

Rationale   The central goal of this action is to help minimize traffic congestion and encourage higher occupancy modes of travel, but it could also help raise much-needed revenue for improving access to SOV alternatives.

Approach   As the central goal of this action is to encourage higher occupancy travel, it is recommended that the user-pay strategies investigated include mileage-based usage fees or congestion pricing for high occupancy toll lanes. Under the latter scheme, vehicles meeting high occupancy requirements would either be charged a reduced toll or none at all. Due consideration should also be given to the revenue generation potential of different models, as discussed recently by work prepared by the Victoria Transportation Policy Institute for the CRD and BC Transit on Regional Transit Local Funding Options.

ACTION 7.5	**Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities.**

Priority Action

Rationale

Since 1993 the CRD has maintained a Regional Transportation Model with updates every five years supported by relevant data acquisition programs. Over the last twenty years the Model has proven to be a valuable tool to forecast and assess the impacts of significant transportation and development proposals. The Model has been an important part of highway, rapid transit and corridor studies as well as regional growth and development strategies.

Active transportation and climate action strategies are now major components of regional transportation and development plans. This means developing model capabilities beyond measuring anticipated vehicle flows, travel times, congestion levels and transit ridership to include estimations of bike usage on proposed new facilities and outputs which can be directly used by GHG emission models. The model needs to continue to adjust to changing requirements for monitoring and reporting data.

Approach

In addition to the annual traffic count programs carried out every year and Origin-Destination Household Travel Surveys carried out every five years, CRD Regional Planning started a regular bike count program in 2011 as part of the PCMP implementation. To coordinate existing municipal and regional programs, Regional Planning is updating its transportation data protocol, identifying the types of data to be collected and arrangements for data sharing with municipal partners. Also, CRD Regional Planning will be working with municipalities and provincial agencies to develop sub-area and corridor models which will provide a greater level of local detail for area-specific operational plans.

Priority Action

ACTION 7.6   **Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges.**

Rationale   By its nature, goods movement is a regional issue (Exhibit 4.15). As such, this action aims at taking a collaborative approach to tackling persistent regional goods movement issues.
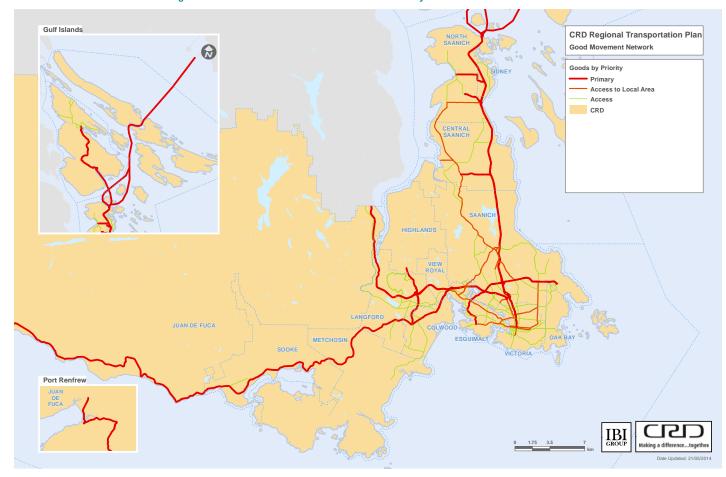
Approach   The aim of the committee will be to develop consensus around dealing with regional goods movement challenges. It is likely simplest to first draft a terms of reference through the TAC, to which parties of interest could then respond. Once established, the Goods Movement Committee should seek to involve key parties of interest, such as the Victoria Airport Authority and the BC Trucking Association.

Key issues raised through the course of developing this RTP, which should be addressed by this new committee, include:

- Establishing a common basis region-wide for regulating truck size and access restrictions;
- Auditing road geometry along RMN priority goods movement corridors;
- Undertaking an economic assessment for goods and service delays associated with congestion and increased frequency of transportation disruptions; and
- Disseminating best practices and other information such as route navigation aids.

EXHIBIT 4.15 Recommended Regional Multi-modal Network Goods Movement Priority Corridors

Regional Outcome Statement 8

Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures.

The RTP intends to bring to the forefront the idea of premium customer service and travel for all modes. The concept being that in order to make alternatives to single occupant vehicle travel attractive enough to leave the car at home, there needs to be a comprehensive suite of infrastructure, support programs and education available to residents and visitors. This is what is known as Transportation Demand Management (TDM).

By offering a wide range of policies, programs and services aimed at influencing how, why, when and where we travel, we are more likely to induce more sustainable travel behaviour.

Several examples of TDM programs are already in place in the region:

■ **U-Pass:** A discounted transit pass that all university and college students purchase, which is currently in place at the University of Victoria, Royal Roads University and Camosun College. This program was first introduced in 1999.

■ **BC Transit passes**: Various discounted transit pass programs exist, including:

» **ProPass**: Employers offer their employees the opportunity to purchase a discounted annual transit pass through payroll deduction.

» **YouthPASS**: Discounted monthly transit pass for high school age youth.

» **Developer pass program**: A transit program where, through a contract with BC Transit, a land developer can offer discounted transit passes for residents.

■ **Carsharing**: The Victoria Car Share Cooperative offers members access to 23 vehicles throughout Victoria, Saanich, Oak Bay and Esquimalt. The 600 plus members share the costs of these vehicles and do not pay for gas, maintenance, parking or insurance.

■ **Formalized Carpooling**: Jack Bell Ride-Share owns a fleet of vehicles that are available for commuting to Victoria from Nanaimo, Duncan, Cowichan Bay, or Mill Bay.

While the examples above have made impacts in the region, for the most part, TDM programs, incentives and services are "one offs", meaning they lack regional support and coordination and are often rolled out for limited audiences. The following actions contained in the RTP aim to bring the convenience of regional multi-modal travel to the next level. By stitching together these and other initiatives, users will benefit from seamless and convenient access to SOV alternatives, particularly through new technologies and infrastructure that promote more sustainable travel behaviour in the region.

Regional Outcome Statement 8 Actions

ACTION 8.1	**Establish and implement a region wide Transportation Demand Management program, including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives.**

Priority Action

Rationale	In order for TDM to be implemented effectively, a program needs to be resourced and marketed consistently across the region. By rolling out a series of high profile and attractive TDM initiatives available to residents, businesses, government agencies and institutions, the region can help to transition travel away from the single occupant vehicle.
Approach	A TDM program, offered through the CRD, would be designed to support, coordinate and accelerate partnerships among the community. Programming would be decided upon by the TAC. In addition to TDM programs and incentives, this action also includes strategic marketing activities such as the development of a comprehensive sustainable transportation website portal.

ACTION 8.2	**Undertake workplace and institutional incentive programs aimed at decreasing congestion at peak hours and increasing employee use of active transportation and public transit.**

Rationale	Much research and many studies have been undertaken on the benefits that workplace and institutional incentive programs can have on shifting travel behaviour and decreasing peak hour congestion. There are numerous examples of pilot programs. Now, it is time to take action and roll out these successful programs to small business associations, large employers and public sector institutions.
Approach	Incentive programs are a part of Action 8.1 above and will include activities such as flexible working hours, work from home, bike share, condensed work weeks, subsidised transit passes, provisions for end-of-trip facilities (showers, safe bike lock-ups), car share memberships and new employee travel guides.

ACTION 8.3	**Partner with other agencies to develop, investigate and deploy, if financially feasible, a region-wide Mobility Pass or Smart Card for residents and tourists that provides seamless integration between transportation modes (i.e. ferries and bus transit on one pass).**
Rationale	Around the world and close to home, multi-transportation smart cards are being deployed to enhance mobility between modes. Essentially, it is recognized that in order to make it easy for people to use multiple modes of travel to get to a destination, they need to be able to do so in a seamless and integrated fashion.
Approach	Often mobility cards start with a basis of public transit, and then add on other options like taxi cabs, car share, bike rentals, or ferry and train fares. The CRD would work with BC Transit and a variety of transportation service providers to pilot a Mobility Pass program.

ACTION 8.4	**Through the Transportation Demand Management program, establish and expand partnerships with car-sharing operators to increase coverage into all sub-areas of the region.**
Rationale	Currently car sharing is limited to four municipalities in the core area where density and transportation options, such as transit and cycling, are more extensive. There is interest for such services in communities like Langford, Sidney and Salt Spring Island. By improving access to car-sharing across the region, many households will have the option of forgoing primary or secondary automobile ownership and using other modes.
Approach	Opportunities include working with local governments on infrastructure provisions such as dedicating priority on-street parking locations to car-share vehicles. Other options may include changes to development planning processes that allow reductions to the minimum parking requirements in exchange for such initiatives as dedicated car-share parking spaces, regional marketing activities, programs for low-income households or capital investments for fleet expansion.

ACTION 8.5	**Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects.**

Priority Action

Rationale	Currently residents and visitors are required to investigate numerous sources to access travel options and transportation information. By developing an attractive, easy-to-use web portal for the region in one location, it will make it easier to navigate current transportation issues and opportunities (Exhibit 4.16).
Approach	The portal can be developed in-house by the CRD and should span regional travel information such as transit, car-sharing, traffic updates (ferry advisories, construction detours, parking availability and cost) and other TDM resources. In parallel, this will involve developing a multi-modal regional journey planner and commercial travel information.

EXHIBIT 4.16

TravelSmart is a website full of information to help in Metro Vancouver residents, visitors, business and students choose more environmentally-friendly modes of travel.

ACTION 8.6	**Identify partnership opportunities to accelerate Active and Safe Routes to Schools (ASRTS) programs.**

Rationale	Within the PCMP, it was recognized that in order to make significant improvements to the safety and health of children, continued emphasis needs to be placed on travel support and educational programs. Under this action, the CRD would take a leadership role to identify partners and implement ASRTS programs.

Approach Over the past decade, there have been a number of non-profit and parent groups working in partnership with municipalities, police forces and school districts on ASRTS-related programs. In Vancouver, the Hub for Action on School Transportation Emissions (HASTe) has created a successful model and demonstrated significant success. This action is intended to echo calls for the CRD to take the lead in accelerating continued ASRTS programs in partnership with community agencies.

EXHIBIT 4.17

The Greater Victoria Bike to Work (GVBTW) Society organizes the annual Bike to Work Week event, which had over 7,000 participants in 2012.

Photo: Corey Burger

ACTION 8.7 **Fund existing programs such as Bike to Work Week and Commuter Challenge, and identify new events and initiatives to promote active transportation.**

Rationale There are a number of existing successful programs that encourage residents to take part in active transportation.

Approach By partnering with organizations, business associations, municipalities and institutions, the CRD can lend financial support to encourage innovative festivals, events and forums that increase participation in active transportation (Exhibit 4.17).

ACTION 8.8 **Offer pedestrian and cycling skills courses for residents.**

Rationale To help increase cycling rates and instill a better understanding of and compliance with safe operations in an integrated transportation system, the CRD's PCMP recommends education for residents of all ages. By expanding education programs such as skills courses, the CRD will be able to encourage more cycling and improve transportation safety by reducing conflicts (Exhibit 4.18).

Approach Work with school districts, non-profit organizations and the private sector to deploy cycling skills courses to residents, including youth and seniors, across the region. Potential opportunities exist to integrate cycle and pedestrian training in the school curriculum and support emerging programs such as Right to Bike BC.

ACTION 8.9	Organize training of CRD and municipal/electoral area staff in best practices of facility design.

