



Notice of Meeting and Meeting Agenda Transportation Committee

Wednesday, May 17, 2023

9:30 AM

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

D. Murdock (Chair), L. Szpak (Vice Chair), P. Brent, S. Brice, J. Caradonna, Z. de Vries, B. Desjardins, S. Goodmanson, D. Kobayashi, C. McNeil-Smith, M. Tait, D. Thompson, C. Plant (Board Chair, ex officio)

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

1. Territorial Acknowledgement

2. Approval of Agenda

3. Adoption of Minutes

3.1. [23-362](#) Minutes of the March 15, 2023 Transportation Committee Meeting

Recommendation: That the minutes of the March 15, 2023 Transportation Committee meeting be adopted as circulated.

Attachments: [Minutes - March 15, 2023](#)

4. Chair's Remarks

5. Presentations/Delegations

The public are welcome to attend CRD Board meetings in-person.

Delegations will have the option to participate electronically. Please complete the online application at www.crd.bc.ca/address no later than 4:30 pm two days before the meeting and staff will respond with details.

Alternatively, you may email your comments on an agenda item to the CRD Board at crdboard@crd.bc.ca.

6. Committee Business

6.1. [23-357](#) Regional Trails Closure Policy

Recommendation: There is no recommendation. This report is for information only.

Attachments: [Staff Report: Regional Trails Closure Policy](#)
[Appendix A: CRD Regional Trails Closure Policy](#)

6.2. [23-364](#) Transportation Governance Concepts and Next Steps

Recommendation: The Transportation Committee recommends to the Capital Regional District Board:
That the CRD Board seek input from local governments, electoral areas, the province,
and relevant partner agencies according to the engagement approach as presented.

Attachments: [Staff Report: Transportation Governance Concepts and Next Steps](#)
[Appendix A: Transportation Governance Jurisdictional Scan](#)
[Presentation: Transportation Governance Concepts](#)

6.3. [23-282](#) Previous Minutes of Other CRD Committees and Commissions for
Information

Recommendation: There is no recommendation. The following minutes are for information only.
a) Traffic Safety Commission minutes of February 14, 2023
b) Traffic Safety Commission minutes of March 14, 2023
c) Traffic Safety Commission minutes of Apr 11, 2023
d) Transportation Working Group minutes of April 17, 2023

Attachments: [Minutes: Traffic Safety Commission - Feb 14, 2023](#)
[Minutes: Traffic Safety Commission - Mar 14, 2023](#)
[Minutes: Traffic Safety Commission - Apr 11, 2023](#)
[Minutes: Transportation Working Group - Apr 17, 2023](#)

7. Notice(s) of Motion**8. New Business****9. Adjournment**

The next meeting is July 19, 2023.

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

Meeting Minutes

Transportation Committee

Wednesday, March 15, 2023

9:30 AM

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

PRESENT

Directors: D. Murdock (Chair), L. Szpak (Vice Chair), P. Brent, S. Brice (10:16 am), J. Caradonna, Z. de Vries, B. Desjardins (EP), S. Goodmanson (EP), D. Kobayashi, C. McNeil-Smith, M. Tait (EP), D. Thompson, C. Plant (Board Chair, ex officio) (9:53 am)

Staff: T. Robbins, Chief Administrative Officer; K. Lorette, General Manager, Planning and Protective Services; E. Sinclair, Senior Manager, Regional and Strategic Planning; J. Hicks, Senior Transportation Planner, Regional and Strategic Planning; M. Lagoa, Deputy Corporate Officer; J. Dorman, Committee Clerk (Recorder)

EP - Electronic Participation

The meeting was called to order at 9:32 am.

1. Territorial Acknowledgement

Vice Chair Szpak provided a Territorial Acknowledgement.

2. Approval of Agenda

MOVED by Director Thompson, **SECONDED** by Director McNeil-Smith,
That the agenda for the March 15, 2023 Transportation Committee meeting be approved.
CARRIED

3. Adoption of Minutes

3.1. [23-230](#) Minutes of the January 18, 2023 Transportation Committee Meeting

MOVED by Director Thompson, **SECONDED** by Director Brent,
That the minutes of the January 18, 2023 Transportation Committee meeting be adopted as circulated.
CARRIED

4. Chair's Remarks

Chair Murdock spoke about transportation within the CRD, the lovely spring weather for cycling, and that the discussion on the Island Corridor Foundation announcement will be discussed at the afternoon's Board meeting.

5. Presentations/Delegations

There were no presentations.

MOVED by Director Thompson, SECONDED by Director McNeil-Smith,
That (one) delegation be permitted to speak.
CARRIED

- 5.1. **23-244** Delegation - Corey Burger; Representing Capital Bike: Re: Agenda Item
6.1: Cycling Facility Criteria
C. Burger spoke to Item 6.1.

6. Committee Business

- 6.1. [23-208](#) Cycling Facility Criteria

K. Lorette spoke to Item 6.1.

Discussion ensued on the following:

- concept and interpretation of All-Ages and Abilities (AAA Rating)
- high versus low pedestrian volume
- provincial standards and terminology
- community adaptation and rural interplay

**MOVED by Director Caradonna, SECONDED by Director Kobayashi,
The Transportation Committee recommends to the Capital Regional District
Board:
That the Capital Regional District Board approve the regional cycling facility
criteria shown in Appendix A.
CARRIED**

6.2. [23-209](#) Governance Options: Transportation Planning Backgrounder

K. Lorette spoke to Item 6.2.

Discussion ensued on the following:

- collaboration with other key transportation stakeholders
- funding model analysis
- transportation governance versus authority
- jurisdictional role definitions
- engagement opportunities

Board Chair Plant arrived to the meeting at 9:53 am.

Director Brice arrived to the meeting at 10:16 am.

**MOVED by Director Kobayashi, SECONDED by Director Caradonna,
The Transportation Committee recommends to the Capital Regional District
Board:**

**That staff be directed to initiate the planning required to develop transportation
governance options, including a progress analysis of governance needs and an
impact evaluation associated with changes to the existing mode-specific
governance framework.**

CARRIED

6.3. [23-207](#) Previous Minutes of Other CRD Committees and Commissions for
Information

These minutes were received for information:

- a) Traffic Safety Commission minutes of December 13, 2022
- b) Traffic Safety Commission minutes of January 10, 2023
- c) Transportation Working Group minutes of February 13, 2023

7. Notice(s) of Motion

There were no notice(s) of motion.

8. New Business

There was no new business.

9. Adjournment

**MOVED by Director de Vries, SECONDED by Director Brent,
That the March 15, 2023 Transportation Committee meeting be adjourned at 10:43
am.**

CARRIED

CHAIR

RECORDER



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REPORT TO TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, MAY 17, 2023

SUBJECT **Regional Trails Closure Policy**

ISSUE SUMMARY

To provide information about the Capital Regional District (CRD) Regional Trails Closure Policy.

BACKGROUND

The Capital Regional District (CRD) operates and maintains a 100-kilometre multi-use regional trail network comprised of the Galloping Goose Regional Trail, the Lochside Regional Trail and the E&N Rail Trail – Humpback Connector that connects key destinations throughout the region. On occasion, temporary closures on regional trails are required to address operational issues, conduct regular maintenance or to complete infrastructure improvements and repairs. Trail closures can impede the use of regional trails as active transportation corridors if the trail is closed to public use and if safe detour routes are not provided.

At the November 10, 2021 CRD Board meeting, staff were directed to report back on current endeavors and the advisability of developing a new construction and detour policy for regional trails. On August 10, 2022, the Board received a report outlining information on the current process CRD staff follow for managing regional trail closures. It was determined that a consistent approach to regional trail closures and detour routes should be discussed with the Transportation Working Group (TWG) prior to the development of a CRD policy.

The TWG discussed regional trail closure considerations at recent meetings in 2022 and 2023. Based on the feedback received from TWG members, CRD staff developed the Regional Trails Closure Policy (the policy) – see Appendix A. The policy strives for a consistent approach to regional trail closures that minimizes disruptions to trail users through communications messaging, traffic management protocols, and by either implementing a partial closure that still allows trail users to traverse safely through a work site or by providing a detour route that meets the region's All Ages and Abilities (AAA) facility standard.

IMPLICATIONS

Intergovernmental Implications

The Transportation Working Group was formed in 2021 to advance advocacy and implementation towards regional transportation priorities. Membership is comprised of transportation planners and engineers from municipal, provincial and regional government agencies.

The policy applies to the CRD and any agency, municipality, company or individual that requests to close a CRD regional trail to public use. The CRD is responsible for administering the policy, issuing park use permits under Capital Regional District Park Regulation Bylaw No. 1, 2018 (Bylaw No. 4225), and authorizing the closure of regional trails that are under the CRD's jurisdiction. The Province of BC and municipalities are responsible for reviewing and authorizing

the use of their property (roadways, sidewalks, etc.) for detour routes associated with a regional trail closure, as described in a traffic management plan submitted to those agencies.

The policy is developed, approved, implemented and maintained by the CRD's Regional Parks division at the discretion of the General Manager, Parks & Environmental Services Department, in accordance with the CRD's Policy Management Framework.

Financial Implications

Costs associated with planning and implementing regional trail closures, such as traffic management plans, communications material, site security, liability and insurance, are the responsibility of the agency, company or individual that requested the closing of a regional trail. Costs will vary depending on the duration of the closure and the feasibility of achieving a suitable detour route that meets the desired AAA facility standard. Estimated total costs for staff time and materials related to temporary closures of regional trails are between \$1,000 and \$3,000 for unpaved/rural sections and between \$2,000 and \$5,000 for paved/urban sections. Total estimated cost of an engineered traffic management plan is between \$3,000 and \$5,000. Additional on-site traffic management costs are estimated between \$500 and \$1,000 per day.

Service Delivery Implications

The policy strives to achieve partial trail closures during a work activity where the trail is kept open to public use during peak hours but travel may be impacted due to a narrowed trail surface, alternating traffic, intermittent delays or full trail closures at off-peak hours. Where a partial closure cannot be achieved, full trail closures are permitted, provided that a traffic management plan is provided that identifies a detour route that meets the region's AAA facility standard to accommodate safe travel for pedestrians and cyclists. A lesser facility standard may be accepted in rural communities within the region and in circumstances where an AAA facility cannot be reasonably provided. Staff will continue to work with the Transportation Working Group to implement and monitor the success of this policy.

Alignment with Board & Corporate Priorities

Transportation is a priority for the 2023-2026 CRD Board term. This policy aligns with 2023-2026 Corporate Plan initiative *4b-1 Work with the Transportation Working Group to implement the regional multi-modal transportation network*, of which the regional trails are a part. This policy also aligns with the 2023-2026 Board Priorities initiative *1a Improve regional connectivity and safety across transportation modes*. The policy strives for a consistent approach to regional trail closures that minimizes service disruptions and achieves safe operating standards for active transportation.

CONCLUSION

The CRD Board directed staff to report on current approaches to regional trail closures and on the advisability of developing a policy. The Transportation Working Group has met over 2022 and 2023 to develop the CRD Regional Trails Closure Policy. The policy strives to keep trails open to public use during a work activity, whenever possible, and with communications messaging and traffic management protocols in place. When keeping the trail open during a work activity is not possible, the policy requires that a traffic management plan specify a detour route that meets the

AAA facility standard and is approved by the agency responsible for the infrastructure that comprises the detour route. Staff will continue to work with the Transportation Working Group to implement and monitor the success of this policy.

RECOMMENDATION

There is no recommendation. This report is for information only.

Submitted by:	Jeff Leahy, RPF, Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: CRD Regional Trails Closure Policy

**CAPITAL REGIONAL DISTRICT
POLICY**

Policy Type	Division		
Section	Regional Parks & Trails		
Title	CRD REGIONAL TRAILS CLOSURE POLICY		
Approved Date	May 3, 2023 (by GM)	Policy Number	PARK-01
Last Amended			
Policy Owner	Parks & Environmental Services		

1. POLICY:

To establish a consistent approach to managing Capital Regional District (CRD) Regional Trail Closures (off-road sections). Wherever possible, proponents shall strive for a Partial Closure of a CRD Regional Trail. Where Partial Closures are not possible, an All Ages and Abilities (AAA) Facility detour route shall be sought.

2. PURPOSE:

The CRD authorizes closures of Regional Trails (off-road sections). Closures of Regional Trails occur from time to time to address operational issues, regular maintenance, infrastructure repair and construction. Regional Trail closures may be requested by organizations, individuals or their agents, including but not limited to, First Nations, the Province of British Columbia (BC), municipalities, utility companies, private landowners, or the CRD. A policy is required to establish a consistent approach to Regional Trail Closures that minimizes disruption to trail users.

3. SCOPE:

This policy applies to situations where Closure of a Regional Trail (off-road sections) is requested by an agency, agent, individual, or the CRD.

The CRD is responsible for administering this policy and authorizing the Closure of Regional Trails that are under the CRD’s jurisdiction.

The CRD is exempt from obtaining a Permit but will otherwise adhere to this policy.

The CRD may impose conditions as part of issuance of a Permit.

First Nations, the Province of BC, municipalities and private landowners are responsible for reviewing and authorizing the use of their property (roadways, sidewalks, etc.) for detours routes associated with a Regional Trail Closure.

Permit applicants are responsible for: preparing permit applications; developing and implementing Traffic Management Plans, site maps and plans; developing Communications Plans and delivering communications material (subject to CRD review); site security; liability and insurance; all costs associated with the Permit application and the Regional Trail Closure.

4. DEFINITIONS:

AAA Facility – a cycling and pedestrian facility for all ages and abilities based on current conditions of traffic speeds and volumes as outlined in Schedule A.

Closure (Full) – means a Regional Trail and ancillary amenities, or portion thereof, is closed to public use.

Closure (Partial) – means a Regional Trail and ancillary amenities, or portion thereof, remains open to public use during peak hours (7-9 am and 3-5 pm) but travel may be impacted by a narrowed trail surface/corridor, alternating traffic, intermittent delays, or temporary closures during off-peak hours (9 am-3 pm and 5 pm-9 am).

Communications Plan – means a document outlining what, when and how information will be distributed to the public about a Regional Trail Closure.

Permit – means a park use permit issued by the CRD under Capital Regional District Park Regulation Bylaw No. 1, 2018, Bylaw No. 4225.

Regional Trail – means a trail managed and operated by the CRD for public use; includes off-road sections of the Galloping Goose, Lochside, E&N, and Mayne Island regional trails; does not include on-road sections such as at road crossing intersections and on Lochside Drive.

Traffic Management Plan – means a traffic control plan that addresses cyclist and pedestrian safety and accessibility and that includes strategies designed to safely navigate trail users around a work activity.

5. PROCEDURE:

1. A request for a Regional Trail Closure (Partial or Full) shall be made in writing to the CRD in the form of a Permit application.
2. Permit applications shall include the following:
 - A description of the proposed work activity, location, type and duration of Closure, site office requirements, and any other applicable information.
 - A description of measures taken to reduce the impact of the Closure on trail visitors, including:
 - isolating the worksite;
 - scheduling the work activity outside of peak visitation times;
 - reducing the duration of work activity; and
 - minimizing disruption to trail users.
 - A Communications Plan that provides information to trail users about the Closure, including measures to provide at least 7 days advance notice of a Partial Closure or 14 days advance notice of a Full Closure and ongoing messaging for the duration of the Closure.

- For Partial Closures: A Traffic Management Plan outlining measures for safely navigating trail users through a Partial Closure site, including but not limited to on-site traffic management, fencing and signage.
 - For Full Closures: A Traffic Management Plan that includes an AAA Facility detour route for safely navigating trail users around a Closure site, where feasible and agreed upon with the local government/authority in the following municipalities:
 - Victoria
 - Saanich
 - Central Saanich
 - North Saanich
 - Sidney
 - Esquimalt
 - View Royal
 - Colwood
 - Langford.
 - For Full Closures: A Traffic Management Plan outlining measures, including but not limited to on-site traffic management, fencing and signage for safely navigating trail users around a Full Closure site, where feasible and agreed upon with the local government/authority in the follow areas:
 - Southern Gulf Islands Electoral Area
 - Juan de Fuca Electoral Area
 - Sooke
 - Metchosin.
3. Traffic Management Plans that include detour routes onto infrastructure outside of the CRD Regional Trail will be reviewed and approved by the applicable municipal and/or provincial authority(ies) affected. In circumstances where an AAA Facility detour cannot be reasonably provided, the CRD and the applicable authority(ies) may determine a lesser standard is acceptable provided that cyclist and pedestrian safety and accessibility measures are addressed.
 4. In extraordinary circumstances where a Closure of a Regional Trail is unplanned, such as for emergency infrastructure repair, all efforts will be made to adhere to this policy as soon as possible.
 5. Any organization, individual or their agent proposing a Closure of a Regional Trail that results in use of municipal, provincial or private lands or infrastructure must comply with all applicable legislation and obtain required approvals from that authority related to any applicable permits, bylaws, liability and insurance requirements.
 6. Approval of a Traffic Management Plan that includes proposed detour routes and use of infrastructure outside of the Regional Trail, and/or any on-street occupancy and/or curb use associated with the works, is required from the applicable authority.

6. **SCHEDULE: A – All Ages and Ability (AAA) Facility Criteria**

7. **AMENDMENT(S):**

Adoption Date	Description:
Enter date	

8. **REVIEW(S):**

Review Date	Description:
May 2026	

SCHEDULE A ALL AGES AND ABILITY FACILITY CRITERIA

All Ages and Abilities (AAA) Cycling Facilities provide a comfortable and safe cycling experience for people of AAA, including families with children, seniors and new riders. The criteria for an AAA Cycling Facility are based on the BC Active Transportation Design Guide* and definitions used by TransLink and the City of Vancouver. For the purposes of this policy, the CRD will consider AAA Cycling Facilities to be those that meet the criteria set out in Table 1. AAA Cycling Facility Criteria.

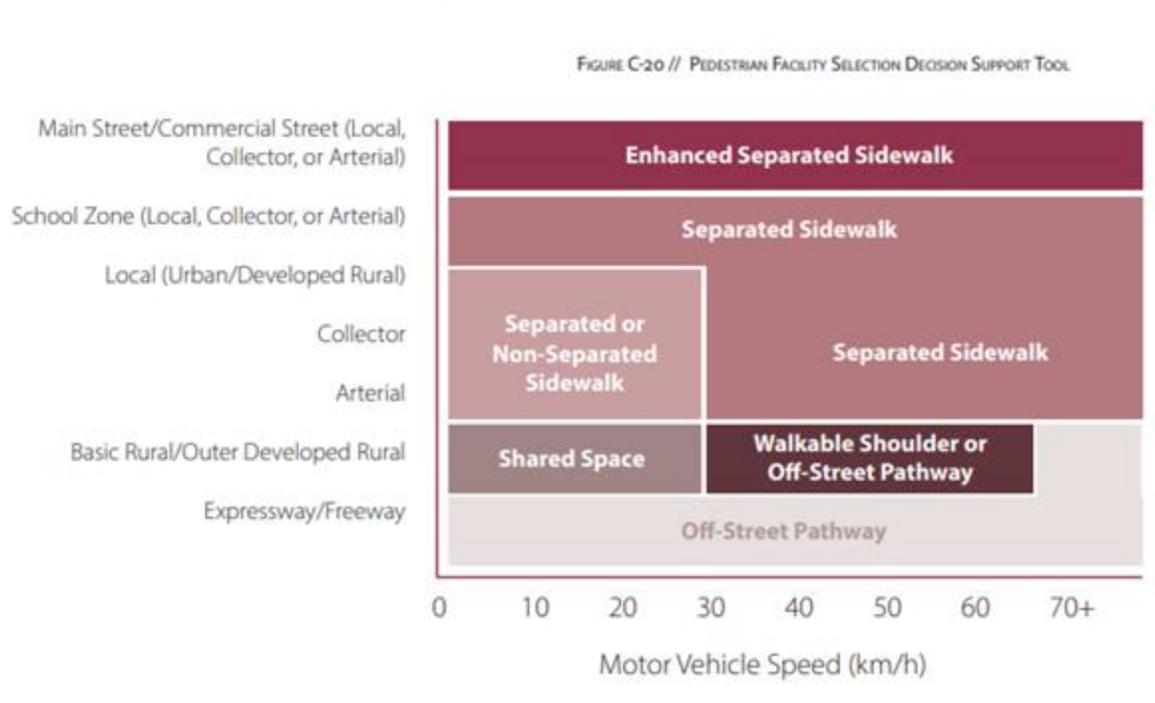
Table 1: AAA Cycling Facility Criteria

Target Motor Vehicle Speed	Target Max Motor Vehicle Volume	Motor Vehicle Lanes	Key Operational Consideration	All Ages & Abilities Bicycle Facility
Any	Any	Any	Any of the following: High curbside activity, frequent buses, motor vehicle congestion or turning conflicts	Protected Bike Lane (one-way or two-way)
≤ 30 kph	≤ 1000 per day	No centerline or single lane one-way	< 50 motor vehicles per hour in peak direction at peak hour	Neighbourhood Bikeway or Advisory Bike Lane (traffic calmed shared route)
Highways, natural / linear corridors, or geographic edge conditions with limited conflict			High pedestrian volume	Separated Multi-Use Path (off-street)
			Low pedestrian Volume	Shared Multi-Use Path (off-street)

*The BC Active Transportation Design Guide provides information about facility design considerations and applications. As noted in the design guide, all designs should be applied with sound professional judgement that considers the unique context of each project.

AAA Pedestrian Facilities also provide a comfortable and safe experience for people of AAA, including families with children and seniors. The criteria for an AAA Pedestrian Facility are based on the BC Active Transportation Design Guide.* For the purposes of this policy, the CRD will consider AAA Pedestrian Facilities to be those that meet the criteria set out in Table 2: AAA Pedestrian Facility Criteria and incorporate accessible design guidance from CSA B651.

Table 2: AAA Pedestrian Facility Criteria



* The BC Active Transportation Design Guide provides information about facility design considerations and applications. As noted in the design guide, all designs should be applied with sound professional judgement that considers the unique context of each project.



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REPORT TO TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, MAY 17, 2023

SUBJECT **Transportation Governance Concepts and Next Steps**

ISSUE SUMMARY

To seek approval to engage local governments, electoral areas, and agency partners on transportation governance solutions.

BACKGROUND

Transportation governance is a priority for the 2023-2026 CRD Board term.

On April 12, 2023, the CRD Board directed staff to initiate the planning required to develop transportation governance options. The CRD Board provided this direction based on the Regional Transportation Plan (RTP), regional transportation priorities and lessons learned from previous attempts to create regionalized transportation governance.

This report:

- Summarizes the rationale for the transportation governance work;
- Presents a comparative scan of regional transportation authorities (Appendix A);
- Identifies governance concepts to generate feedback on the scope and scale of possible change; and,
- Proposes an engagement approach to seek that feedback.

Rationale for Governance Change and Opportunity Statements

Regional transportation authorities make transportation service delivery easier for municipalities. The end goal for any authority is to improve mobility. Authorities recognize that residents live and work across local government boundaries, want to move easily across those boundaries and expect affordable, efficient, safe, and reliable transportation options regardless of who delivers the service. Many authorities operate at arm's length from government.

As identified in the 2014 CRD Transportation Service Feasibility Study, successful authorities share three governance features: they are multi-modal, they ensure the right people make the right decisions at the right time, and they have a secure source of funding to meet service levels.

Since 2014, the CRD, local governments and partner agencies have focused on the first component. Examples include preparing local transportation and transit plans that align to the Regional Transportation Plan and identifying regional transportation priorities. The next step in terms of governance is changes to funding and decision-making.

Comparative Scan of Transportation Authorities

The CRD shares the same transportation goals as other metropolitan regions: ease congestion during peak travel times, reduce emissions, and support higher rates of walking, cycling and transit use. Staff researched three transportation authorities in comparable regions—Translink in Metro Vancouver, Auckland Transport in Auckland, New Zealand, and Halifax Region Municipality. See Appendix A for the jurisdictional scan.

Each transportation authority combines governance features in different ways. Key findings:

- Another level of government created the transportation authorities to improve mobility.
- It takes time to become fully operational. Each transportation authority required over a decade for planning and consolidation to take full effect. Changes occurred incrementally.
- Success is built from a solid base. Transportation authorities that make decisions over things like mode integration, land use, and funding have greater control over mobility outcomes.

Transportation Governance Concepts for the Capital Region

A full transportation authority would mean the CRD, or another regional body, makes funding and service-level decisions related to multiple transportation modes. This is different from where we are today. Multiple partners are responsible for service delivery. The CRD defines the regional multi-modal network, provides data and reporting and operates a regional trail. To implement a transportation authority, local governments and partner agencies would need to agree on:

- Modes subject to the authority (i.e., trails, roads, active travel, and transit)
- Desired service level for each mode
- Funding model
- Reporting relationship between the new authority and existing decision-makers

Given the scale of change associated with a full transportation authority, local governments and partner agencies need to provide input on transportation governance solutions that work. The Board needs this input to decide what can reasonably be achieved this term and deliver on partner needs.

Staff have prepared updated transportation governance concepts to seek this input, based on findings from the jurisdictional scan and recommendations from the 2014 CRD Transportation Service Feasibility Study. The concepts propose increasing levels of regional authority from one level to the next. All modes (trails, active transportation, transit, roads) can be scoped into each level, should the responsible partner wish to participate.

Level 1: New CRD service. This level consolidates CRD transportation functions to enable service level changes. Specifically, it would bring the planning function for the regional multi-modal transportation network (Regional and Strategic Planning (RSP)) and the active transportation function of regional trails (Regional Parks) together.