Rationale

There is an opportunity to enhance safety through continually improving the design of transportation infrastructure, in line with constantly evolving best practices and standards. This includes transit, cycling, walking and driving infrastructure and amenities.

Approach

Some municipalities are well-resourced while others can use further support. Under this action, the CRD could organize, host and support training and development opportunities for municipal staff, developers, designers and decision makers that support advances in facility design. There have been numerous examples of this type of co-operative education and training in the past. Under this action, programs would be enhanced to support a variety of rural and urban issues and topics.

Other Actions Discussed

There were a number of additional suggestions received through general consultation activities. Topics included emergency access alternatives, commuter rail services, revision of technical design guidelines and private shuttle bus programs. These were considered outside of the scope of the RTP. Some of these may be identified as individual stand alone projects at a future date.

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5. Implementation

This section outlines the strategies to implement the actions of the Regional Transportation Plan (RTP). It includes a discussion of governance and partnerships and assessment of timing, as well as broad cost implications, funding needs and next steps.

5.1 A Partnership Opportunity

One of the challenges of implementing the RTP is that responsibilities for existing and future infrastructure corresponding to regional needs are divided among the Province, municipalities and Capital Regional District (CRD). With the exception of regional multi-use trails, the CRD does not operate or maintain transportation infrastructure. This means that, for the RTP to achieve its full potential, multiple partners need to work together to further develop, fund and implement the corresponding actions.

Under current governance arrangements, advocating for regional multi-use (pedestrian and cycling) trails is the role most often associated with the CRD. For other transportation services (including public transit and the arterial road network), the CRD's role is predominately that of a community stakeholder, leading or participating actively in strategic planning, consultation and collaboration.

Current governance arrangements for transportation and land use in the CRD are such that no one agency has direct authority for establishing, funding or implementing regional transportation priorities. Decisions concerning land use adjacent to major transit/transportation corridors are influenced by the region through the RSS and subsequent municipal regional context statements. The CRD Board has repeatedly promoted a change in governance that would impart the CRD with leadership and authority for transit and transportation decisions affecting the region.

Exhibit 5.1 (Derived from Appendix 4 of CRD Staff Report, June 15, 2011) summarizes the current governance arrangements for transportation and land use in the CRD. For the purpose of defining the current structure, roles are categorized as: primary (most influential, often through outright authority); cooperative (influential through collaboration and funding contributions); and consultative (least influential, reliant on indirect authorities and goodwill).

	MOTI	CRD	BC TRANSIT	MUNICIPALITIES
Provincial Highways	**Primary Role** Planning, design, standards & priority setting Operation/Maintenance Regulation, Oversight & Funding	**Consultative Role** Principally through planning initiatives to achieve sustainable transportation goals for the region	**Cooperative Role** For transit operating on provincial highways e.g., coordinate planning, transit priority measures and cost sharing	**Cooperative Role** For arterial intersections and interchanges
Regional Arterial Roads	**Cooperative Role** Planning for integration of highway network with local road networks	**Consultative / Cooperative Role** Principally through strategic planning initiatives e.g., corridor study, RGS, RSS, Pedestrian and Cycling plans	**Cooperative Role** For transit operating on municipal arterial roads	**Primary Role** Planning, design, standards & priority setting Operation/Maintenance Regulation, Oversight & Funding (tax base, dc's & government grants)
Regional Transit Network	**Cooperative Role** For transit operating on provincial highways Contribution of capital and operating funds	**Consultative / Cooperative Role** Principally through strategic planning initiatives e.g., RGS, RSS, Pedestrian and Cycling plans	**Primary Role** Planning, design, standards & priority setting Operation/Maintenance Regulation/Oversight Set budgets, service levels & fares	**Cooperative Role** Principally through transit route planning initiatives, maintenance of bus stops and shelters & property tax contributions to transit operating
Regional Multi-Use Trails	**Cooperative Role** Leases Galloping Goose right of way to CRD	**Primary Role** Planning, design, operation, maintenance, regulation, oversight and funding of trail system (Galloping Goose, E & N Trail, and parts of the Lochside Trail)	**Cooperative Role** Makes use of trails for rapid transit (e.g., Galloping Goose) and commuter rail services (e.g., E & N Trail)	**Cooperative Role** Principally through Community and Local Area Planning, and by maintaining trail sections on municipal roads
Land Use Adjacent to Regional Corridors & Network Nodes	**Consultative Role** Principally through policy guidelines and approvals of development applications adjacent to highway corridors	**Primary Role** Principally through land use and transportation policy planning, RGS and EA OCPs	**Consultative Role** Principally through transit supporting land use policies recommended in transit plans	**Primary Role** Principally through approval authorities set out in Official Community Plans, zoning bylaws, municipal property taxes & development contributions

Proposed Role

The CRD's preferred governance direction involves a transportation authority to address regional transportation issues and to facilitate the implementation of the recommendations of the RTP. Emphasis would be placed on the implementation of regional transportation priorities through performance-based metrics and agreed-upon targets established in consultation with partners.

It is proposed that the CRD's mandate would be expanded to include the following three roles with respect to regional transportation:

1) The CRD, through a partnership model, serves as the lead and coordinating body for regional transportation planning and operational delivery

Responsibilities for existing and future infrastructure corresponding to regional needs are divided among the Province, municipalities and CRD. Therefore, in order for the RTP to achieve its full potential, multiple partners need to work together to further develop, fund and implement the actions corresponding to their jurisdiction.

2) The CRD Board assumes leadership and authority for regional transportation priority setting and decision-making

Discussion and prioritization of regional transportation issues and projects is difficult under the current governance structure. There is a need to establish a single effective forum to bring forth issues, ideas and projects which can then be prioritized and put forward for funding. This forum needs to have a regional perspective and the CRD Board is best positioned to provide this perspective.

3) The CRD Board serves as the authority for managing regional transportation funding and raising transportation capital

A status quo scenario would see a continuation of individual local governments undertaking projects within their own areas. This approach tends to favour smaller, less costly projects that can be funded within the envelopes established for each local jurisdiction. Larger regionally significant projects are more difficult to advance under this funding structure. An approach involving greater pooling of resources would significantly accelerate the implementation of much needed regional transportation initiatives.

Through changes in governance, the CRD, in partnership with the Province and local governments can provide a leadership role in the implementation of the RTP and initiatives and projects stemming from this plan while respecting local and provincial autonomy and ownership of infrastructure.

Proposed Structure for a Transportation Service Authority

The proposed structure for a transportation service authority builds on the services that the CRD Board is already providing. For example, the CRD is currently responsible for parts of the transportation system including the regional trail network and local transit on Salt Spring Island (established through a service agreement).
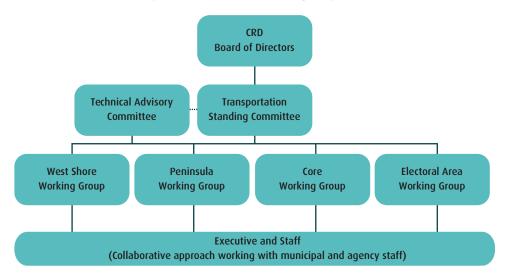
A fundamental principle of the proposed governance structure is that it would need to support the multi-modal nature of the RTP and therefore be able to address issues related to any mode including walking, cycling, transit, car travel and goods movement. The structure would also need to facilitate the full integration of transportation and land use planning.

Existing and proposed CRD transportation assets, facilities and services, such as Regional Trails, EA Transit Service Agreements and local docks, would be consolidated into one service area under the service authority.

With respect to transit, formal consultation and engagement with the region will be embedded in the existing Victoria Regional Transit Commission (VRTC) model as a result of recommendations from the BC Transit Independent Review. Staff from the CRD and BC Transit will work together to draft a MOU outlining the consultation and engagement process. Therefore, transit would not fall under the transportation service authority mandate except as it relates to the consideration of multi-modal transportation issues. Victoria Regional Transit System projects and initiatives would not be eligible for regional funds under the transportation service authority.

Establish a Transportation Standing Committee

The above objectives can be achieved through an expansion of the CRD Board's role as it relates to transportation. As outlined on Exhibit 5.2, this could be achieved through the establishment of a Transportation Standing Committee (TSC). The role of the TSC would be to bring decisions forward for Board approval. By way of the TSC, the CRD Board would be vested with authority to define regional transportation priorities, make transportation investment decisions, manage transportation funding and raise transportation capital. It is also proposed that the TSC would establish sub-area working groups to discuss and report on specific localised priorities and initiatives, where appropriate. These working groups could be aligned by the different geographic areas of the CRD as shown on Exhibit 5.2.

EXHIBIT 5.2   Potential Transportation Committee and Working Group Structure

Establish a Technical Advisory Committee

In parallel, a Technical Advisory Committee (TAC) would be established. The TAC would report to the TSC. Membership would consist of local governments, MoTI and BC Transit. Membership could also include, or draw on, representatives from other non-governmental organizations. The TAC would have a mandate to guide and in some cases, undertake RTP actions, supported by CRD executives and staff. The chair for the TAC would ideally be appointed from within its membership. Similar to the TSC, the TAC could choose to establish specific working groups to address issues by geography, mode, service area or funding pool. For example, a working group on goods movement could be established. The roles and responsibilities of all parties will be identified in the implementation plan.

Evolutionary Approach

The transportation service would be established to allow for increasing regional authority in regional multi-modal transportation, aligning with the CRD Board's direction and changes in transportation. An evolutionary process has been identified whereby the transportation service would be created according to the following steps:

1. Consolidation of all existing transportation planning functions within the CRD under one transportation service;
2. Expansion to include functions specifically identified within the RTP such as Travel Demand Management; and
3. Expansion to include a stronger governance role in transit.

This phased approach will allow the role of the authority to expand to include additional functions over time in line with Board priorities and availability of resources.

5.2 Funding Context

Total transportation-related capital investments and operating expenditures by the CRD and its municipalities is difficult to determine, given reporting differences among municipalities.

Based on a small sample of municipal financial reports, recent annual capital expenditures on transportation were in the range of $200 per capita and annual operating expenditures are estimated around $230 per capita. Extrapolating out to all CRD local governments, this translates to roughly $72 million in annual capital costs and $83 million in annual operating costs. These totals address current programs, but not funding requirements that would be associated with rapid transit.

Gas Tax Allocation

The Federal Government initiated the Gas Tax Rebate Program in 2005, allocating 5 cents per litre to support environmentally sustainable priorities and projects. At the time, the program would distribute over $5 billion across Canada over a 10 year time period. Allocations of the $636 million reserved for the province of British Columbia (BC) were laid out in an agreement between the federal and provincial governments and the Union of BC Municipalities (UBCM), approved in September 2005. The agreement covered two funding periods: 2005-2010 and 2010-2015. The Gas Tax agreement has recently been renewed with major amendments. Money that had been allocated to Regionally Significant Project Funds now flows directly to local governments.

Funding for a Service Authority

The transportation service authority model would draw from the Strategic Priorities Fund (SPF), local government Community Works Funds and re-purposed funding sources. In addition, it is expected that by coordinating funding requests which have consensus backing, the success rate of attracting senior government funding will be greater.

Subject to further analysis, the transportation service authority model would draw from the following sources:

- Existing operating budgets within the CRD Planning and Protective Services and CRD Parks departments for operational costs.
- SPF to create a regional pool from which to co-fund with local government projects. Contributions to capital and program costs would be based on performance-based metrics.