Level 2: Expand CRD authority. This level introduces new authorities so the CRD can raise and administer funds and offer behaviour change programming. In this level, the CRD gains new tools to help attract more funding to the region. The CRD would also offer more services related to transportation demand management. While these authorities would be new to the CRD, they are based on authorities permitted to regional districts by legislation.

Level 3: New authority. This level creates a new Capital Region Transportation Authority, meaning there are fewer organizations that make decisions about service levels and investment in the network. This change would link service levels to mobility performance and planned growth.

The changes in levels one and two can be delivered by the CRD in the short term, based on authorities permitted by legislation. A new CRD service establishment bylaw would be required to do so. The changes in level three require new provincial legislation and a CRD service establishment bylaw.

Engagement Approach

The proposed engagement approach is to build consensus on the scope and scale of governance change needed to achieve regional mobility objectives. Engagement will be with partners who deliver transportation services in the region: 13 local governments, three electoral areas, BC Transit, the Victoria Regional Transit Commission (VRTC), the Ministry of Transportation and Infrastructure (MoTI), the Ministry of Municipal Affairs, BC Ferries and the Victoria Airport Authority. First Nations governments will be informed of the process. Moving forward, the approach can be scoped to allow nations to participate should they be interested.

Using the governance concepts as a guide, organizations will be asked:

1. What are the current regional transportation challenges from the organization's perspective?
2. Why is transportation governance change important from the organization's perspective? From a regional perspective?
3. What does regional governance over transportation look like in the long term? In the short term? (i.e., what modes are included, who makes decisions and about what, who pays?).
4. What level of governance change does the organization support?

The Board will use the input to determine the level of change it can achieve over its term, and pending support, define regional aspirations over the long term.

Next Steps

- **Engagement (summer 2023):** Engage 13 local governments, three electoral areas and partner agencies to seek input. Analyse level of consensus for change.
- **Analysis and reporting (fall 2023):** Report back to the Board on findings and seek Board direction on the level of governance change to pursue this Board term.
- **Initiate service feasibility (fall 2023):** Pending direction, develop a service feasibility study to deliver on the change that is needed.

Depending on the results of this planning phase, the rest of the Board term would be used to:

- **Service establishment (2024):** Pending direction, undertake service approval and enact a service establishment bylaw.
- **Implementation and delivery (2025-ongoing):** Implement the required internal changes to increase service levels and prove the feasibility of the service, measured against performance indicators.
- **Business case for a transportation authority (2025-2026):** Pending level of support, begin a business case for a new authority, which could include transit integration.
- **Delivery (2026):** Advocate for legislative change and implement a new authority, as directed.

ALTERNATIVES

Alternative 1

The Transportation Committee recommends to the Capital Regional District Board: That the CRD Board seek input from local governments, electoral areas, the province, and relevant partner agencies according to the engagement approach as presented.

Alternative 2

That the Transportation Governance Concepts and Next Steps staff 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. Solutions that shift mode share—get more people taking transit, walking, and cycling—are needed to reduce GHG emissions and address traffic congestion.

Intergovernmental Implications

For transportation governance to change, the CRD Board, electoral areas, local governments, and partner agencies need to agree on who will make decisions about what. The province will only consider enacting a new transportation authority if there is consensus for change. The best way to develop consensus is to build solutions collaboratively.

The proposed engagement approach will seek input from partners who deliver transportation services in the region. At this time, First Nations governments will be informed of the process. Moving forward, options will be scoped to allow nations to participate should they be interested.

Focusing on what the CRD Board and local governments control is most likely to deliver concrete change this Board term. For example, the ability to administer funds to incent priorities could make a meaningful difference to the region. In the long term, governance changes will require trade-offs. Different decision-making and funding authorities will be needed to advance mobility, climate action and liveability objectives.

Regional Growth Strategy Implications

The Regional Growth Strategy (RGS) sets the vision for the future of the region. The RGS calls for the implementation of the regional multi-modal transportation network. The RGS also sets the regional mode share target that 42% of trips be taken by walking, cycling and transit (mode share target is now 45% given subsequent changes to the transit target by BC Transit).

Financial Implications

The RSP core budget can absorb costs associated with the proposed engagement through to the end of 2023. Any costs associated with service feasibility in 2024 would require additional funding. Pending direction, these costs would be developed and presented for approval through the annual service and financial planning processes.

Service Delivery Implications

The project timelines assume that engagement will begin in late June—early July. Any delays will affect the ability to report back to the Board for a decision on next steps by the end of 2023.

RSP will need to defer incremental improvements to the transportation data collection program to free up capacity to deliver the engagement process in 2023.

The deferral would also allow the data collection program to be informed by new service needs. Pending direction, additional capacity would be needed in 2024 to establish a new service. RSP would increase its capacity by procuring consultancy services.

Alignment with Board & Corporate Priorities

A CRD Board priority for the 2023–2026 term is to present options for changes in governance for transportation in the region, including the Electoral Areas. Initiative 4a-1 in the CRD Corporate Plan is to scope and develop governance options, including consideration of a new transportation authority. Engaging local governments and partner agencies on the proposed governance concepts is critical to advancing this priority.

Alignment with Existing Plans & Strategies

Several CRD plans and strategies have informed the proposed governance concepts and engagement process, including the RGS, the Regional Transportation Plan, the Interim Regional Parks and Strategic Plan, the Regional Trails Management Plan, the CRD Climate Action Strategy, and the new intergovernmental relations policy.

CONCLUSION

Transportation governance is a priority for the 2023-2026 CRD Board term. Given the scale of change needed to achieve transportation and climate action objectives, the Board needs input from local governments, electoral areas, and agency partners on governance solutions that work. The proposed engagement approach is to build consensus on the scope and scale of governance change needed to achieve regional mobility objectives.

RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:
That the CRD Board seek input from local governments, electoral areas, the province, and relevant partner agencies according to the engagement approach as presented.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT(S)

Appendix A: Transportation Governance Jurisdictional Scan

Transportation Governance Jurisdictional Scan

Executive Summary

The Capital Regional District (CRD) shares many of the same transportation goals as other metropolitan regions: Ease congestion during peak travel times, reduce emissions, and support higher rates of walking, cycling and transit use. Similarly, the CRD is not the only jurisdiction trying to integrate different transportation modes into a single planning framework, ensure the right authorities are in place and find dedicated funding to meet service levels.

Staff researched three comparable regional examples of different transportation governance models (see *Figure 1, on page 19, illustrating the comparison*). This scan shows that each jurisdiction has combined the three dimensions of transportation governance in different ways.

- 1. TransLink (Metro Vancouver):** TransLink is a regional transportation authority for a region of 2.75 million residents and 21 local governments. TransLink plans Metro Vancouver's Major Road Network and operates the public transit system. The governance structure enables a single planning framework for the major road network and relies on funding to incentivize coordinated decision-making. TransLink has made significant investments to build out and operate a robust public transit system that moves people efficiently.

Decision-making about transportation matters remains complex as TransLink, local governments, the Metro Vancouver Regional District and Ministry of Transportation and Infrastructure (MoTI) continue to have authorities over discrete functions. Further, TransLink relies on provincial and federal investments for its major infrastructure projects and does not have stable, sufficient funding to continue its build out of the planned network.

- 2. Auckland Transport (Auckland, New Zealand):** Auckland Transport (AT) is a transportation authority for a region of 1.67 million residents. AT plans, delivers, operates and maintains a multi-modal transportation system of arterial and local roads, footpaths, cycleways, public transit, ferry wharves and two airfields. The governance structure is an amalgamation of eight local and regional councils into one organization.

Amalgamation enabled rapid investment and build-out of public transit by consolidating planning and service delivery authorities in one organization. Local and federal government have authority over funding decisions. AT relies on Auckland Council, the New Zealand Transport Agency (NZTA), and central government for the funding it needs to deliver service level expectations. This creates a governance model that enables the local government to set multi-modal goals but restricts AT's ability to implement those aspirations.

- 3. Halifax Regional Municipality (Halifax, Nova Scotia):** Halifax Regional Municipality (HRM) is the local government for 480,000 residents. HRM plans and delivers integrated mobility services through departments responsible for public transit, roads, active transportation, and land use. The governance structure is an amalgamation of four local governments and the elimination of the regional government.

HRM has integrated its transportation and land use functions. The same organization makes planning and operational decisions, guided by an Integrated Mobility Plan. Dedicated funding is provided through a variety of streams, including a transit tax for urban areas within a transit service boundary. Additionally, Halifax Harbour Bridges uses tolls for the operation and maintenance of their two large bridges. Through this governance model, HRM has a comparatively high degree of authority over decisions related to multi-modal mobility, land use and funding. As this governance model has proven successful, a new provincial Crown Corporation has been established to develop a Regional Transportation Plan. The core partners include local, provincial, and federal government, along with harbour bridges, port authority and airport.

Key Findings

- Another level of government created the transportation authorities to improve mobility. The CRD, local governments and agency partners need to provide a strong business case for change, particularly in relation to transit, to be in a position to ask the province for new powers.
- It takes time to become fully operational. Each transportation authority required over a decade for planning and consolidation to take full effect. This confirms a core assumption from a 2014 CRD Transportation Service Feasibility Study: implementation will happen incrementally, likely following a phased approach.
- Success is built from a solid base. Transportation authorities that make decisions over things like mode integration, land use, and funding have greater control over mobility outcomes.

Introduction

CRD Regional and Strategic Planning staff undertook a jurisdictional scan to examine examples of different transportation governance structures for Board consideration. This report presents three transportation authorities with different combinations of the three dimensions of transportation governance: TransLink, Auckland Transport (AT), and Halifax Regional Municipality (HRM). Each have undergone transformative change and represent archetypes of different governance models. Outlined for each authority are an introduction, history, timeline, key decision makers, key plans, desired outcomes, authority and jurisdiction over various modes, and funding structure. The scan concludes with a discussion of key findings as they pertain to the dimensions of transportation governance.

Dimensions of Transportation Governance

The 2014 Transportation Service Feasibility Study recommendations were based on three dimensions of transportation governance:

- 1. Level of multi-modal integration:** Full multi-modal integration is when the transportation planning framework – the policy, budget, and service level decisions – extends beyond a single mode and considers a range of transportation, climate action and land use impacts in decision making.
- 2. Decision-making authority:** Unfettered decision-making is when the right authorities are in place to make decisions that will lead to a desired outcome. Strategic planning decisions, often made by a policy board or elected council, relate to transportation policy, budget, and service levels. Operational decisions, often made by technical experts, relate to service delivery, maintenance, and investment in new assets.
- 3. Funding:** Building out the regional multi-modal network and changing travel behaviour costs money. Dedicated, stable funding sources are needed to make capital and program investments to increase service levels, and to operate and maintain existing service levels.

Applicability to the CRD Context

Capital Regional District (CRD)

The capital region is home to about 440,000 residents (2022) in 13 municipalities and three electoral areas, overseen by the CRD with limited authority and responsibilities. Transportation governance is split by mode. Decision making power is such that local governments have jurisdiction over regional and local roads and land use, BC Transit has jurisdiction over the regional transit network, the Province has jurisdiction over highways, and the CRD has jurisdiction over regional and multi-use trails.

TransLink

TransLink is the most logical comparator as the CRD and Metro Vancouver are working under the same legislative environment within British Columbia (BC). As well, both contain several local governments. The capital region is the second largest region with significant economic activity in the province, next to Metro Vancouver. However, the population, jobs, density, and economy are significantly larger in Metro Vancouver and thus justify a more robust public transit system.

Auckland Transport (AT)

AT was chosen to show a model where a senior government exerts a high degree of decision-making authority. AT is federally legislated and comprises a single municipality (amalgamated). The Auckland region underwent significant transportation governance changes in 2010. New Zealand is a commonwealth country and is not an American or European example, which are more challenging comparisons due to significant legislative and built form differences. Like the capital region, Auckland is on an island, was previously composed of several municipalities, and is working to solve affordability issues and accommodate growth.

Halifax Regional Municipality (HRM)

Halifax and Victoria are both capital cities that are the home ports of the Royal Canadian Navy's Atlantic and Pacific fleets, and they both include suburban and rural communities in addition to their urban cores. The Halifax Region has a very similar population size to the capital region, including a similar proportion of the population aged 65+ (HRM 20%; CRD 23.4%). However, HRM is about twice the size in land area.

The Halifax region has undergone significant change in transportation governance over the past 27-years since amalgamating. Faced with regional transportation challenges, growing community interest in creative, cost-effective ways to reduce vehicle-dependency and a revised Regional Plan, Halifax Regional Council identified the need to re-examine transportation policies and priorities. HRM has since brought together transportation and land use planning and focused on multi-modal integration. HRM also has similar mode-shift goals as the CRD.

Vancouver–TransLink

Introduction

TransLink is a regional transportation authority created by the *South Coast British Columbia Transportation Authority (SCBCTA) Act*. TransLink plans and manages Metro Vancouver's transportation system with their partners, stakeholders, and operating companies. Metro Vancouver is a federation of 21 local governments, one electoral area, and one Treaty First Nation and home to about 2.75 million residents.

Their governance structure includes a Board of Directors and Mayors' Council on Regional Transportation. The Board has the responsibility and mandate to make decisions in the interest of TransLink within the limits established by the Act.

TransLink has four areas of strategies, plans, and guidelines: Area Transport Planning, Transit and Transportation Planning, Managing the Transit Network, and transit-oriented communities. TransLink's operating budget is approximately \$2 billion (2023).

History

Transportation was the top issue in the Lower Mainland in the 1990s, as skyrocketing rates of car ownership and gridlock made for difficult commutes, inefficient goods movement, and significant emissions. The proposed solution was a regional response. Thus, the Province created TransLink in 1999 and transferred ownership of some roads that were previously provincial

highways to local governments, while designating TransLink as responsible for providing operation and maintenance funding for the major road network.

TransLink has three key features:

- 1) It is responsible for creating a transportation network to move people and goods efficiently and building capacity to handle population growth and meet the municipalities' economic plans.
- 2) It is responsible for both the major road network and the public transit system – typically the responsibility of separate city departments.
- 3) It has the means to raise its own funds through taxation (a key change from BC Transit).

TransLink is essentially the same entity that was created by the historic agreement of 1999, but its scale is now much larger. Originally, TransLink's operating budget was about \$358 million, and it managed about \$100 million in small capital projects. By 2008, TransLink's operating budget was \$992 million, with about \$4 billion in major capital projects. In 2023, the operating budget is about \$2 billion and capital projects approved and underway total \$4.8 billion.

Timeline

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| 1993 | Idea is born; Greater Vancouver Regional District (GVRD) and the Province release Transport 2021 Plan, proposing integration of land use and transportation planning and major service improvements. |
| 1996 | BC government transfers responsibility for secondary highways to local governments. |
| 1997 | Negotiators sign and submit a final agreement to create the Greater Vancouver Transportation Authority (GVTA/TransLink). |
| 1998 | GVTA Act approved by Provincial legislature. |
| 1999 | TransLink is launched. |
| 2001 | Province announces additional gas tax funding if TransLink can match revenues from local sources. |
| 2002 | Vancouver and Whistler win 2010 Olympic and Paralympic Winter Games. |
| 2003 | Board and GVRD approve \$4 billion, 10-year Regional Transportation Plan. |
| 2004 | Province puts \$370 million toward Canada line. |
| 2005 | New deal returns \$307 million in gas tax funding to TransLink. |
| 2007 | Independent review of TransLink's governance completed. Transport 2040 process initiated; new Act transforms GVTA into <i>South Coast British Columbia Transportation Authority Act</i> , expanding mandate. |
| 2022 | Transport 2050: Metro Vancouver's 30-year Regional Transportation Plan approved. |
| 2023 | Metro 2050: Regional Growth Strategy (RGS). |

Key Decision Makers

The key decision makers for transportation in the region are TransLink, local governments, Metro Vancouver, and the BC MoTI. Each have authorities over different transportation functions.

At TransLink, the Mayors' Council on Regional Transportation provides political direction, and the Board of Directors provides operational direction.

Key Plans

TransLink's Regional Transportation Plan, Transport 2050, guides work long-term. TransLink is also mandated to prepare 10-year Priorities (Investment Plans) at least once every three years. Once approved by the Mayors' Council, it becomes the strategic plan. Metro Vancouver's RGS, Metro 2050, provides the land use framework for regional transportation planning. Local governments' Official Community Plans (OCP) and Transportation Plans also guide local transportation decisions that can have a regional impact.

Desired Outcomes

Transport 2050 aims to create a future that provides everyone with access to transportation choices that are convenient, reliable, affordable, safe, comfortable, and carbon free. The aim is to have walking, cycling, and transit be competitive choices that account for at least half of all passenger trips by 2050.

Authority and Jurisdiction

TransLink gets the authority to make decisions through provincial legislation in the *SCBCTA Act*. The approach to transportation governance and decision making is complex, collaborative, and requires close coordination between TransLink and local governments, Metro Vancouver, and the BC MoTI.

Regional Trails and Multi-use Trails

Local governments own multi-use paths; TransLink builds and maintains them. TransLink also finances multi-use paths and thereby has influence over the build out. There is no legislation regarding TransLink's oversight of multi-use paths, rather it comes from Investment Plans that include visions for cycling and walking infrastructure and language specific to multimodal aspects. TransLink creates program and implementation plans based on consultation with local governments, but ultimately TransLink has the authority to decide how the money is spent. TransLink helps local governments see the regional picture and are deliberate about where infrastructure is to be built out and what type of infrastructure is needed to generate mode shift.

Metro Vancouver completes a Regional Greenways Plan, which is the region's shared vision for a network of recreational multi-use paths for cycling and walking that connects residents to large parks, protected natural areas, and communities to support regional livability.

Regional and Local Roads

TransLink and local governments co-manage the Major Road Network (MRN). Local governments are the owners, while TransLink is responsible for providing operation and

maintenance funding. TransLink has oversight and authority through legislation, which states that local governments cannot make changes to the major road network without consulting TransLink. As per the *SCBCTA Act* Part 2 on Major Road Network 21-1 and 21-1.1, any action that would reduce the capacity of any part of the MRN to move people requires TransLink's approval. Local roads are not part of the MRN and are the sole responsibility of local governments.

Regional Transit Network

If the Regional Transit network is on the MRN, then TransLink has jurisdiction. If the route is on provincial highways or MoTI right-of-way (ROW), then the Province has jurisdiction. The Province also contributes capital and operating funds. Local governments maintain local roads and bus shelters, contribute to transit route planning initiatives, and contribute property taxes to transit operations. Metro Vancouver provides a stronger alignment of planned locations for growth with transit investments through a new tool called "Major Transit Growth Corridors".

Land Use – Corridors and Nodes

Local governments are responsible for land use planning. Metro Vancouver works closely with member jurisdictions, TransLink, other orders of government and stakeholders to coordinate complex land use and transportation decisions. The RGS supports the integration of transportation and land use planning. Metro Vancouver considers TransLink an "affected local government" and their support for the RGS is required. The TransLink Board reviews, comments, and signs off on any amendments advanced for engagement. TransLink and Metro Vancouver could be consulted on OCPs or asked to review local government documents. The Province sets policy guidelines and approvals of development applications adjacent to highway corridors.

Provincial Highways

MoTI is responsible for the planning, operation, and maintenance of provincial highways.

A note on First Nations Relations

Tsawwassen has a seat at the Mayors' Council, but TransLink is in the early stage of an initiative to work better with other regional Indigenous Nations. TransLink is currently staffing up to better understand their role and exploring the potential of providing transit to reserves.

Funding Structure

The four main funding sources supporting current operations include transit revenues, property taxes, motor fuel taxes, and parking rights tax. However, TransLink also has several funding sources, including hydro levy, government transfers and interest income, for example.

There are also several capital funding and partner government contributions, including investing in Canada infrastructure program, permanent transit fund, zero emissions transit fund, Canada community-building fund, provincial contribution to the 10-year vision, development cost charges, real estate development and investment fund distributions, revolving land fund.

Auckland–Auckland Transport

Introduction

AT is a council-controlled organisation that combines the transport expertise and function of eight former local and regional councils and the Auckland Regional Transport Authority. Auckland is home to 1.67 million residents.

Established in 2010, AT keeps Auckland moving by planning, delivering, operating, and maintaining Auckland’s transport system to meet the needs of current and future Aucklanders. AT’s operating budget is \$1.180 billion (2023/2024).

AT is the regional guardian of \$21.1 billion of publicly owned assets. This includes 7,638 km of arterial and local roads, 7,431 km of footpaths, 348 km of cycleways, a growing fleet of electric trains, rail and busway stations, bus shelters, ferry wharves and two airfields on the Gulf Islands.

History

The establishment of AT in 2010 marked the first time in history that all local transport functions and operations for the city have come under one organization. National agencies continue to manage the highways and interregional rail networks. Prior to 2010, public transit service delivery was undermined by a fragmented governance model. Public transit operations were vested in a comparatively small and poorly resourced regional provider, while road activities and asset ownership remained with geographically smaller but more strongly resourced “territorial local authorities”. A user-based funding model tended to reproduce existing transit patterns and did not support large scale investments in city-shaping infrastructure. A review in the 2000’s found that Auckland was not accommodating growth properly, and so the Central Government called for reform to create a super city.

Timeline

- 2003 Rail brought back into the heart of the city for the first time in 70+ years (\$204 million).
- 2004 Auckland Regional Transport Authority formed as the central co-coordinating agency for mixed-mode transport in Auckland. Disestablished in 2010, it had in six years delivered a 97% increase in rail usage and a 10.2% increase in bus patronage.
- 2010 Amalgamation of Auckland’s local authorities (eight former local and regional councils and the Auckland Regional Transport Authority).
- 2010 Auckland Council is formed, with AT as the council-controlled organisation delivering all of Auckland’s land transport needs, excluding motorways.
- 2011 Construcciones y Auxiliar de Ferrocarriles (CAF) wins contract to supply 57 three-car electric trains to be owned by AT (\$500 million).
- 2012 Public transport trips exceed 70 million for the first time since tram lines were pulled out. Auckland Manukau Eastern Transport Initiative project under way with new

bridges constructed, and first new line in over 80 years. *AT HOP* integrated ticketing system introduced on trains and ferries.

2013 First train is officially unveiled in Auckland.

2014 Use of *AT HOP* cards tops 200,000 in March as the smartcard is rolled out on the bus network. Rail patronage reaches 11 million.

Key Decision Makers

The key transportation decision makers in the region are AT, Auckland Council, the NZTA, and central government.

Auckland Council sets the overall spatial direction for the region and identifies funding for approximately half of the transport activities in a 10-year Regional Long-Term Plan. Central government provides the other half share of funding via a combination of the NZTA and direct government contribution. AT prioritises investment across the local road and public transport networks via the Regional Land Transport Plan.

Key Plans

Key Plans for transport in the region include:

- AT's Regional Land Transport Plan, Regional Public Transport Plan, Future Connect, Roads and Streets Framework, Network Operating Plan, Asset Management Plan.
- Auckland Council's Auckland Plan 2050 (Auckland's 30-year development strategy, and Long-Term Plan (budget).
- Central Government's Government Policy Statement on Land Transport, National Land Transport Programme, and AT Alignment Project.

Desired Outcomes

The Regional Land Transport Plan aims to:

- Provide and accelerate better travel choices for Aucklanders,
- Improve the resilience and sustainability of the transport system and significantly reduce the greenhouse gas (GHG) emissions it generates,
- Better connect people, places, goods, and services,
- Make Auckland's transport system safe by eliminating harm to people,
- Enable and support Auckland's growth through a focus on intensification in brownfield areas and with some managed expansion into emerging greenfield areas,
- Provide sound management of transport assets,
- Provide local board programs, technology, and organizational improvement initiatives.

The plan is focused on completing transport projects that are already underway, investing in new electric trains and infrastructure to meet the expected patronage boost, and maintain momentum

on core priorities like reducing the number of people being killed or seriously injured on the transportation network.

Authority and Jurisdiction

AT is responsible for all the region's transport services, from roads and footpaths, to cycling, parking and public transport. All decisions relating to the operation of AT are made by or under the authority of the Board in accordance with the *Local Government Act*. However, AT is heavily dependent on government funding, so while the statutory responsibility is there, the funding is not as simple.

Regional and Multi-use Trails

AT owns and operates cycling and walking within the road corridor. Auckland Council provides cycling and walking facilities within parks and other off road community facilities and partially funds AT Projects. The NZTA provides cycleways and walkways within the state highway network and partially funds AT projects.

Regional and Local Roads

AT owns, manages, operates, maintains, renews, plans, and improves the local road network on behalf of its 100 percent shareholder, the Auckland Council. Council partially funds AT's road activities in partnership with the NZTA. The NZTA works with local government to ensure that the state highway network links seamlessly into the local road network. NZTA also partially funds AT projects and activities, including maintenance and renewals. Central government sets legislation that determines the powers and responsibilities of Road Controlling Authorities like AT. This can include setting maximum parking fines or administrative charges.

Regional Transit Network

AT plans, manages, contracts, and controls public transit services, plans, and delivers improvements on the local road network and above track on the rail network. AT also prepares the Auckland Regional Land Transport Plan. Auckland Council is a part-funder, with NZTA, of AT's public transport services and improvement projects. NZTA plans, funds, and delivers transit improvement projects on state highway corridors. Central Government provides Crown funding for some rapid transit projects. Central government can also fund and deliver projects on its own, via special purpose entities.