- In-kind contributions of staff time by agencies or project partners through participation on the TAC.
- Existing capital budgets and Community Works Fund gas tax of project partners allocated to regionally significant projects through contribution to capital and program costs based on performance-based metrics.
- Leveraged regional and local partner funds through the new regional transportation service authority (TSC and Board); advocating with one common voice to increase senior government capital contributions to regionally significant projects.
- Local government Community Works Fund allocations

Acting Under the Status Quo
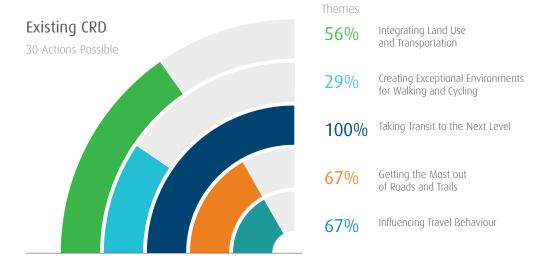
The Province, BC Transit and local governments will continue to own, operate and maintain the majority of infrastructure comprising the Regional Multi-modal Network (RMN). Under status quo, the CRD's work with these partners to advance the actions in the RTP would be limited to a planning and policy support role as per its existing Regional Information Service (RIS) mandate as well as a management role for regional trails under the CRD Parks and Environmental Services mandate. Projects of regional significance which cross local government jurisdictions would need to be funded with municipal funds. Cost divisions would have to be done on a case by case basis between local governments. This course of action would result in significantly fewer actions being implemented and would only achieve part of the regional vision for transportation (Exhibit 5.3).
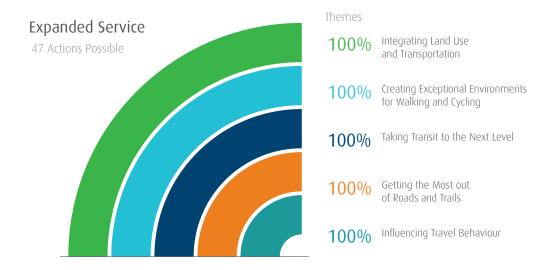
Under the status quo, the CRD would work in a supportive role with partners to jointly:

- Advance the vision, principles, outcomes and associated actions to address regional transportation needs;
- Collaborate on priorities and actions;
- Set policies in support of regional transportation strategies in the Regional Sustainability Strategy (RSS);
- Undertake supporting studies and data collection to further develop specific strategies or actions;
- Coordinate potential funding streams related to supporting regional transportation initiatives; and
- Advance infrastructure improvements corresponding to the RMN.

75

Transportation Authority

Existing CRD
30 Actions Possible

Themes

56% Integrating Land Use and Transportation

29% Creating Exceptional Environments for Walking and Cycling

100% Taking Transit to the Next Level

67% Getting the Most out of Roads and Trails

67% Influencing Travel Behaviour

Expanded Service
47 Actions Possible

Themes

100% Integrating Land Use and Transportation

100% Creating Exceptional Environments for Walking and Cycling

100% Taking Transit to the Next Level

100% Getting the Most out of Roads and Trails

100% Influencing Travel Behaviour

5.3 Regional Needs

Exhibit 5.4 describes the key components of the RTP Outcomes Statements and Actions Table. The exhibit identifies the actions as well as the implementation timeline, required authority and required resources to implement each action. Exhibit 5.5 summarizes the strategies and actions detailed in section 4 of the RTP.

EXHIBIT 5.4   RTP Outcome Statements and Actions Timeline, Structure and Resources Explanation Chart

IMPLEMENTATION TIMELINE			AUTHORITY		RESOURCES TO IMPLEMENT		
1 to 5 years	5 to 10 years	Over 10 years	Existing RIS	Transportation Service	Mechanism	Staff	Operation Capital and/or Program Costs
Actions that are likely to extend through multiple time frames are denoted with > symbol			Identifies what can be done under the existing CRD Regional Information Service. Largely a policy and high level planning role	Identifies the regional transportation service required to advance the implementation of the full realm of actions. This structure uses a collaborative approach to work with partners to advance regionally significant transportation priorities.	Identifies what is required to implement the action in terms of programs, policy, legislation, guidelines and studies	Identifies the requirement for staff	Identifies the requirement for operating and or capital costs for specific actions

EXHIBIT 5.5   RTP Outcome Statements and Actions Table

RTP Outcome Statements and Actions Table

Priority Actions

Existing CRD Mandate: What can be done by the CRD under its existing regional information service authority.
Expanded Transportation Service - Providing a stronger regional role that allows for leveraging of provincial and federal funding as well as a regional funding program for significant projects in line with approved RTP priorities. TAC would determine and set priorities
Additional staff would be required to implement new functions outside of the scope and existing transportation functions of the CRD.

THEME	OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
			1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
1 INTEGRATING LAND USE AND TRANSPORTATION	**Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network (RMN) of transportation corridors.** This means: • Alignment of local, transit and provincial plans • Prioritising intra-regional transportation • Speaking as one voice and implementing regional programs and initiatives on regional transportation priorities through a Regional Transportation Advisory Committee	**1.1 Establish a regional transportation authority and funding service to facilitate improvements to the RMN, Implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding.**	X				X	**Legislative Authority**	X	**Capital and Operating Costs**
		1.2 Incorporate the RMN into all relevant future regional plans, OCPs, local area plans and local transportation plans.	X	^	^		X	**RSS, RCS, OCP Legislation (Transportation plans)**		
		1.3 Establish an ongoing TAC to identify RMN priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework.	X	^	^	X	X	**New Committee and Decision Making Authority**	X	**Capital and Operating Costs**
		1.4 Develop and implement a MMLOS model and determine targets for all RMN corridors to balance trade offs between modes.	X			X	X	**Expand RT Model**	X	**Operating Costs**
		1.5 Establish, monitor and report on KPIs	X			X	X	**New Study and Reports**	X	**Operating Costs**
		1.6 Base the new regional funding framework for improvements on the RMN off approved MMLOS and KPIs.	X	^	^		X	**New Program**	X	**Capital Costs**
		1.7 Through the TAC, take an active role in regional public consultation strategies around transportation projects affecting RMN corridors.	X	^	^		X	**New Public Engagement Activities**	X	**Operating Costs**
		1.8 Undertake a risk assessment of critical transportation services and infrastructure in the RMN related to potential impacts of a changing climate.	X			X	X	**New Risk Assessment**	X	**Operating Costs**
		1.9 Conduct a service review of transportation in the SGI and SSI, including the identification of alternate water-based links and associated infrastructure requirements.	X			X	X	**New Study**	X	**Operating Costs**
		1.10 Expand the Car Stop rideshare program for rural sections of the RMN.	X	^	^		X	**New program**	X	**Capital Costs**

EXHIBIT 5.5 RTP Outcome Statements and Actions Table (2 of 5)

THEME		OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
				1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
INTEGRATING LAND USE AND TRANSPORTATION	2	**Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale.** This means: • Alignment of transportation with RSS settlement typologies • Offering transportation choice and transfers in one location • Facilitating connectivity between modes and between regional and local transportation networks.	**2.1 Incorporate Mobility Hubs into all relevant future regional plans, OCPs, local area plans and local municipal transportation master plans.**	X	^	^	X	X	**RSS, RCS (OCPs) Legislation transportation plans**	X	
			2.2 Prepare Mobility Hub guidelines to inform planning and development, ensuring integration of new technology such as electric vehicle infrastructure.	X			X	X	**New Guide**	X	**Operating Costs**
			2.3 Fund municipalities to develop detailed master plans for each Mobility Hub.	X	^			X	**New Funding Agreements**	X	**Program Costs**

THEME		OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
				1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
INTEGRATING LAND USE AND TRANSPORTATION	3	**Transportation and land use planning tools are integrated at the local and regional levels.** This means: • Preserving local decision making in land use and using an agreed upon performance based system to achieve regional goals • Providing tools reflective of regional transportation goals to help guide local decisions • Shaping land use and urban structure to achieve more sustainable transportation patterns	**3.1 Establish land use and transportation functions for Growth Centres in the RSS that support frequent and rapid transit corridors.**	X			X	X	**RSS, RCS. OCPs**	X	**RSS Program Costs**
			3.2 Promote land use policies that more evenly distribute the jobs to workers ratio within the CRD four sub-regions (Core, West Shore, Saanich Peninsula and Gulf Islands) in accordance with the settlement patterns identified in the RSS.	X	^		X	X	**RSS, RCS, OCPs**	X	
			3.3 Through the TAC, identify, protect and manage existing and future transport sites and corridors such as E&N, rights of way along RMN corridors and water access points.	X	^	^		X	**New Program**		**Capital and Operating Costs**

EXHIBIT 5.5 RTP Outcome Statements and Actions Table (3 of 5)

THEME	OUTCOME STATEMENT		ACTIONS	Implementation Timeline			Authority		Resources to Implement		
				1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs **
CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING	Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors. This means: • Making cycling accessible to riders of all skill levels on and off road. • Facilitating enhanced tourism and recreation.	4	4.1 Implement PCMP, PCMP-SSI Edition, SSI-CMP and SGi-CPT recommended cycling facilities and amenities.	X	^	^		X	PCMP New Program	X	Capital and Operating Costs
			4.2 Enhance existing regional trails and continue to fund the expansion of new trails, in line with the PCMP design guidelines, with a focus on connectivity.	X	^	^		X	PCMP, RPSP	X	Capital and Operating Costs
			4.3 Expand and harmonize regional cycling data collection program.	X	^	^	X	X	New Project	X	Operating Costs
			4.4 Identify and market cycle tourism in the region.	X				X	New Project	X	Capital and Operating costs

THEME	OUTCOME STATEMENT		ACTIONS	Implementation Timeline			Authority		Resources to Implement		
				1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING	Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure. This means: • Supporting local municipalities/EAs in improving pedestrian connectivity and accessibility.	5	5.1 Produce a series of walkability maps, in partnership with local governments, to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways, and emphasize connectivity between key land uses and multiple modes.	X			X	X	New Project	X	Operating Costs
			5.2 Fund pedestrian realm audits at mobility hubs and other key locations on the RMN or as identified in the local government transportation studies.	X	^	^		X	PCMP New Program	X	Program Costs
			5.3 Through the TAC, work with advocacy groups and existing accessibility advisory committees within the region to identify areas on the RMN in need of improvements for people with mobility challenges. This information will inform the pedestrian realm audits.	X	^	^	X	X	New Initiative	X	Operating Costs

EXHIBIT 5.5 RTP Outcome Statements and Actions Table (4 of 5)