Land Use – Corridors and Nodes

Regional and territorial councils, like Auckland Council, are responsible for the development of spatial plans and approving new developments. Discretion over approval has been limited by central government intervention to allow greater development rights for townhouse type development in particular. AT prepares the Auckland Regional Land Transport Plan. AT also works with developers to mitigate effects of development on the network and ensure new streets and other facilities vested to AT meet design standards. The NZTA seeks to influence land use decisions to support transport outcomes and minimize negative impacts on state highway operations. Meanwhile, central government enacts planning legislation, but can use policy

statements to set specific rules for urban Councils. Central government also acts as a developer through the social housing arm.

Provincial Highways

NZTA is the controlling authority for the state highway network. They are responsible for the planning, design, building, maintenance, funding, and operation of 11,000 km of state highways. AT is a very interested party and coordinates with NZTA on some project delivery. In theory, AT has a project prioritization role through the Regional Land Transport Plan. Auckland Council provides coordination from a land use perspective. Central Government sets broad strategic outcomes and can provide additional “top-up” funding to accelerate some state highway projects.

Funding Structure

AT gets roughly 50% of its funding from Auckland Council and 40% from NZTA and then find remaining 10% piecemeal.

Halifax – Halifax Regional Municipality

Introduction

HRM was formed in 1996 with the amalgamation of four former local governments and the elimination of the Halifax Regional Authority. The growing region is now home to more than 480,000 residents, with a 4.4% population growth in 2022.

HRM’s operating budget for transit is about \$135 million (2023/2024).

History

Even post-amalgamation, various transportation functions were performed by various departments. The approach was disparate and not strategic, with each group having their own plans (i.e., transit plan, bike plan, parking strategy). For example, the traffic department was focused on moving vehicle traffic, the transit department ran buses, the finance department maintained on street parking, and the pavement management group maintained the roads and would occasionally build sidewalks with a small budget.

In 2017, a multidisciplinary group with representatives from HRM’s Transportation and Public Works, Halifax Transit, Planning and Development, as well as Nova Scotia Public Health developed the Integrated Mobility Plan (IMP). It is a joint plan stemming from municipal policy direction on public transit and transportation and land use and growth centers contained within the Regional Plan, including the following:

- Implement a sustainable transportation strategy by providing a choice of integrated and connected travel options emphasizing public and community-based transit, active transportation, carpooling and other viable alternatives to the single occupant vehicle;
- Promote land settlement patterns and urban design approaches that support fiscally and environmentally sustainable transportation modes;

- Forecast the municipality’s need for mobility and provide service and infrastructure to meet this demand while influencing choice towards transportation sustainability; and
- Design complete streets for all ages, abilities, and travel options.

The IMP identifies corridors of interest for active transportation and transit, and staff from various departments now work together to make strategic multimodal transportation and land use decisions. For example, the parking department is responsible for parking, but are not simply interested in making money (as they were in the past); they are invested in the role of parking in transportation demand management. Transportation planning is now embedded in land use planning, with the aim of ensuring that growth centers are in spaces more conducive to active transportation and transit.

Timeline

1996	Amalgamation of four municipalities and one regional authority (April).
2006	Regional Plan (updated 2014 and 2021); Active Transportation Plan.
2010	Transportation Demand Management Functional Plan.
2014	Making Connections Active Transportation Priorities Plan.
2015	Council directs staff to develop a strategic plan aimed at increasing the modal split of sustainable forms of transportation as per the Regional Plan which integrates both land use and transportation planning and includes comparative costing analysis of road and ROW infrastructure upgrades and widenings as compared to other forms of transportation.
2016	Moving Forward Together (Transit) Plan approved by Council.
2017	Integrated Mobility Plan approved by Council.
2019	Centre Plan (Land Use Plan emphasizing infill in Regional Centre) approved by Council (updated 2021).
2020	Rapid Transit Strategy published.
2021	Bill 61 passes for creation of the Joint Regional Transportation Agency (JRTA) in November. Launch of Cogswell District Redevelopment Project: the largest city-building project in HRM’s history.
2022	JRTA formed.

Key Decision Makers

The key transportation decision makers in the region are Halifax Regional Municipality, the Nova Scotia Department of Public Works, and a newly forming JRTA. Halifax Transit is a department within Halifax Regional Municipality. Halifax Harbour Bridges, the Port of Halifax, and the Halifax International Airport Authority also make decisions about their respective modes and assets.

Regional Council is the main decision-making body for the Halifax Regional Municipality, providing strategic planning decisions related policy, budget, and service levels. There are also two committees that report to Regional Council on transportation matters: the Active



Transportation Advisory Committee, which includes citizen volunteers, and Transportation Standing Committee, composed of municipal councillors.

Key Plans

The primary municipal planning strategy (i.e., official community plan) for HRM is the Regional Plan. There are also several secondary municipal plans intended to support zoning and land use controls, the most up to date of which being the Centre Plan.

The Regional Plan's municipal policy direction on public transit and transportation and land use and growth centres and the Regional Council's 2017 endorsement of a new vision for moving people and goods in the region led to the creation of the IMP. The IMP serves as a guide for investment in active transportation, transit, transportation demand management, goods movement, and the roadway network in Halifax. The Plan's vision is to create connected, healthy, affordable, and sustainable travel options, which is supported by four principles: Complete communities, moving people, managing congestion, and integrating solutions.

Desired Outcomes

The desired outcomes of HRM's transportation system are to have at least 30% of trips made by transit and active transportation and no more than 70% of trips made by private vehicle by 2031.

Authority and Jurisdiction

HRM has jurisdiction over regional and local roads, regional and multi-use trails, land use corridors and nodes, and the regional transit network. The Province has jurisdiction over provincial highways.

Regional and Multi-use Trails

HRM is responsible for the planning, design, operation, maintenance, regulation, and funding of the regional trail system and the Transit Department supports the integration of active modes with transit. Several trails are on an old railway right of way and as such, HRM has a letter of permission from the Province's Department of Natural Resources (DNR) to use the space while DNR is a passive player.

Regional and Local Roads

HRM currently owns 41% of roads in the region and is responsible for maintaining and redesigning the regional and local road network as council sees fit. The Province owns and is responsible for maintaining the bulk of roads in rural areas, including 90% of roads outside the urban service boundary. The Province owns all roads in the former Halifax County constructed prior to the 1996 amalgamation, while HRM owns all local roads constructed after 1996.

Regional Transit Network

HRM has developed a Rapid Transit Strategy that builds on the vision of the IMP and is focused on the urban areas of Halifax. It establishes a vision for a Bus Rapid Transit (BRT) Network with four fixed-route lines, proposes a new ferry service with three routes, and sets a direction for land use policy to align with Rapid Transit. There are extensive transit priority measures proposed to

ensure that the BRT can reliably compete with driving, 60% of the network is proposed to have transit priority lines. There are also three Regional Express Routes that are commuter focused with service tied to peak direction.

HRM also maintains the bus shelters, roads, and sidewalks and contributes property taxes to transit operations. Funding for the transit network comes through user fees and taxes in the transit boundary-taxpayers who live within 1 km of a bus stop pay a transit tax, establishing a transit service boundary. Bus shelters are maintained through advertisement revenue. Transportation funding from the Federal government comes through the province to local governments.

Land Use – Corridors and Nodes

Multiple community plans that allowed widely dispersed development were supplemented by an overarching Regional Plan that aims to focus growth on strategic centers, though that is not totally apparent yet because old bylaws are still in place. In 2017, the Centre Plan further emphasized the benefits of maximizing growth in the urban core. HRM is currently embarking on a suburban plan to identify growth nodes that replace community plans. The plan is to hinge growth nodes within 800 metres of transit stops. The Province provides policy guidelines and approvals of development applications adjacent to highway corridors.

Provincial Highways

The Nova Scotia Department of Public Works is responsible for all 100-series highways as well as other highways called trunks and routes.

Funding Structure

The municipal budget is responsible for sidewalks, regional trails, active transportation. This includes transit tax and user fees, gas tax, and other Investing in Canada Infrastructure Program (ICIP) funding streams. Parking revenue goes to general revenue, and it funds various department budgets. The harbour bridges are tolled and operated by Halifax Harbour Bridges, a crown corporation of the Province. The Province controls funding from the Federal government.

Joint Regional Transportation Agency

A need was identified for a forum to bring multiple jurisdictions and agencies together for holistic planning and as a central place to make regional transportation decisions. As such, *Bill 61*, an act to establish a JRTA, was passed in November 2021.

The JRTA is a crown corporation, and the Ministry of Public Works is the sole shareholder of the Agency. The Advisory Board of the JRTA is comprised of executive leaders of all partner organizations, not elected officials, with the aim of having vertical integration of the agencies. It brings together municipal, Provincial, and Federal government and covers the region extending beyond HRM to include 14 other local governments. The JRTA's purpose is to provide a coordinated strategic vision for the regional transportation system, to integrate transportation land use decision making and guide transportation infrastructure investments, and to maximize the impact of strategic investments. The plan will look at arterial and collector road levels and

corridors where growth is desired. It is not an authority, but rather focused on positive collaboration, bringing people together from a transportation and land use perspective.

Per *Bill 61*, the objects of the Agency are to conduct:

- (a) a comprehensive review of all modes of transportation associated with the Municipality including roads, bridges, highways, ferries, transit, rail, airports, and ports for the purpose of creating a master transportation plan to ensure
 - (i) a regional approach to transportation consistent with the Municipality's growth and development, and
 - (ii) the safe, efficient, and co-ordinated movement of people and goods; and
- (b) any other activities deemed necessary to fulfill the intent of this *Act* in accordance with the regulations.

Discussion and Key Findings

With each authority examined, it has taken a significant amount of time to yield results and there have been clear catalysts affecting their access to stable funding, ability to plan through an integrated multi-modal lens, and capacity to take action integrating land use with transportation.

TransLink

Funding

- TransLink has committed funding through property and gas taxes toward operational costs but does not have a stable source of funding sufficient for capital projects to continue its build out of the planned network.

Level of multi-modal integration

- Language specific to the multimodal aspect of transportation is found in Board approved investment plans.
- TransLink has access to significant funding and determines how it is spent, giving them power to influence local government infrastructure investment decisions. For example, TransLink has been very deliberate about where and how the cycling network is to be built out. They set the parameters so that funding is only available for class one, All Ages and Abilities (AAA) facilities.

Degree of organizational control (formality/authority)

- Significant collaboration and relationship building with Provincial, regional, and local governments is required in this complex model.
- There is language in Section four of the *SCBCTA Act* that allows TransLink to be involved in coordinated land use/growth management, though some of the language is quite broad and implies that TransLink must comment on every OCP amendment. It could be stronger if it

were more tailored so that TransLink is mandated to comment on municipal transportation plans.

- TransLink staff have mandates in the *SCBCTA Act* about working with local governments, but it is not mirrored in the *Local Government Act*. This means that it is left up to relationship building, which can be quite powerful, but does not always work as well as if it were mandated.
- There could be benefit to a stronger working relationship between TransLink and Metro Vancouver for land use planning and climate planning.

Other

- TransLink also conducts a vast amount of research plays an educational role in providing the regional context of how infrastructure connects through the local governments. This function is key to the behaviour change that is needed to shift transportation modes.

Auckland Transport

Funding

- Despite governance structure and statutory responsibility, it is funding that ends up being critical in how decisions are made and who makes them.
- There is a gap between aspirations and the political reality of implementing measures. The cost of operating public transit is significant and building out the network takes time.

Level of multi-modal integration

- As an agency, AT has a decent amount of control over the way the network is managed and implemented. For example, AT can significantly change bus network toward transfer-based without having to coordinate multiple local governments. They can plan and coordinate. The foundation is there, but the struggle is that AT is reliant on multiple other agencies for funding.

Degree of organizational control (formality/authority)

- Before 2010, there wasn't agreement between Auckland Council, who wanted public transport, and Central government, building motorways. The organizations have since developed a non-statutory mechanism to get some degree of certainty and agreement.
- AT is in a challenging position, unable to deliver on Council's aspirational goals. It is difficult for AT to provide a clear stream of advice to Council in this governance model.

Halifax Regional Municipality

Funding

- A transit service boundary allows HRM to collect transit tax for households within 1 km of a conventional or community transit stop. This funds the conventional transit operations of

Halifax Transit and is a way of ensuring that the vast rural population does not pay for a service they do not receive.

- Halifax Harbour Bridges (HHB) is a commission of the Provincial government that collects revenue through tolls to pay for the ongoing maintenance and operations of the Macdonald and MacKay bridges. HHB receives no funding from the government.
- The Province essentially offers as subsidy on roads as they own and maintain roads in the former Halifax County constructed prior to amalgamation, 100-series highways, and the bulk of roads in rural areas.

Level of multi-modal integration

- The high degree of integrated transportation planning among different modes with regional goals minimizes inefficiencies.

Degree of organizational control (formality/authority)

- Integration of land use and transportation is important. As HRM has authority over both land use and transportation decisions, planning tools can be directly applied to benefit design and reduce costs related to transit and active transportation services (e.g., upzoning, by-right development, form-based codes, site plan approvals processes, design guidelines, mandatory inclusion of ground floor commercial along transit spines, exclusion of some uses from some areas).
- A key finding is that doing proper corridor planning first is crucial, identifying areas with potential for active transportation and transit and ensuring that land use policies are in alignment with desired growth nodes.
- Consider land use planning approvals in the context of transit service needs and ridership.

Other

- It's important to be transparent and specific to Council and the public about the trade offs that are required to reach Council's goals. For example, to improve transit safety and bike networks, it is often necessary to remove on-street parking and/or accept greater degrees of traffic delay.
- The Halifax Regional Municipality is a single entity governed by the Halifax Regional Council of 16 councillors and an elected mayor. The capital region contains 13 municipalities each with their own mayor and council, and three electoral areas, overseen by the CRD with limited authority and responsibilities.

Conclusion

Information from this jurisdictional scan will be used to prepare updated governance concepts for the CRD and to serve as a reference in future work including business case development for a preferred governance option.

All three authorities were created by another level of government to improve mobility.

Through amalgamation, Auckland and HRM reduced the number of decision makers to consolidate disparate authorities into one organization. TransLink was created to provide Metro Vancouver with a new level of decision-making and coordinate among multiple jurisdictions. It is incumbent on the CRD, its member local governments and various agency partners to articulate a strong business case for the need to make changes to existing authorities particularly in relation to transit.

All three took time to become fully operational.

Each jurisdiction required over a decade for the planning and consolidation of authorities to take full effect. This confirms the core assumption from the feasibility study: That implementation needs to happen in steps, with each step proving feasible before moving to the next. This suggests that while the creation of a full authority in the region may take time, there is an opportunity through this Board term for the CRD and local governments to make changes within their control to prove viability for further regionalization of transportation governance.

Success is built from a solid base.

The jurisdictions that rely on other organizations for decision-making about discrete transportation functions, land use, and funding have less control towards achieving their mobility objectives. In considering the scope and scale of desired governance change, the CRD and all its partners need to weigh up the trade-offs associated with decision-making authorities and funding sources in relation to objectives for mobility, climate action and liveability.



Making a difference...together

Appendix A

	 CRD	 TransLink	 Auckland Transport	 HRM
Governance features	<ul style="list-style-type: none"> No mechanism to collectively address impact of decisions Compete for funding Focus on planning alignment 	<ul style="list-style-type: none"> Funding incentivizes collective decisions on regional network Limited funding source Complex decision-making 	<ul style="list-style-type: none"> Single local government Local and Federal government control of funding Does not set mobility outcomes; deliver on local government goals 	<ul style="list-style-type: none"> Single local government Significant control over mobility outcomes Product of amalgamation
Regional and Multi-Use Trails	CRD	TransLink Metro Vancouver	Auckland Transport	HRM
Regional and Local Roads	Local Governments	TransLink Local Governments	Auckland Transport	HRM Province
Regional Transit Network	BC Transit	TransLink Local Governments	Auckland Transport	HRM
Land Use – Corridors & Nodes	Local Governments	Local Governments Metro Vancouver	Local Government	HRM
Provincial Highways	Province	Province	Federal Government	Province

Figure 1: Comparison of transportation governance authorities



Exploring a Transportation Authority

Agenda

1. Background & rationale
2. Building a system that works
3. Building consensus for change
4. Next steps





Background & rationale

Background



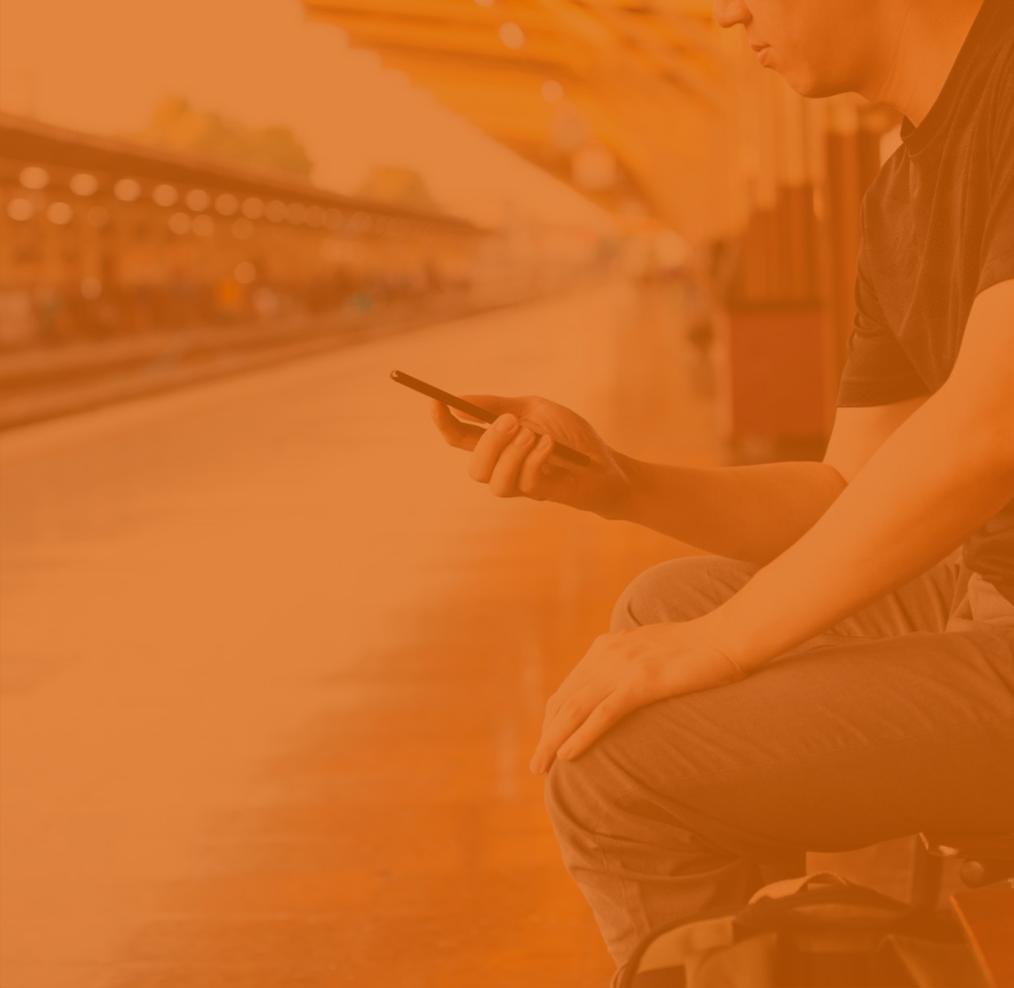
Why are we here?

Transportation is a priority for the Capital Regional District (CRD) Board and residents. We need to build changes that work, with support from local governments, electoral areas and partner agencies.



Regional Transportation Goals

1. Ease congestion
2. Support higher rates of walking, cycling and transit use
3. Reduce emissions



What are the benefits of an authority?

A transportation authority makes service delivery easier for municipalities.

Authorities can make business cases for dedicated funding and ensure the right people are making the right decisions.

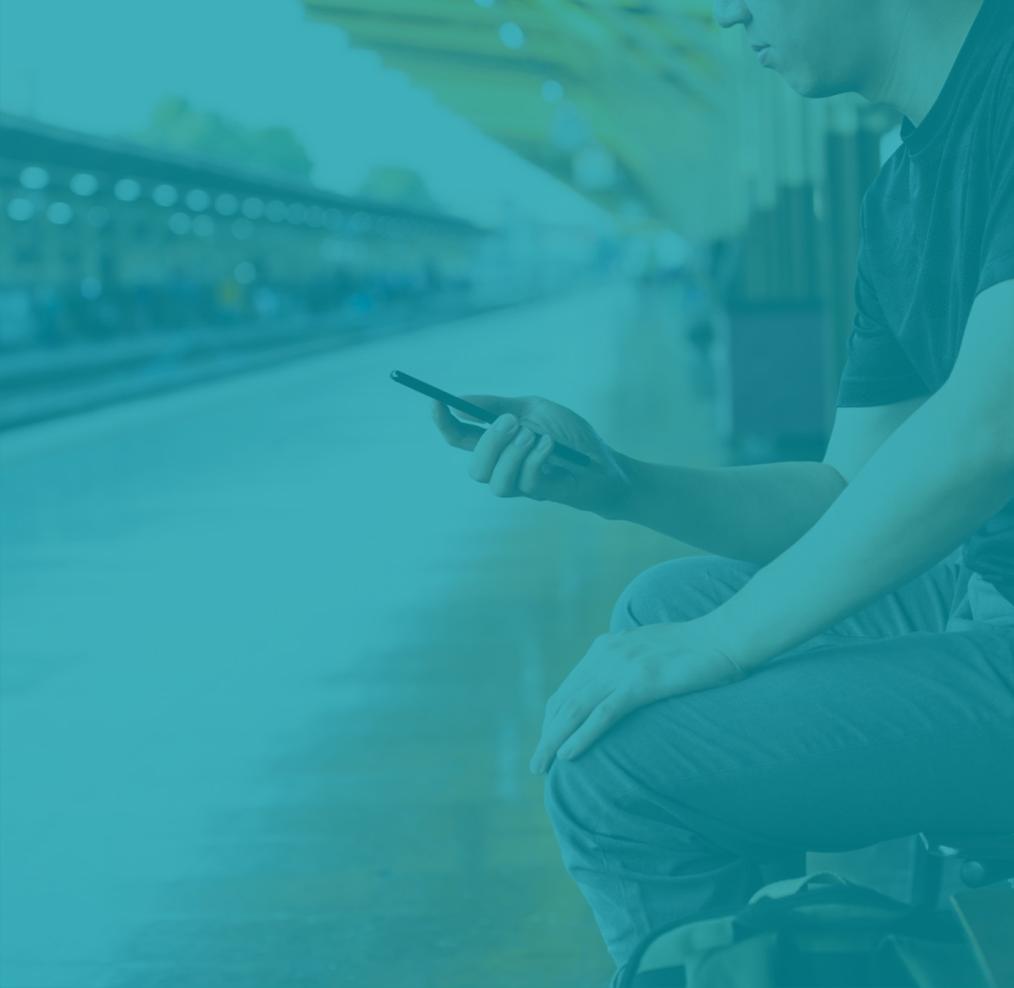


Delivering on resident expectations

- Live and work across local government boundaries
- Move easily across the region
- Expect quality service, regardless of who delivers the service



Building a system that works



What have others done?

Components to an authority:

- Multi-modal
- Able to make decisions
- Stable funding

Translink, Auckland Transport and Halifax Regional Municipality all operate different transportation authorities.

Comparing different authorities

	 CRD	 TransLink	 Auckland Transport	 Halifax regional municipality (HRM)
Governance features	<ul style="list-style-type: none"> No mechanism to collectively address impact of decisions Compete for funding Focus on planning alignment 	<ul style="list-style-type: none"> Funding incentivizes collective decisions on regional network Limited funding source Complex decision-making 	<ul style="list-style-type: none"> Single local government Local and Federal government control of funding Does not set mobility outcomes; deliver on local government goals 	<ul style="list-style-type: none"> Single local government Significant control over mobility outcomes Product of amalgamation
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 Land Use – Corridors & Nodes	Local Governments	Local Governments Metro Vancouver	Local Government	HRM
 Provincial Highways	Province	Province	Federal Government	Province



What can we learn?

- Need strong business case for change
- Takes time to become fully operational – deliver in increments
- Build from a solid base – get the tools needed to control mobility

A photograph of two women standing on a city street, each holding a white coffee cup with a black lid. They are wearing light-colored hoodies and glasses. The background shows a blurred city street with a yellow taxi and other vehicles. The entire image is overlaid with a semi-transparent green filter.

Building Consensus for Change

Getting to a
full
authority



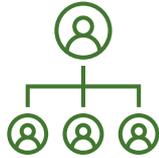
What will it take?

A full transportation authority makes funding and service-level decisions related to multiple transportation modes.

Agreement needed on:

- Modes
- Service levels
- Funding model
- Reporting relationship

How far do we want to go?