THEME	OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
			1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
6 TAKING TRANSIT TO THE NEXT LEVEL	**Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service.** This means: • Giving all municipalities and EA's a greater say in transit • Routing and scheduling decisions will be made based on established guidelines and standards. • Implementing transit improvement plans • Ensuring due diligence is undertaken before investing operating and capital funds	**6.1 Embed formal consultation and engagement processes with the region in the VRTC model.**	X			X	Independent Review of BC Transit	VRTC	X	Operating Costs
		6.2 Implement transit priority measures for all RMN priority transit corridors.	X	^	^	X		VRTC	X	Operating Costs
		6.3 Implement the Transit Future Plan, prioritising the Rapid and Frequent Transit Networks.		X	^	X	The current VRTC service model would remain with consultation and engagement with the region to be embedded in to the VRTC model.	VRTC	X	Operating Costs
		6.4 Prioritize and expand deployment of improved customer information systems including real-time transit information technologies.		X		X		VRTC	X	Operating Costs
		6.5 Implement and report on Service Standards and Performance Guidelines that complement priorities outlined in the Transit Future Plan.	X			X		VRTC	X	Operating Costs
		6.6 Update the cost benefit analysis and overall economic benefits case for Light Rail Transit. Pending the outcome of cost-benefit analyses, advance the Light Rail Transit designs and funding strategies or pursue alternatives.	X			X		VRTC	X	Operating Costs
		6.7 Expand and enhance SSI transit service. Refer to Priority Action 1.9.	X	^	^	X	X	Expanded Funding Agreement	X	Operating Costs
		6.8 Establish local transportation service on the Southern Gulf Islands pending recommendations of feasibility studies. Refer to Priority Action 1.9.	X	^	^	X	X	New Funding Agreement	X	Operating Costs
		6.9 Establish a working group with inter-regional and tourism-based transport service providers to coordinate and align convenient travel to and from major tourist destinations and gateways with transit and active transportation.	X	^	^	X	X	New Committee	X	Operating Costs

THEME	OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
			1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
7 GETTING THE MOST OUT OF OUR ROADS AND TRAILS	**Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate.** This means: • Agreeing to a set of principles to guide investment decisions • Data on existing infrastructure and transportation movement is collected and used to inform decisions and investments. • Getting the highest benefit out of existing transportation infrastructure.	**7.1 Identify, prioritise and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency, and transit access reconfiguring to improve cyclist and pedestrian accommodation.**	X	^	^	X	X	New TAC initiative	X	Operating Costs
		7.2 Through the TAC, develop KPIs for the RMN, agreed to through the exchange of MOUs.	X				X	New TAC Initiative	X	Operating Costs
		7.3 Develop and implement a consistent way-finding strategy to enhance connectivity on roads and trails and to support clear navigation for all modes.	X				X	New TAC Initiative	X	Operating Costs
		7.4 Undertake a region-specific feasibility study on user pay strategies, such as road pricing, and how they will help influence travel choices.		X		X	X	New Feasibility Study	X	Operating Costs
		7.5 Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities.	X	^	^	X	X	Expanded Program	X	Operating Costs
		7.6 Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges.	X	^	^	X	X	New Committee	X	Operating Costs

EXHIBIT 5.5 RTP Outcome Statements and Actions Table (5 of 5)

THEME	OUTCOME STATEMENT	ACTIONS	Implementation Timeline			Authority		Resources to Implement		
			1 to 5 Years	5 to 10 Years	Over 10 Years	Existing CRD	Transportation Service	Mechanism	Staff	Operating/Capital and/or Program Costs
8 **INFLUENCING TRAVEL BEHAVIOUR**	**Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures.** This means: • Reducing reliance on single occupant vehicles • Making it easier for people to choose alternative modes of travel.	**8.1 Establish and implement a region-wide TDM program including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives.**	X	^	^		X	New TDM Program	X	Operating and Program Costs
		8.2 Undertake workplace and institutional incentive programs aimed at decreasing congestion at peak hours and increasing employee use of active transportation and public transit.	X	^	^	X	X	New TDM Program	X	Program and Capital Costs
		8.3 Partner with other agencies to develop, investigate and deploy, if financially feasible, a region-wide Mobility Pass or Smart Card for residents and tourists that provides seamless integration between transportation modes (i.e. ferries and bus transit on one pass).		X			X	New TDM Program	X	Operating Costs
		8.4 Through the TDM program establish and expand partnerships with car-sharing operators to increase coverage into all sub-areas of the region.	X	^	^		X	New TDM Initiative	X	Operating Costs
		8.5 Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects.	X	^	^	X	X	New Project	X	Operating Costs
		8.6 Identify partnership opportunities to accelerate Active and Safe Routes to Schools programs.		X		X	X	New PCMP initiative	X	Program Costs
		8.7 Fund existing programs such as Bike to Work Week and Commuter Challenge, and identify new events and initiatives to promote active transportation.	X	^	^	X	X	New PCMP initiative	X	Program Costs
		8.8 Offer pedestrian and cycling skills courses for residents.	X	^	^	X	X	New PCMP initiative	X	Program Costs
		8.9 Organize training of CRD and municipal/electoral area staff in best practices of facility design.	X	^	^	X	X	New Initiative	X	Operating Costs

GLOSSARY

PCMP Pedestrian and Cycling Master Plan
CMP Cycling Master Plan
RSS Regional Sustainability Strategy
RCS Regional Context Statement
RIS Regional Information Service
RPSP Regional Parks Strategic Plan

TAC Transportation Advisory Committee
SSI Salt Spring Island
SGI Southern Gulf Islands
SGI-CPT Southern Gulf Islands Cycling and Pedestrian Draft Trail Plan
MOU Memorandum of Understanding
RT Model Regional Transportation Model

Appendix A
Regional Context

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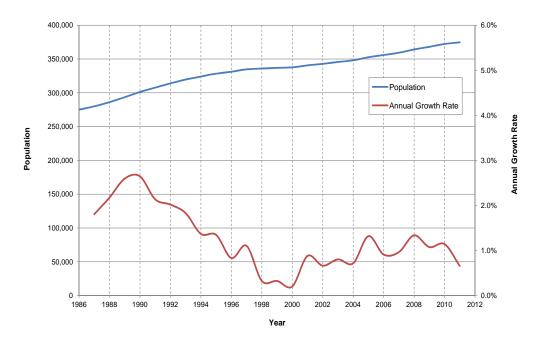
Planning Context

Current Trends and Conditions

Demographics

The CRD has enjoyed steady yet manageable growth and, as of 2011, had reached approximately 375,000 residents, compared to just over 340,000 in 2001 (Exhibit A.1), which represents a moderate growth rate of roughly 1% annually. Although overall growth in the Victoria CMA is not extreme, Exhibit A.2 shows that much of the growth is increasingly shifting to the West Shore communities. The CRD's central area has also seen significant infill development.

EXHIBIT A.1   **CRD Historic Population Growth**

NOTES

Source: BC Stats (2012), available online: www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationProjections.aspx (accessed 2012)

EXHIBIT A.2   Victoria CMA Population Changes by Census Tract, 2006-2011
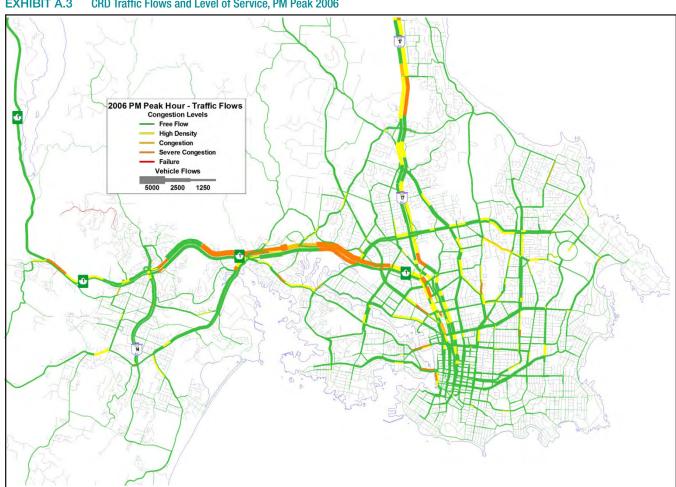
Roadway network

Roadways in the region are generally grouped into four main categories: Highways/ Arterial Highways, Arterial / Major Roads, Collectors and Local Streets. Each municipality has its own roadway classification system, although the function and design characteristics are generally consistent with this categorization. The local municipalities are responsible for local, collector and arterial roads, while the highways are part of the Provincial roadway network. The three highways serving the region are:

■ Highway 17 (Patricia Bay Highway) serves as the primary north-south corridor supporting inter-municipal travel between the core area and the Peninsula. Thus, it serves downtown Victoria, Saanich, Sidney, the airport and the Swartz Bay ferry terminal. The other significant north-south connector on the Peninsula is the rural Highway 17A / West Saanich Road, an arterial road along the western edge of the peninsula. The road serves comparatively low vehicular volumes due to its circuitous route, low speed, low vehicle capacity and design limitations.
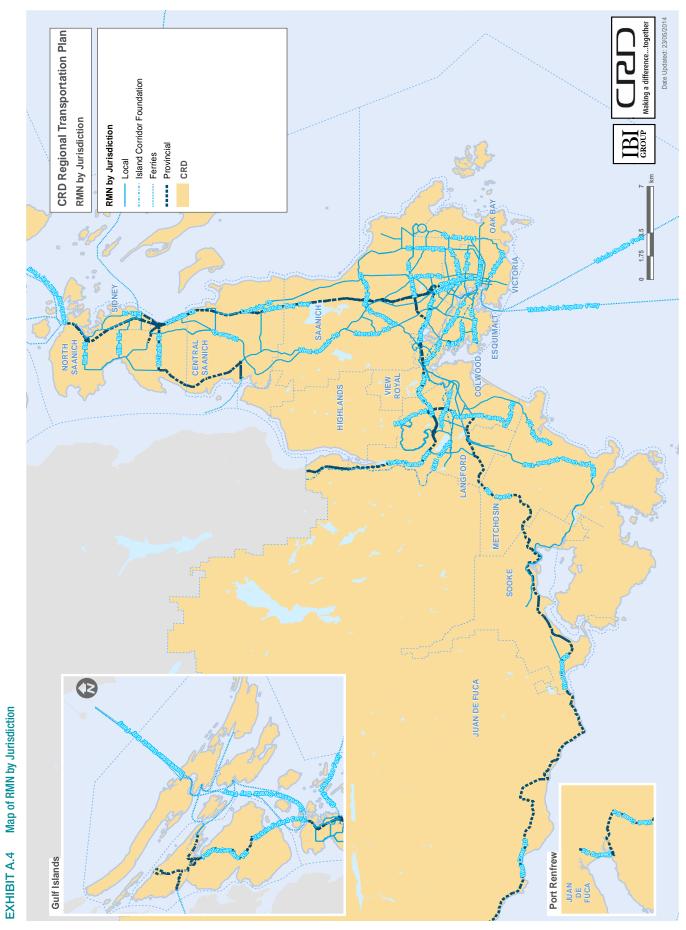
- Highway 1 (TransCanada Highway) serves as the primary east-west corridor, supporting inter-municipal travel between the Core and West Shore communities and also connecting the CRD to all communities up-island. Highway 1 within the City of Victoria falls under municipal jurisdiction.
- Highway 14 serves as the primary corridor to and from Metchosin, Juan de Fuca and Sooke, with connections to Langford and Colwood.

These provincial highways operate as principal roadway links between the CRD's sub-regions. The intent of the provincial highway system is to accommodate the movement of people and goods between regions. Other east-west and north-south arterials are limited in reach and capacity. The CRD's 2006 transportation demand model suggests the most congested roadways in the network are Highway 1 through View Royal and the western edge of Saanich, and the Patricia Bay Highway from Royal Oak Drive to Haliburton Road (see Exhibit A.3). High volume and congestion points have been identified at the intersections of Highway 1 and McKenzie Avenue., Admirals Road and Craigflower Road, and Highway 17 and Sayward Road. Exhibit A.4 breaks down the RMN by jurisdiction.