Level 1: New CRD Service

CRD brings its transportation functions into one department to enable service-level changes



Level 2: Expand CRD Authority

CRD gets new funding and service authorities to change travel behaviour and build out the multi-modal network

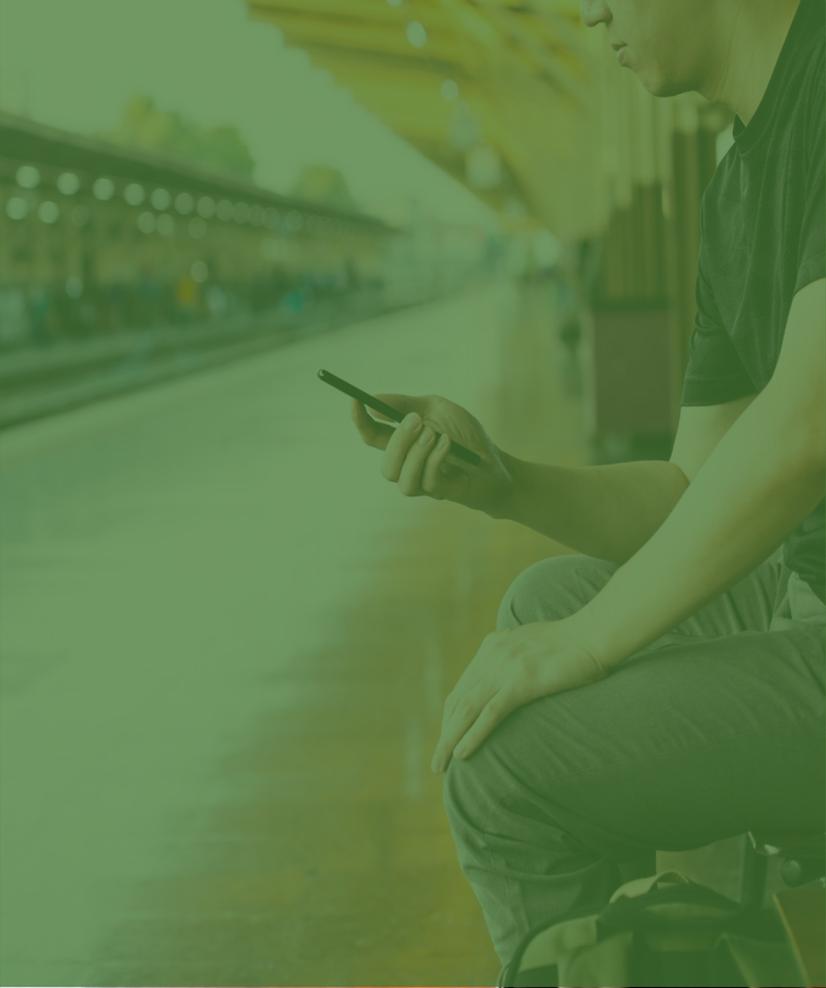


Level 3: New authority

One organization makes decisions about service levels and investment in the network

Scope of change the CRD could deliver, based on authorities permitted by legislation.

Scope of change that requires new legislative authorities.



Engagement Approach

Engagement will test the scope and scale of governance change.

We want to hear about:

- Regional transportation challenges
- Why governance change is important
- What change looks like in the long term. In the short term.
- Level of supportable change

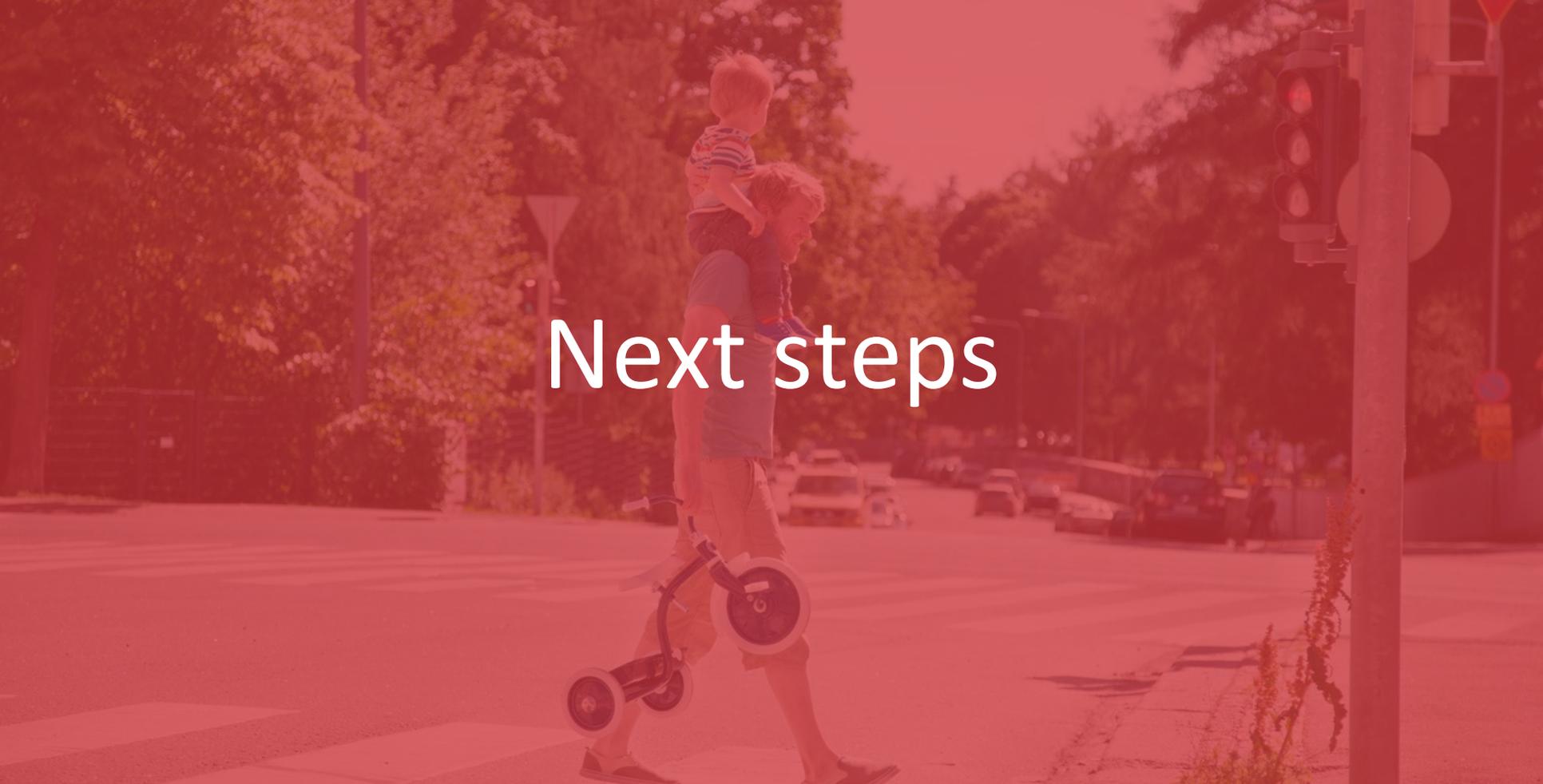
We will use the governance concepts to guide this input.



Who will be engaged

- 13 municipalities
- Three electoral areas
- Agency partners (e.g., BC Transit, Victoria Regional Transit Commission, BC Ferries, Airport Authority, Province)

First Nations governments can be included should they wish.

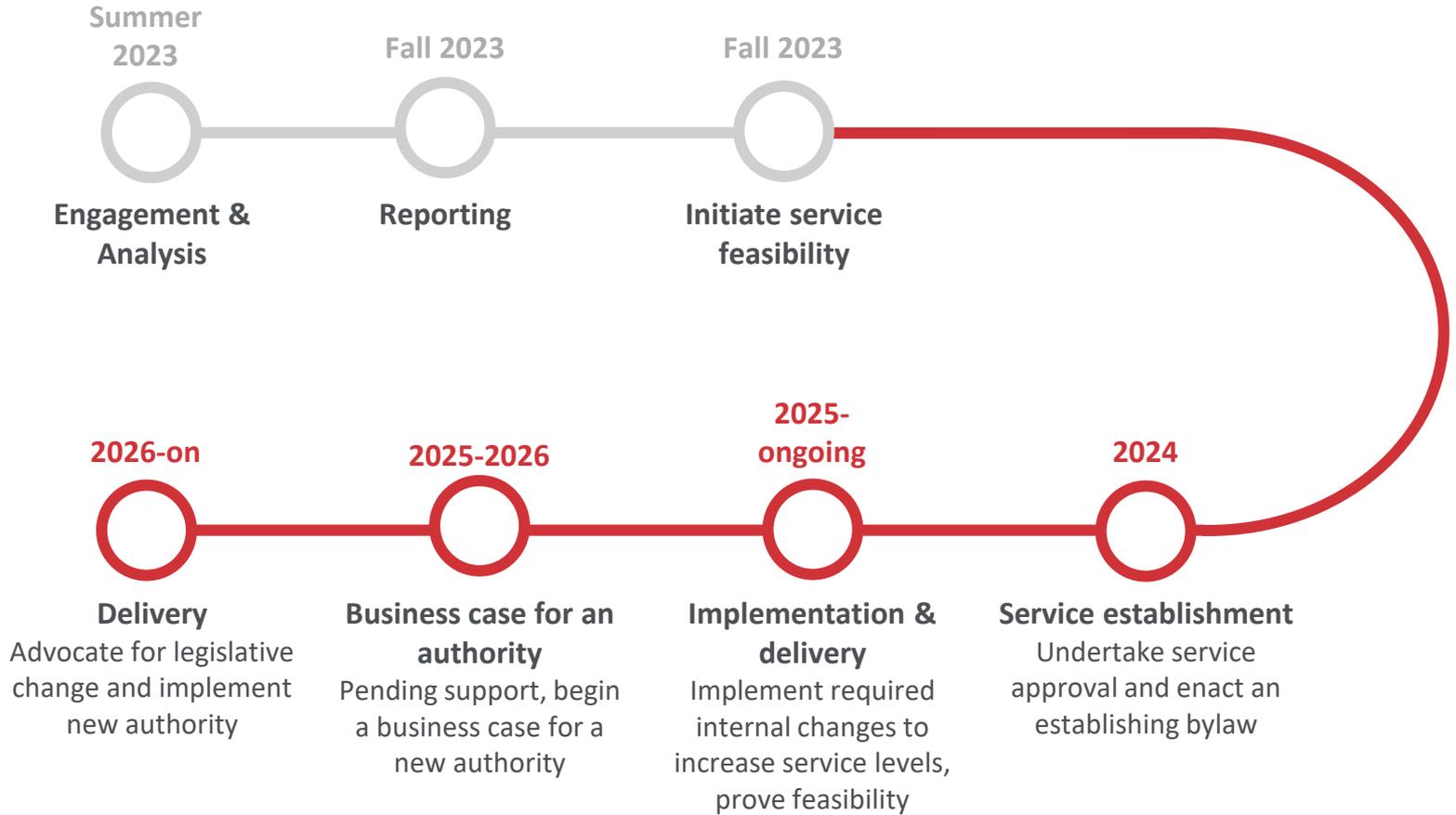
A photograph of a man walking a child on his shoulders while pushing a tricycle. They are on a city street with trees and a traffic light in the background. The image has a warm, reddish-orange tint.

Next steps

Engagement timeline



Long-term timeline



* The long-term timeline is subject to level of consensus and approvals outside of regional district and local government control.



What is success?

By the end of the Board term, the region has taken a concrete first step toward changing authorities.

Moving forward



The Transportation Committee recommends to the CRD Board:

That the CRD Board seek input from local governments, electoral areas, the province, and relevant partner agencies on service aspirations.

**CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, February 14, 2023**

Members: Corey Burger, Capital Bike
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Natalia Heilke, RoadSafetyBC
Steve Martin, Community Member
Dean Murdock, CRD Board
Joe Perkins, Media
Colleen Woodger, ICBC Road Safety and Community Involvement

Associates: S/Sgt. Doug Cripps, Saanich Police
John Hicks, CRD
Sgt. Ryan O'Neill, Victoria Police

Guests: Ashley Creed, ICBC Driver Examiner
Lauren Hermansson, Engineering Technician, District of Saanich
Troy McKay, Senior Manager, Transportation and Services Division, District of Saanich
Brad Munro, Engineering Technician, District of Central Saanich
Yvan Sylvestre, Manager of Infrastructure, District of Central Saanich
Sarah Webb, Manager, Transportation Planning and Development, City of Victoria

Regrets: Neil Arason, Island Health
Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Myke Labelle, Commercial Vehicle Safety and Enforcement
Todd Litman, Walk On, Victoria
Owen Page, Ministry of Transportation and Infrastructure
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:00 pm.

1. Territorial Acknowledgement

Chair Murdock provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Colleen Woodger, **SECONDED** by Andy Harward, that the agenda be approved as distributed. **CARRIED**

3. Approval of Minutes – January 10, 2023

MOVED by Colleen Woodger, **SECONDED** Ron Cronk, that the minutes of the meeting held on January 10, 2023 be approved. **CARRIED**

4. Chair's Remarks

Chair Murdock thanked members and guests in attendance today and commented on the value of the Commission work in his role as Chair of the CRD Transportation Committee.

5. Presentations on Road Safety

The purpose of these presentations is to provide Commission members with an update on various road safety measures that are in place in the CRD.

Troy McKay, Senior Manager, Transportation and Services Division, District of Saanich

Saanich is working on a Road Safety Action Plan and Troy covered some of the preliminary data that supports the work being done on the plan. The plan will identify strategies and actions to help people

continue to move safely around Saanich. The goal is to eliminate all serious injuries and fatalities on district streets (Vision Zero). Actions will address deficiencies in critical infrastructure, improve road safety awareness, and implement supportive programs.