EXHIBIT A.3   **CRD Traffic Flows and Level of Service, PM Peak 2006**

Source: CRD Regional Transportation Demand Model

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CRD Regional Transportation Plan

RMN by Jurisdiction

RMN by Jurisdiction
— Local
—·— Island Corridor Foundation
····· Ferries
▪▪▪ Provincial
▢ CRD

Making a difference...together

Date Updated: 23/05/2014

IBI GROUP

0   1.75   3.5   7   km

Gulf Islands

Port Renfrew

Cycling network

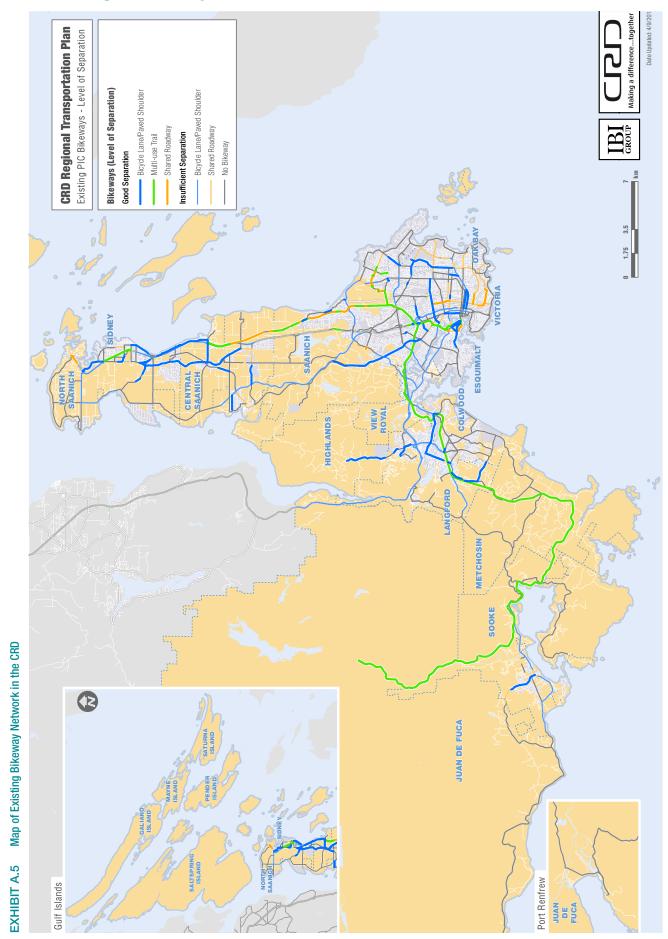Although the provision of cycling facilities across the CRD has grown in recent years, there remain significant challenges to encouraging those who don't currently cycle to try cycling.

A principal thrust of the Region's Pedestrian and Cycling Master Plan (PCMP) and the recent Pedestrian Cycling Master Plan - Salt Spring Island Edition (PCMP-SSI Edition) is to encourage adequate separation of cyclists from motorized traffic. In developing the PCMP's "primary inter-community" network of bikeways, an analysis of the adequacy of bikeway separation was conducted and it was found that although the CRD has defined an inter-community cycling network of 784 km of bikeways, only 366 km (47%) have been built to date and only 179 km (24%) meet the Region's standards of adequate separation from motorized traffic. Furthermore, excluding multi-use trails, only 33 % of the 282 km of existing on-street bikeways are considered to offer an adequate degree of separation.

The map of existing facilities sggests that the bikeway network's coverage of populated areas is low in Oak Bay, Colwood, Salt Spring Island (see Exhibit A.5). This is further confirmed when comparing the kilometers of bikeways that provide adequate separation from motorized traffic in each municipality which suggests that residents of Victoria, Saanich and Esquimalt also have relatively scarce access to comfortable bikeways. Given the challenges of expanding the network of comfortable bikeways throughout the region, it is not surprising that the CRD's most recent origin and destinations survey shows that the cycling mode share has essentially remained unchanged at 3% since 2001.

CRD Regional Transportation Plan
Existing PIC Bikeways - Level of Separation

Bikeways (Level of Separation)

Good Separation
Bicycle Lane/Paved Shoulder
Multi-use Trail
Shared Roadway

Insufficient Separation
Bicycle Lane/Paved Shoulder
Shared Roadway
No Bikeway

Date Updated: 4/9/201

IBI GROUP

CRD
Making a difference...together

0   1.75   3.5   7   km

SIDNEY

NORTH SAANICH

CENTRAL SAANICH

SAANICH

HIGHLANDS

VIEW ROYAL

VICTORIA

ESQUIMALT

OAK BAY

COLWOOD

LANGFORD

METCHOSIN

SOOKE

JUAN DE FUCA

Gulf Islands

GALIANO ISLAND

MAYNE ISLAND

SATURNA ISLAND

PENDER ISLAND

SALTSPRING ISLAND
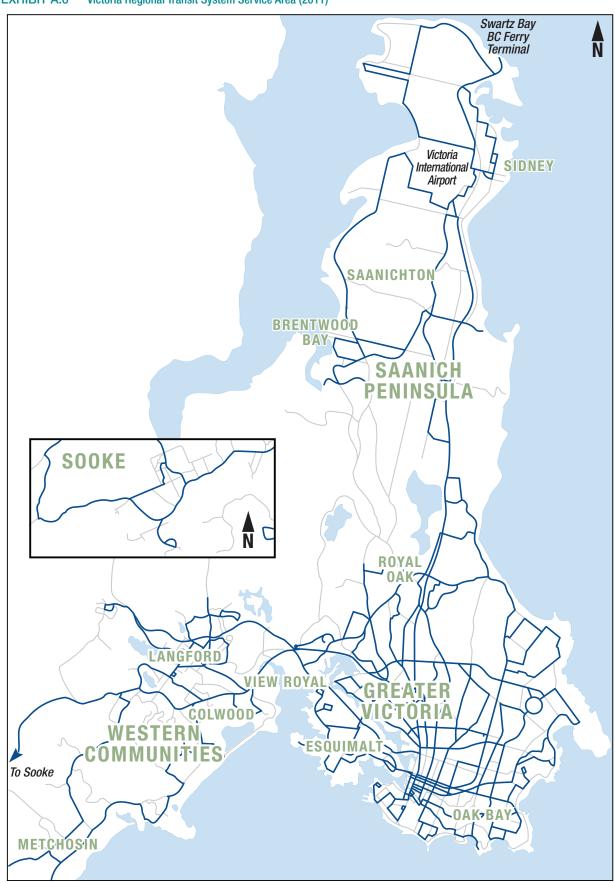
SIDNEY

NORTH SAANICH

Port Renfrew

JUAN DE FUCA

Transit network

The CRD is essentially served by the Victoria Regional Transit System (VRTS), which provides conventional transit and community bus service as far as Otter Point Road west of Sooke. It does not cover the Gulf Islands (Exhibit A.6). The transit system operates 54 fixed routes, seven days a week, from approximately 6:00 a.m. to around midnight, with a fleet of 285 fully accessible conventional buses and community buses. There is also transit service on Salt Spring Island, which is not part of the VRTS, but is operated as a partnership between the CRD, BC Transit and a private operator.

Today, there are five official and four unofficial park-and-ride lots, located in suburban and rural areas, which are served by multiple transit routes. Most official park-and-ride facilities offer both automobile and bicycle parking (all park-and-ride facilities have bike lockers except Helmcken). The McTavish Road and the Western Exchange park-and-ride facilities are adjacent to 2 of the 7 transit exchanges operated by the Victoria Regional Transit System. The University of Victoria (UVic) Transit Exchange is the largest and at operational capacity. It is scheduled for expansion in 2014.

Ridership has increased from 21.85 million passenger trips in 2006, to 24.85 million passenger trips in 2010 (13.7% growth), as service has expanded considerably from 623,000 revenue service hours in 2006 to over 800,000 in 2010 (28.4% growth). Transit ridership per capita is around 69.8 rides, which is high among other Canadian cities with bus-only transit systems such as Regina (34.25 rides/capita), Hamilton (40.16 rides/capita) and Halifax (51.13 rides/capita).

EXHIBIT A.6 Victoria Regional Transit System Service Area (2011)

Swartz Bay
BC Ferry
Terminal

N

Victoria
International
Airport

SIDNEY

SAANICHTON

BRENTWOOD
BAY

SAANICH
PENINSULA

SOOKE

N

ROYAL
OAK

LANGFORD

VIEW ROYAL

GREATER
VICTORIA

COLWOOD

WESTERN
COMMUNITIES

ESQUIMALT

To Sooke

OAK BAY

METCHOSIN

Regional travel

Data from the 2011 CRD Origin-Destination Household Travel Survey shows that over a million trips are made on a typical weekday in the CRD and 58% of these are regional in that they cross municipal borders. Although travel is relatively self-contained within the region's larger sub-areas, 17% of all travel crosses these boundaries as well, of which the largest proportion of travel is between the West Shore and Core sub-areas (8%).

Despite the CRD's higher transit and cycling levels relative to other similarly-sized Canadian urban areas, by far the majority of trips in the CRD are currently made by auto, with auto mode shares accounting for 77% of all daily trips, with 6% done by transit (Exhibit A.7). Even in the Core sub-area, auto accounts for 58% of internal trips, despite 67% of internal Core trips being shorter than 5 km. Daily mode shares have remained relatively constant over the past 10 years in terms of motorized and non-motorized travel (see Exhibit A.8). Transit and cycling mode shares have declined slightly between 2006 and 2011, although walking trips have increased in the same time period. There remains significant potential in the region for shifting from automobile travel to alternatives, but such opportunities are fading as auto and transit trip lengths steadily increase (see Exhibit A.8).

From a transportation perspective, the CRD's urban form is currently favourable to high levels of active transportation and transit use. However, average trip lengths for motorized modes have steadily increased in the last decade - a trend which means many residents are becoming increasingly reliant on motorized travel. Yet the CRD's current automobile dependence is not sustainable in the long run, particularly if future growth patterns continue to be low density and primarily located on the fringes of the CRD's built-up areas. If that is the case and the core areas continue to maintain their high share of the region's employment, transportation problems are likely to grow.
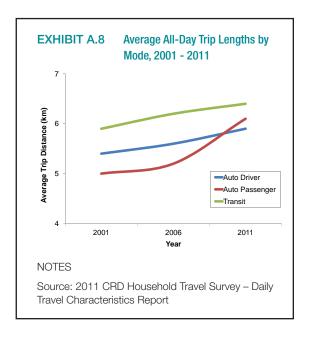
58%
of travel
in the CRD is
**Inter-
Municipal**

Mode shares
show...
**No
Change**

More
Action
is
Needed

93

EXHIBIT A.7   Daily CRD Mode Shares

TRAVEL MODE	2001	2006	2011*
Auto Driver and Passenger	78%	78%	77%
Transit	7%	7%	6%
Cycling	3%	4%	3%
Walking	12%	10%	13%
Other	1%	2%	1%

NOTES

Trips within regional planning area and by population over 11 years of age.

Source: 2011 CRD Household Travel Survey – Daily Travel Characteristics Report

* Some variation from previous surveys is likely due to considerable methodological changes.

EXHIBIT A.8   Average All-Day Trip Lengths by Mode, 2001 - 2011

NOTES

Source: 2011 CRD Household Travel Survey – Daily Travel Characteristics Report

EXHIBIT A.9   Projected Population, Employment and Housing Growth by Sub-Area, 2008-2038

SUB-AREA	POPULATION			EMPLOYMENT			HOUSING		
	2008	2038	% CHANGE	2008	2038	% CHANGE	2008	2038	% CHANGE
Urban Core	242,360	279,720	15.4%	150,000	169,790	13.2%	111,360	137,810	23.8%
Peninsula	41,400	51,780	25.1%	21,030	24,690	17.4%	17,340	22,500	29.7%
West Shore	64,890	121,950	87.9%	21,580	36,090	67.2%	25,210	53,640	112.8%
Total CRD	**364,110**	**475,160**	**30.5%**	**198,450**	**238,190**	**20.0%**	**161,150**	**223,980**	**39.0%**

NOTES: Round to nearest 10. Sub-areas will not total CRD due to Gulf Islands not being included. Source: A Context for Change Management in the Capital Regional District (2009)

Future Outlook

Population, Employment and Demographics

The population of the CRD is expected to grow to approximately 475,000 by 2038, an increase of 26.7% from 2011 population of 375,000. Much of this growth is projected for the West Shore communities, as shown in Exhibit A.9, which are forecast to receive around 57,000 new residents (88% growth), 14,500 new jobs (67% increase) and more than double the amount of dwellings in the area.

Much of the new housing is projected to be ground-oriented dwellings[1] in terms of absolute numbers; however, there will be significant growth in apartment-type dwellings, by as much as 50% in the Peninsula and 360% in the West Shore. This is a favourable pattern towards more transit-supportive densities and mixed-use environments that better support alternatives to driving, particularly for short-distance trips.

The projected growth also results in a shift in the distribution of regional population and employment. In 2038, the Core is projected to be home to 59% of the region's population, a decrease from 67% in 2008, while the West Shore will see an increase to 26% compared to 18% share in 2008. In terms of employment, the Core's regional share is forecast to decrease from 76% in 2008 to 71% in 2038, and employment in the West Shore is forecast to account for 15% in 2038, an increase from 11% in 2008.

The Peninsula's share of regional population and employment remain relatively unchanged. Most troubling, is the change in the balance of population and jobs that is forecast for the West Shore from an already high 3.0 to 3.4, meaning more and more West Shore residents will have to commute long distances in order to get to their jobs (Exhibit A.10).

Overall, these forecasts of population and employment growth will have a significant impact in travel patterns across the region. Outward growth and changes in the job-to-population ratios in each of the sub-areas will result in more dispersed travel flows, particularly in the number of trips between the Core and the West Shore.

EXHIBIT A.10

Projected Population to Jobs Ratio, 2008-2038

SUB-AREA	POPULATION / JOBS RATIO	
	2008	2038
Urban Core	1.6	1.6
Peninsula	2.0	2.1
West Shore	3.0	3.4

The West Shore in 25 years...

57,000
new residents

88%
growth

---

1   Ground-oriented units are those that open directly to a yard and do not share a common corridor entrance., thus include single family detached, semi-detached, row/townhouses, duplex and houses with secondary suites.

Population forecasts suggest that the age group over 65 years will increase its share from 17% in 2006 to 29% in 2038. This shift has implications with regards to travel needs and behaviour, planning transportation services with a focus on accessibility and services for people with special mobility needs, as well as development planning (e.g. variety of housing types, mixed-use developments in order to provide commercial and services near where people live, etc.) with a high degree of mobility choices beyond driving for this age group.

Travel Demand

The CRD transportation model estimates that between 2006 and 2038 there will be over 145,000 additional peak period trips in the region if current travel patterns continue. Assuming current travel behaviour, over 70% of these additional trips are projected to be by car. In other words, there will be over 100,000 more automobile trips in the peak periods, further straining capacity on roadway infrastructure throughout the region. The region's primary east-west and north-south highways are presently operating at congested levels of service during peak hour periods (Exhibit A.11). Travel demand on these roadways has continued to increase as a result of population growth in the West Shore communities. A business-as-usual scenario to 2038 of travel demand implies the challenges in these stretches will deepen and congestion levels will signficantly worsen.

In addition, development in the West Shore, particularly in Langford will also increase travel demand and congestion levels along the Malahat and arterials from neighbouring West Shore municipalities. Looking specifically at the Highway 1 corridor bottleneck between the West Shore Parkway and Carey Road, Exhibit A.12 shows that under this business-as-usual scenario, already strained traffic volumes would far exceed roadway capacity for the 4.5 km stretch roughly between Veterans Memorial Parkway and McKenzie Avenue.

In contrast, travel demand forecasts under growth managed scenarios (e.g. with implementation of rapid transit and parking pricing management) suggest there is potential for reductions in these auto trip increases and shifting travel in favour of more sustainable modes such as transit and active transportation.

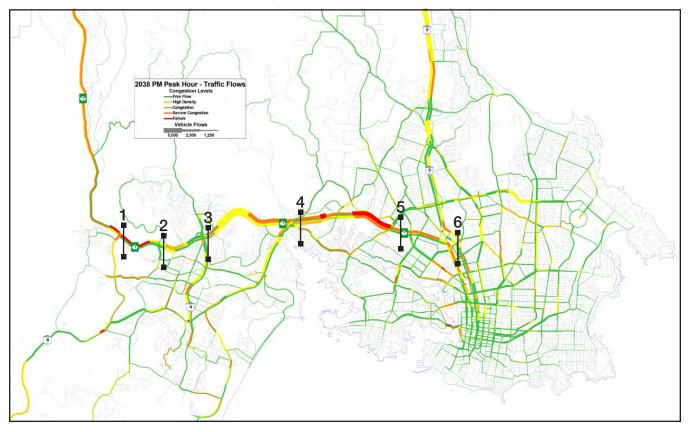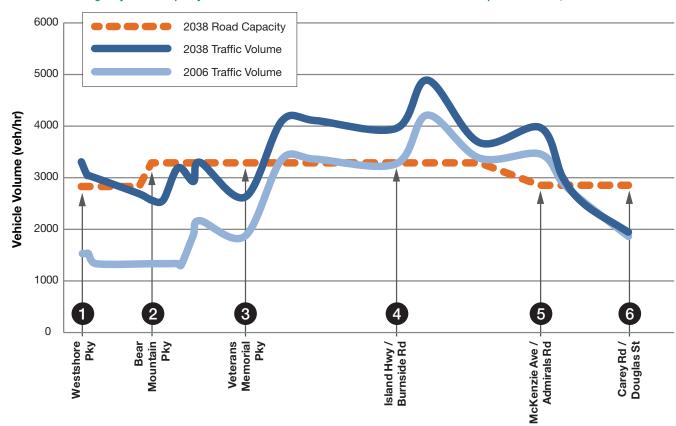**EXHIBIT A.11   CRD Traffic Flows and Level of Service, PM Peak 2038**

EXHIBIT A.12   Highway 1 Road Capacity Relative to Traffic Volumes Under a Business-as-usual Development Scenario, East-bound AM Peak

Regional Plans

Regional Growth and Sustainability

The RGS is "an agreement developed and approved by the Regional Board and member municipalities" and its goals, objectives and policies "provide guidance to the regional district and the member municipalities in the development of their Official Community Plans and other bylaws". Through partnerships with member municipalities, the Regional Growth Strategy (RGS) was adopted in 2003 after six years in development, to help support the Region's vision for economic vitality, livable communities, protection of natural and environmental resources, and a high-quality of life.

The RGS lays out various actions and policies. Among these are:

- Focus new growth in the Core, major centres and transit corridors, as well promote complete communities with high-density, walkable, transit-focused development.
- Coordinate land use and transportation planning, and support the development of a Regional Transportation Strategy to enhance mobility and transportation choices. This includes setting minimum targets for transit and cycling mode shares.
- Ensure employment lands needs are well-balanced and consistent with transportation and land use goals, including a target to accommodate employment growth in the City of Victoria and a balanced jobs-to-population ratio in the West Shore.

In 2008, the CRD opted to conduct a five-year review and update of the RGS, and to broaden its focus to a sustainability strategy. The resulting Regional Sustainability Strategy (RSS) scope has expanded to include climate action, social well-being and food systems.

The RSS Transportation Policy Option paper reiterates the importance of increasing transportation choices for regional travel, as current travel behaviour will continue to result in increased vehicle-kilometres travelled (VKT), greenhouse gas (GHG) emissions and travel times. The paper discusses policies to achieve the transportation goals, based on a status quo approach (continue existing practices) or implementing moderate to significant changes in policies. Among these potential new measures were adopting land use policies that require medium to high densities within 400m of rapid transit stations, setting corridor functions and standards, and implementing inter-jurisdictional agreements to leverage funding. The RSS planning process is currently underway and being developed concurrently with this RTP. The RSS outlines key transportation priorities from the RTP.

TravelChoices

TravelChoices is a regional transportation strategy that was developed in support of an RGS strategic initiative to increase transportation choice. Planning and development of the strategy began in 2002, while the RGS was being finalized, and several consulting reports and technical working papers were produced in support of this effort.

In order to achieve its vision to "increase the proportion of people walking, cycling, using transit, ride-sharing or using other alternatives to driving alone", TravelChoices identifies strategies under four central themes: integrating land use and transportation policies within the Region's urban containment area; enhancing alternatives to driving alone through attractive and safe facilities and demand management; managing transportation systems to maximize the mobility and safety of priority modes; and managing transportation investments in a strategic and fiscally-responsible manner. Overall, the strategies in TravelChoices would help achieve its goals for:

- At least 75% of new person-trips per day (300,000 out of 400,000 new person-trips by 2026) to be made by walking, cycling, transit and ride-sharing
- Walking mode shares of more than 15% of daily trips (240,000 trips per day)
- Cycling mode shares of more than 5% of daily trips (80,000 trips per day)
- Transit mode shares of more than 10% of daily trips (160,000 trips per day)

TravelChoices will be superseded by the RTP.

Pedestrian and Cycling Master Plan

The CRD recently completed its Pedestrian and Cycling Master Plan (PCMP). The vision for the PCMP focuses on addressing cyclists of all ages and abilities, with 3 primary goals:

1. more walking/cycling
2. safer walking/cycling
3. more places to walk/cycle

Overall, the plan describes a series of 18 objectives and categorizes them under "the 5 Es": Engineering, Encouragement, Education, Evaluation and Enforcement. Based around a framework of major regional attractors, the PCMP defines a Primary Inter-Community Network (PIC). The focus of the PIC is on separated facilities, of which 200 km ($100M worth) are identified as priorities for accelerated implementation. Recommendations for Pedestrian Priority Areas are primarily tied to the plan's Design Guidelines (e.g. universal design is to be applied in these areas).

Among the PCMP's many strategies, 11 "Priority Actions" are highlighted, which essentially speak to the following:

- Collaborating:
  - » with municipalities for funding, to provide universal pedestrian design and to implement priority projects
  - » with BC Transit to install bike lockers
  - » with partners to develop a manual count strategy
- Distributing and updating the PCMP Design Guidelines
- Establishing committees and a task force:
  - » A signage committee to develop regional signage standards
  - » A walking/cycling advisory committee
  - » A task force to advocate amendments to provincial laws
- Completing & upgrading the regional trail network

The CRD is in the process of developing its Implementation Action Plan, however, the PCMP does loosely declare 3 implementation scenarios (moderate, strong, aggressive effort). The estimated costs are in the neighbourhood of $220M, generally borne by municipalities or MoTI. Funding from the Federal Gas Tax Fund (RSPF) has been allocated to regionally significant active transportation such as the E&N Rail Trail - Humpback Connector and PCMP programs, previously. The PCMP actions have been nested within the RTP.

Pedestrian and Cycling Master Plan - Salt Spring Island Edition

The Pedestrian and Cycling Master Plan - Salt Spring Island Edition (PCMP-SSI Edition) builds off the CRD's 2011 Pedestrian and Cycling Masterplan (PCMP) by extending the Primary Inter-Community (PIC) bikeway network to include an additional 25 km on the Island.

Thus, the plan focuses on the engineering aspects of improving cycling on the island, with the central recommendations converging around widening paved shoulders and reducing motorized traffic speeds. The plan also details recommendations related to:

- Safety conditions in Fulford Village and the ferry terminal approach
- Bike lanes on Ganges Hill
- Traffic calming of Ganges Village
- Wayfinding signage which links the PIC network to local island routes and major destinations.

The PCMP-SSI actions have been nested within the RTP.

Transportation Corridor Plan

The CRD followed-up on the corridor management plan initiatives of Travel Choices and commissioned the development of a Transportation Corridor Plan (TCP) in 2010. Key objectives of the TCP were to identify CRD's principal transportation corridors and the characteristics of each to be maintained and enhanced, and to recommend strategies that support an integrated, balanced and multi-modal transportation network in line with regional and provincial goals.

The TCP identifies corridors that serve multiple transportation modes, assigning a transportation modal priority to identify the relative importance of each mode (goods movement, auto, transit, cycling and pedestrian) and the multi-modal function of each corridor. The TCP also identifies primary interchange locations and key external gateways. Beyond identifying a regional network, the TCP defines functional standards for each of the corridors in the strategic network, and discusses a possible management structure for implementation and maintenance of the proposed strategic network. In this regard, the TCP recommends an approach to establish region-wide coordination of provincial and federal funding allocations, and to monitor local funding allocations, with local funding decision-making being retained at the local level.

Overall, the TCP provides a good overview of primary corridors for each mode and those that serve a multi-modal function in the region. However, the TCP does not discuss strategies to encourage sustainable growth and future travel demand, for which stronger public and stakeholder engagement is required. The TCP will be superceded by the RTP.

Other Planning Studies

Transit Future (BC Transit)

The Transit Future Plan, prepared by BC Transit in 2011 with input from CRD, the 13 local municipalities, the Victoria Regional Transit Commission (VRTC) and the community, sets out a long-term (25-year) vision and plan for transit in the region. The Plan reviewed existing transit service, travel and land-use plans, demographic projections, and travel forecasts to evaluate the transit network priorities over the next 25 years to achieve its vision of making transit more attractive and efficient.

The Plan identifies four major components of transit service in the region:

- Rapid Transit Network (RTN) – high-capacity, high-frequency service on key corridors along exclusive or semi-exclusive rights-of-way.
- Frequent Transit Network (FTN) – frequent service (15 minute headways or better between 7:00 a.m. and 10:00 p.m.) along medium to high-density mixed-use corridors, and improved operations and infrastructure such as transit priority, right-of-way improvements and high-quality transit amenities.
- Local Transit Network (LTN) – service to connect neighbourhoods and meet local needs (e.g. commuting to school, local shopping, etc.).
- Targeted Services – collection of other services to meet specific customer needs, such as door-to-door handyDART, interregional, express services and rural para-transit.

The first Transit Future priority is the continued support of existing initiatives such as the Victoria Regional Rapid Transit Project; service improvements, such as limited-stop service along rapid transit corridors and transit priority; and expansion opportunities to the West Shore park-and-ride. The next priority of the plan is to establish critical transit facilities to support the future RTN and FTN network, followed by the implementation of both networks.

Transit Future does not include cost estimates for the plan's implementation, although there is note of the significant capital and operating investments required to fully implement the proposed network, as well as the need to review revenue sources beyond the existing funding mechanisms.
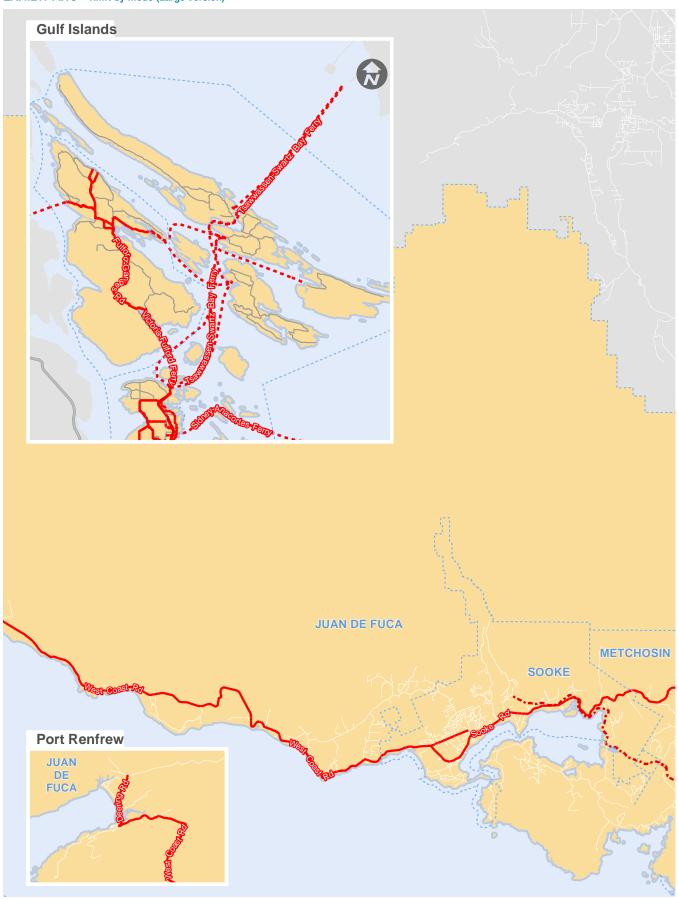
Provincial Highway Studies

The Ministry of Transportation and Infrastructure (MoTI) recently completed several corridor studies for potential long-term improvements covering the Highway 1, Highway 14 and Highway 17 corridors. All of the corridor studies are evaluations of improvement options to address current and future needs, and do not include detailed planning and design work (although preferred concept drawings are included in the Highway 14 study). The studies highlight the importance of these corridors for inter-regional travel, existing and forecast traffic conditions, and the need for strategies and improvements to address future demands.
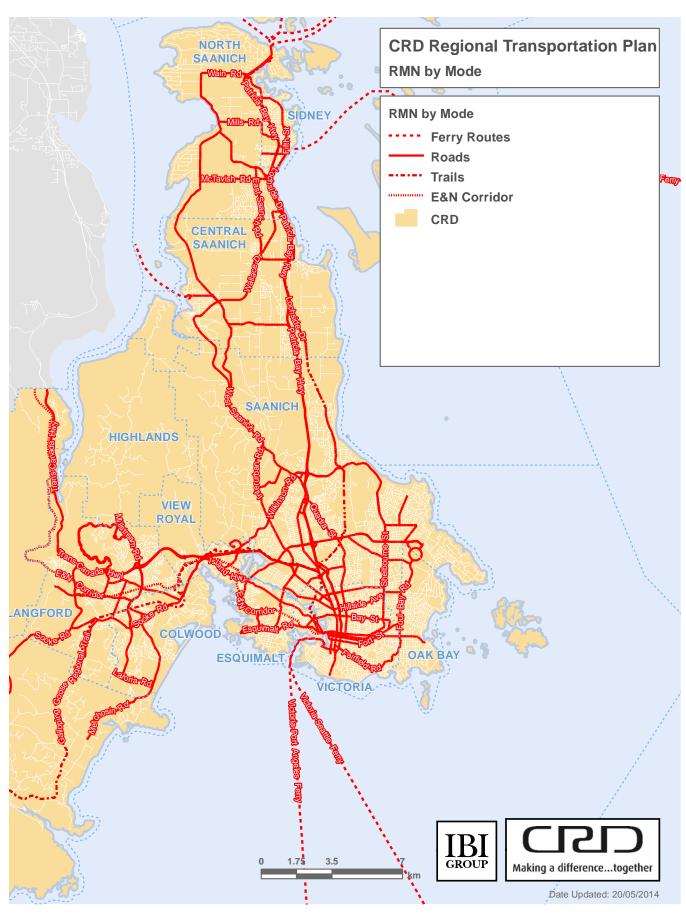
All of the corridor studies identify failing levels of service over the next 20 years due to predicted significant increases in trips and future traffic volumes, resulting in reduced average travel speeds and major intersection delays. MoTI is in the early phases of developing a Vancouver Island Transportation Plan. The plan will identify a series of short, medium and longer term transportation infrastructure improvement priorities that can be implemented in the next 10 years.

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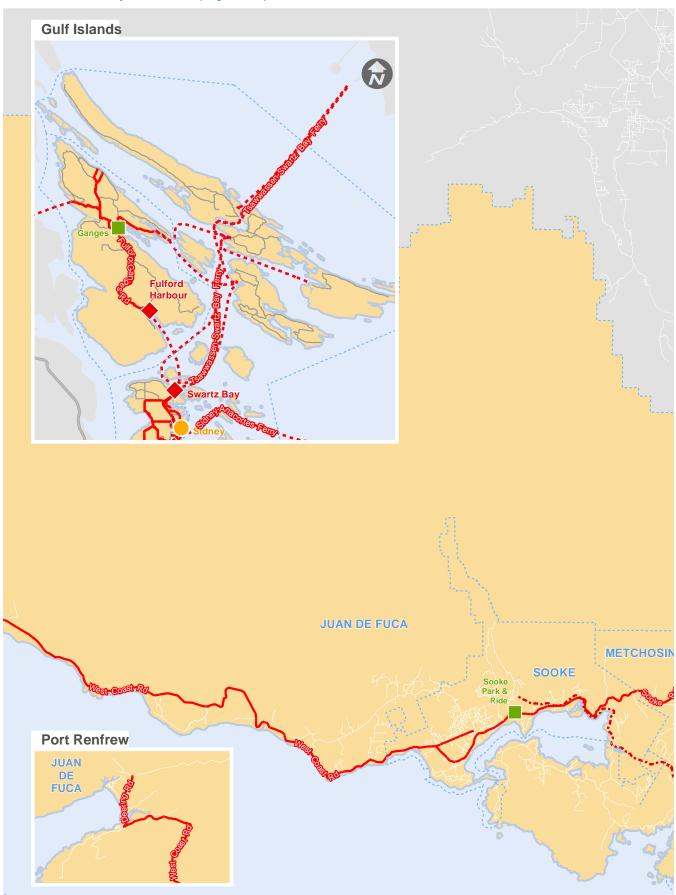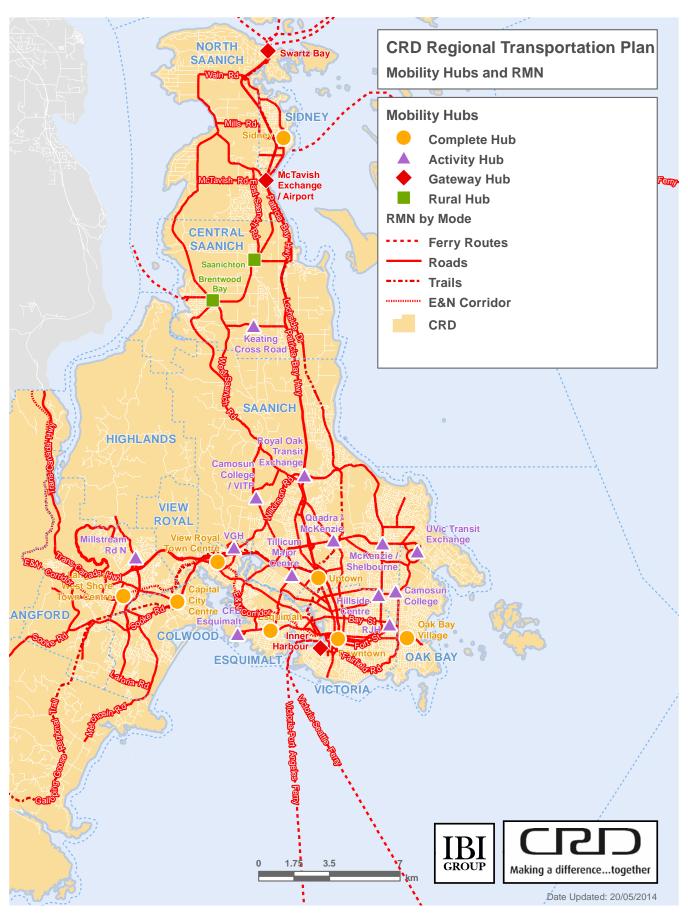
EXHIBIT A.13   RMN by Mode (Large Version)

Gulf Islands

Tsawwassen-Swartz Bay Ferry

Fulford-Ganges Rd

Victoria-Fulford Ferry

Tsawwassen-Swartz Bay Ferry

Sidney-Anacortes Ferry

JUAN DE FUCA

METCHOSIN

SOOKE

West Coast Rd

Sooke Rd

West Coast Rd

Port Renfrew

JUAN DE FUCA

Deering Rd-Pacific Rd

West Coast Rd

CRD Regional Transportation Plan
RMN by Mode

RMN by Mode
- - - - - Ferry Routes
———— Roads
—·—·— Trails
············ E&N Corridor
▨ CRD

NORTH SAANICH
SIDNEY
Wain Rd
Mills Rd
McTavish Rd
CENTRAL SAANICH
Patricia Bay Hwy
East Saanich Rd
Lochside Dr
Wallace Dr
Ferry
SAANICH
West Saanich Rd
Patricia Bay Hwy
Lochside Dr
HIGHLANDS
Interurban Rd
Wilkinson Rd
Quadra St
VIEW ROYAL
Trans Canada Hwy
Millstream Rd
Trans Canada Hwy
E&N Corridor
Island Hwy
E&N Corridor
Esquimalt Rd
Shelbourne St
Hillside Ave
Bay St
Four Bay Rd
Fort St
LANGFORD
Sooke Rd
Sooke Rd
COLWOOD
ESQUIMALT
Fairfield Rd
VICTORIA
OAK BAY
Latoria Rd
Galloping Goose Regional Trail
Metchosin Rd
Victoria-Port Angeles Ferry
Victoria-Seattle Ferry

0   1.75   3.5   7
|———————————————|
                1 km

IBI GROUP

CRD
Making a difference...together

EXHIBIT A.14 Mobility Hubs and RMN (Large Version)

CRD Regional Transportation Plan
Mobility Hubs and RMN

Mobility Hubs
- 🟠 Complete Hub
- 🔺 Activity Hub
- 🔶 Gateway Hub
- 🟩 Rural Hub

RMN by Mode
- ┈┈ Ferry Routes
- ─── Roads
- ─·─ Trails
- ⋯⋯ E&N Corridor
- ▨ CRD

Date Updated: 20/05/2014

Overview

Purpose

- Review previously conducted work.

- Summarize gaps in regional transportation functions.

- Provide options for consideration.

What staff reviewed

1) Existing plans & studies
2) Governance / transportation service timeline
3) Transportation functions by jurisdiction

What staff found

1) **Current State Analysis:** problems and solutions
2) **Lessons Learned:** transportation authority
3) **Functional Analysis:** local decisions, regional impacts
4) **Implementation Gaps:** priorities, advocacy and coordination

Current State Analysis

Transportation Problem Statements

1. Traffic congestion in the AM and PM peak periods increases travel time and decreases residents' quality of life.

2. The regional road network is largely built out, constraining infrastructure solutions because of cost and geography; solutions need to improve transportation choice and change behaviour.

Taking Regional Action		
	CRD Board Priorities	• Work with partners to deliver a multi-modal transportation system • Take action on climate
	CRD Service Levels	• Data, technical expertise and participation in project-based working groups led by partners • Plans, builds, operates and maintains the regional trail system, which serves as a spine to the regional active transportation network

List of Transportation Plans & Studies

Authority	Plan / Study	Year
BC Transit	Victoria Transit Future Plan	2011
CRD	Pedestrian and Cycling Master Plan (PCMP)	2011
CRD	Regional Transit Local Funding Options	2012
CRD	Transit Governance Review	2013
CRD	Regional Transportation Plan (RTP)	2014
CRD	Transportation Service Feasibility Study	2014
Province (MAH)	End of Regionally Significant Projects Fund (RSPF) for regional districts	2014
CRD	Regional Trails Management Plan	2016
CRD	Transportation Data and Analytics Program Review	2016
Province (MAH)	Governing Greater Victoria – the Role of Elected Officials and Shared Services (Bish Report)	2016
Province (MAH)	Capital Integrated Services and Governance Initiative	2017
Province (MOTI)	Move, Commute, Connect – BC Active Transportation Strategy (CleanBC)	2019
Province (MOTI)	South Island Transportation Strategy (SITS)	2020
BC Transit	Victoria Regional Transit 10 Year Vision	2020
BC Transit	(Draft) Victoria Region Rapid Bus Strategy and Implementation Action Plan	2020
BC Transit	Local Area Transit Plans	Ongoing

Recommendations focus on four areas:

1) Planning & Policy
2) Infrastructure Investments
3) Land Use
4) Behaviour Change

How are we doing?

Mode share has improved from 22.4% in 2011 to 26.6% in 2017.

Traffic volumes and travel times continue to increase.

Transportation Service Timeline

Timeline	Milestone		Outcome / Gap
2011	Transit Governance Review	📍	**Gap:** Insufficient municipal council support
2013 - 2014	Regional Transportation Plan (RTP)	📊	**Outcome:** Multi-modal regional transportation network, ambitious mode share targets
	Transportation Service Feasibility Study	🖥️	**Outcome:** Proposed service and governance approach
2015 – 2016	Draft Transportation Service Establishment Bylaw • Services • Funding Policy	📍	**Gap:** Insufficient municipal support at municipal councils
		🖥️	**Outcome:** Bylaw held in abeyance until release of provincial report.
2017	Capital Integrated Services and Governance Initiative Report	📊	**Outcome:** No concrete recommendations. Suggests funding could incentivize regional prioritization.
	Update Transportation Service Establishment Bylaw	🖥️	**Outcome:** Adjusted services and requisition limit to respond to municipal concerns.
2018	Transportation Service Not Supported	📍	**Gap 1:** Insufficient municipal council / EA support. **Gap 2:** Premier advises the region needs a shared vision for its transportation goals and clearly articulate role for a service.
2018 - Present	Staff Level, Jurisdiction-Led Project Collaboration	📍	**Gap:** Working groups informally consider how to advance RTP goals, only focusing on infrastructure projects.

Lessons Learned: Establishing a Regional Authority

1. Need clear municipal support to proceed with an authority. In past, municipal councils and EAs had concerns about:

    a) loss of control over transportation decisions
    b) local cost impacts

2. Governance reviews and correspondence with the Premier indicate the region needs first to reach consensus around its transportation future before any authorities change.

3. Process alone will not resolve municipal concerns.

4. An authority will be only be effective if the region can agree on transportation priorities.

Functional Analysis

	Capital Regional District	Municipalities	BC Transit	MOTI
Regional and Multi-Use Trails	**Primary Service Provider** Plan, design, operate maintain, regulate & fund regional trail system that acts as active transportation spine.	Integrate local trails and cycling routes into the regional system.	Support integration of active modes of transportation with transit.	Leases Galloping Goose right of way to CRD.
Regional and Local Roads	Identify multi-modal road network. Develop goals, objectives and policy in support of multi-modal travel. Contribute data.	**Primary Service Provider** Plan, set priorities, design, operate, maintain, regulate and fund roads that provide for local circulation.	Operate transit on local roads.	Integrate highway network for inter-regional travel into local roads.
Land Use – Corridors & Nodes	Set regional vision and objectives in support of growth management. Contribute data.	**Primary Service Provider** Land use planning, land use regulation and taxation tools to shape the location and rate of development.	Need density to provide efficient and reliable transit service.	Policy and approval of development adjacent to highway corridors.
Regional Transit Network	Policy support for transit system. Contribute data.	Maintain roads and bus shelters. Contribute to transit route planning. Contribute property taxes to transit operations.	**Primary Service Provider** Plan, set priorities, design, operate, maintain, regulate and fund transit routes and service.	Enable transit operations on highways. Contribute capital and operating funds.
Provincial Highways	Policy support for inter-regional travel. Contribute data.	Integrate local roads and intersections with provincial highways.	Operate transit on provincial highways.	**Primary Service Provider** Plan, set priorities, design, operate, maintain, regulate and fund provincial highways.
Outcome	Impacts of transportation decisions are felt regionally through congestion pinch-points and intra-regional travel.	No mechanisms to collectively consider the impact of municipal transportation decisions.	CRD has no advocacy leverage on transit matters as there is no consensus on regional priorities.	CRD has no advocacy leverage on provincial investment there is no consensus on regional priorities.

Implementation Opportunities & Gaps

Opportunities:

1) RTP identifies a regional multi-modal transportation network that is being implemented by existing authorities, acting within their jurisdiction.

2) Preliminary data shows that volumes remain steady through the pandemic but are more distributed through the day, decreasing congestion and travel time.

3) Since 2017, the province has invested $500M in the South Island.

Gaps:

1) No approved list of regional priorities to catalyse action or attract funding.

2) No single agency acting as a champion for regional priorities.

3) No funding mechanism to incentivize regional prioritization of infrastructure projects.

4) No formal mechanism to consider the regional impacts of individual transportation decisions.

Focus Areas for Future Actions

1. **Prioritize:** Identify and agree on regional multi-modal priorities.

2. **Advocate:** Speak with one regional voice for funding on approved priority projects.

3. **Coordinate:** Formalize coordination across jurisdictions on matters such as infrastructure investments, transportation and land use policy, and behavior change.

PLEASE NOTE

- Actions are sequential (i.e., must do #1 before moving to #2).

- Region needs to validate problems before seeking solutions.

Proposed Next Steps

1 — Prepare Draft Priorities List
- Work at staff level
- Engage partner jurisdictions
- Develop a draft list of regional transportation priorities as they relate to RTP actions

2 — Circulate Draft Priorities List for Comment
- Analyze priorities against RTP regional outcome statements
- Circulate draft priorities list to local area administrators for comments

3 — Board Prioritizes
- Staff reports back with draft priorities list and coordination mechanisms
- Board prioritizes items on the list
- Board directs implementation next steps

Discussion: Validate Analysis & Input

1) **Validation (Y/N):** Do you have any concerns with the problem statements and gap analysis? If yes, what?

2) **Input:** As a region, how do we make sure that individual decisions do not have a negative regional impact?

Transportation Problems

1. Traffic congestion in peak periods

2. Mode shift – improve mode choice and change behaviour

Why are we discussing this?

Before we can identify priorities, we need to confirm what problems we are trying to solve and the possible scope of collaboration. We need to do this to make sure that transportation solutions are not working at cross-purposes.