Saanich is also working on an update to their transportation plan that was adopted five years ago. A speed limit establishment policy has recently been adopted. It will apply to all streets, however, in order that all the speed limits aren't changed at one time, Council has directed that staff look at nine specific corridors.

Troy highlighted the current state in Saanich as follows:

- Saanich is one of 10 large municipalities in the country that has adopted a Vision Zero policy and will be one of 14 that has a published road safety action plan this fall, and the only municipality on the island.
- A crash occurs every four hours in Saanich, every ten hours there is an injury-causing crash, and there is a fatality every six months on average. Annual crash trends are quite consistent over the last five years.
- 85% of trips in Saanich are taken by motor vehicle and 85% of crashes in Saanich also involve motor vehicles. As expected, many of the total crashes occur along some of the busiest corridors. Pedestrian and bicycle crash locations have also been mapped and show some similarities, but also differences.
- Driver inattention is at the top of the list of contributing factors to severe crashes, followed by speeding and failure to yield right-of-way.
- Work is being done on equity analysis to bring equity into decision making on transportation projects and aims to map the presence of equity-deserving groups based on nine indicators: youth, seniors, low household income, indigenous populations, recent immigrants, visible minorities, people with limited knowledge of English, rent-burdened households and single parent households. Factors can be combined and mapped and then used to prioritize safety projects in areas with larger equity-deserving populations. This is new work so they are still finalizing how it will be integrated into the plan.
- In addition to the analysis already done, network screening will also be undertaken to identify crash prone locations in the transportation network and analyze infrastructure deficiencies.

Troy showed a series of slides displaying some improvements to infrastructure. Examples are: speed cushions; on-street school markings at entrance to school zone; bollards and paint used to formalize walking space; new protected bike lane in conjunction with a land development project, including a floating bus stop, and tactile strips on either side of the crosswalk leading to the bus shelter; traffic circles; raised crosswalks; school zone strips on all school zone signs in Saanich; dedicated cycling push button; parking protected bike lanes; elephants feet marking; concrete median to separate bike lane and roadway in key areas; overhead lighting; modular concrete barriers; automatic walk signals; sensors; and leading pedestrian intervals.

Discussion took place around continued advocacy for modernization of the Motor Vehicle Act. There are several things in the Act that could be tackled that would make a meaningful difference to road safety, without necessarily having to redo the whole Act.

Sarah Webb, Manager Sustainable Transportation Planning and Development, City of Victoria

Victoria is increasing road safety and working towards Vision Zero. GoVictoria is their mobility strategy, and it provides a vision of establishing clean, seamless mobility options for everyone.

Victoria works very closely with Saanich, Oak Bay and Esquimalt around how infrastructure and road regulations apply between the communities and also for a consistent experience. There is ongoing collaboration in thinking about how they are making investments concurrently and together.

One of the key fundamental values of GoVictoria is safety and it is the thing that drives decisions when it comes to investments in the City of Victoria. Victoria has set their objective to eliminate fatalities and serious injuries and there are three major goals to support the Vision Zero target.

- Establish a culture of road safety that comes from building community culture and awareness. Road safety is not easy – every decision made to prioritize vulnerable road users or to make

streets safer will have an impact on someone else who doesn't like it. Building a culture means creating that awareness.

- Ensure that the design and operations of road networks support road safety. Those are the engineering solutions and also how networks are managed, and things are enforced at the local level.
- Integrate emergency response into road network design and planning and work closely with fire, ambulance and police to ensure emergency response planning is built into what is done daily.

While progress has been made, there is more needed. Between 2012-2021 there were 16 fatalities and 15,000 collisions across the city. They have a dashboard which identifies the top priority locations and corridors they are investing in to keep track and analyze data, and to continue to build the support for making investments each year.

There are eight major strategies that are used: enhancing data collection and analysis; capturing stories and insights from partners and public; investing in infrastructure and engineering solutions; managing and regulating the road right-of-way; supporting post-crash care and analysis; raising public awareness and commitment to road safety; improving communication, cooperation and collaboration with partners; advocating to senior levels of government for investments, legislation and technologies to help support road safety strategies.

Victoria is focusing on priority intersections and corridors. In addition to the three corridors in the 2023 capital plan, they will be doing major investments in nine corridors over the next four years, focusing in on safety asset renewal accessibility, targeting both high presence of vulnerable users as well as at risk groups.

Sarah gave the following examples of infrastructure changes in Victoria: removing slip lanes; adding rapid beacons to crosswalks; updating traffic signals; looking at signal timing changes; introducing both pedestrian and cyclist leading intervals; introducing dedicated turn phases; adding protected and off street bike lanes; updated calibration and reduced walking speed in downtown core to try and give more people time to cross; adding paint and bollard solutions in no parking zones at schools and parks; improving overhead and pedestrian focused lighting; adding medians, curb bulges and speed humps on dozens of streets each year.

They also have a speed strategy in terms of reducing local road speed limits, as well as addressing speed limits on collector and arterial streets.

They are spending millions of dollars annually on road safety and it is an opportunity to achieve those goals of creating a more welcoming environment while still helping to facilitate the movement of people, goods and services.

They would like to see the following from the Traffic Safety Commission:

- Support in the media for road safety initiatives of all types
- Advocacy for funding and investments by senior levels of government
- Momentum for continued modernization of the Motor Vehicle Act
- Continuation of funding for regional education projects and encouragement initiatives

6. Business Arising from Previous Minutes

➤ Update on Transportation Working Group

The Transportation Working Group met yesterday. Troy McKay presented on the Saanich Road Safety Strategy which was well received. The need for modernization of the Motor Vehicle Act was also discussed and a request for advocacy was brought by Victoria and Saanich. There were Ministry representatives at that meeting and they are going to bring an update on this back to the April Transportation Working Group meeting.

7. Priority Business

➤ Strategic Planning

Deferred to next month.

➤ **Budget Update**

The budget won't be fully approved for another month. Our general requisition will be about \$70,000 plus an approximate surplus of \$60,000.

➤ **Review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD**

This item has come through as a directive from the CRD Board and we will need to discuss this in more detail. We do have the capacity to do this research within the Commission by using some doctoral students that we have access to through our UVic members. We can determine where this falls in our priorities when we do our strategic planning.

➤ **Grant application re motorcycle safety initiative**

Ron Cronk presented information on the grant application from Vancouver Island Safety Council, a non-profit organization that teaches the public how to ride motorcycles.

Motorcycles are inherently dangerous. Information compiled by the BC Coroners Service from ICBC 2012-2021 collision data noted that there are 37 fatalities every year, with 92% of the fatalities being male and with the 30-59 age group accounting for 58% of the fatalities. The 2008 BC Coroners Service Death Review Panel identified the lack of training and experience as one of the risk factors.

The Vancouver Island Safety Council is proposing to target high-risk motorcyclists with a Rider Refresher Training Course. Training will occur over a select weekend with a classroom session on Friday evening, closed parking lot riding session on Saturday, and coached/critiqued traffic riding through the CRD. Feedback will be provided to students at the end of the day. The course will be offered in April, May, June and July.

In order to evaluate the effectiveness of the course, a post-course online survey is planned four-six weeks after the training is completed which will allow students time to put their training into real-life riding situations.

Funding in the amount of \$5600 is requested and the Commission will receive prominent recognition on the Vancouver Island Safety Council website.

All queries raised by the sub-committee in their evaluation of the application have been answered and approval of the funding has been recommended.

MOVED by Steve Martin, **SECONDED** by Corey Burger, that funding in the amount of \$5600 be approved for the Vancouver Island Safety Council Rider Refresher Training Program. **CARRIED**

➤ **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)
- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

We will be seeing a lot of messaging in March around distracted driving and occupant restraint campaigns. Commission members are encouraged to use their media outlets to advance this.

8. **Other Business**

9. **Member Updates**

➤ **RoadSafetyBC - Natalia Heilke**

- Buckle BC campaign will be coming up in March.

- Working on RoadSafetyBC strategy revitalization.
- **ICBC – Colleen Woodger**
 - Distracted driving month starts March 1 and will be working with police and volunteers to get out and do their part.
 - May will be the speed and high-risk driving campaign. There will be different projects within that campaign, e.g., speaker tour, school pilot projects, etc.
- **Youth and Children – Hailey Bergstrom-Parker**
No update
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
No update
- **CRD – John Hicks**
 - Let's Get Visible campaign was conducted in Sidney two weeks ago. It was very successful and reached over 200 people in two locations. One on the regional trail where there were lots of cyclists and middle school students, and one on the waterfront at the end of Beacon which reached a large number of seniors.
- **Integrated Road Safety Unit – Sgt. Andy Harward**
 - Will be working on some joint projects with ICBC and Saanich Police in conjunction with the BCACP calendar.
- **Commercial Vehicle Safety Enforcement – Rudi Wetselaar**
No update
- **Vancouver Island Safety Council – Ron Cronk**
No update
- **Capital Bike – Corey Burger**
 - Last week was Go By Bike Week so please register your trips if you haven't yet.
 - Their AGM was held recently and some new Board members were elected.
- **Walk On, Victoria – Todd Litman**
No update
- **Municipal Police Forces/RCMP**
No update
- **BC Transit – Dallas Perry**
No update
- **Ministry of Transportation and Infrastructure**
No update
- **Island Health – Dr. Murray Fyfe**
No update
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**
 - Working on a strategy to use the existing safety videos on Tic Toc and invite youth to change or redo them as a way to expand the message.

10. Next Meeting

The next meeting will be held on March 14, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:33 pm.

**CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, March 14, 2023**

Members: Neil Arason, Island Health
Corey Burger, Capital Bike
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Natalia Heilke, RoadSafetyBC
Todd Litman, Walk On, Victoria
Steve Martin, Community Member
Dean Murdock, CRD Board
Owen Page, Ministry of Transportation and Infrastructure
Colleen Woodger, ICBC Road Safety and Community Involvement

Associates: S/Sgt. Doug Cripps, Saanich Police
John Hicks, CRD
Sgt. Manny Montero, Oak Bay Police
Dallas Perry, BC Transit

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Myke Labelle, Commercial Vehicle Safety and Enforcement
Joe Perkins, Media
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:04 pm.

1. Territorial Acknowledgement

Vice-Chair Martin provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Andy Harward, **SECONDED** by Owen Page, that the agenda be approved as distributed. **CARRIED**

3. Approval of Minutes – February 14, 2023

MOVED by Ron Cronk, **SECONDED** by Murray Fyfe, that the minutes of the meeting held on February 14, 2023 be approved. **CARRIED**

4. Chair's Remarks

No remarks

5. Business Arising from Previous Minutes

➤ **Update on Transportation Working Group**

The next meeting of the Transportation Working Group is on March 15. The group will be reviewing a background report regarding where we are in terms of a transportation service and what functions the region plays versus other jurisdictions. Other items that will be discussed are the E&N and the decision which has come out today, and the Triple A (all ages and abilities infrastructure) definition and how that works across jurisdictions. There is a common definition across the region so that we are all referencing the same public information when reporting on what Triple A means.

6. Priority Business

➤ **Budget Update**

There will be about \$40,000 available to spend on our grants program, and additional funding of approximately \$25,000 for advertising. We will also likely have some additional funds carried over from last year and that will be finalized at the end of this month.

➤ **Strategic Planning**

The data review project is not yet complete, but it is planned to get an update at the April meeting.

Neil Arason, Chair of the Data and Evidence Subcommittee, gave a brief overview of what the data has shown so far. It is fairly typical re accident stats, i.e., alcohol, driver inattention, speed. In comparison with other jurisdictions, we are an average performer. It is useful data, but at the same time the data doesn't necessarily reflect what the solutions are. As noted in the presentations from Saanich and Victoria at last month's meeting, there is a lot of good work being done to improve road safety. We are not making the same progress with vulnerable road users as we are with vehicle occupants. Studies have shown that when communities focus on improving safety for vulnerable road users, the safety of vehicle occupants also improves.

John Hicks provided a summary on some of the items which the Commission has discussed in the past 18 months.

- Commercial vehicle safety and how we can work with RoadSafetyBC to potentially expand some of their programs.
- Status of interval cameras.
- Shared facility etiquette, i.e., how we share the road with different users, including the trail network.
- Commitment to continue the Commission partnership with Chek and UVic on youth designed targeted safety messaging. Messages to date have been on distraction, impairment, and vulnerable road users. There is a gap in terms of messaging on speed so that is something we should look at.
- Direction from the Board to do a review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD. We could potentially collaborate with Saanich and Victoria and the province. They are doing pilot programs so there may be capacity for us to build on those campaigns. It may be possible to get a UVic undergrad student to do a report on this and then we could provide comments back to the Board.
- Looking at what our local government partners are doing across the region. The Saanich Road Safety Action Plan is being rolled out and the Commission can support this in terms of education and advertising.
- Working closely with municipalities and electoral areas across our region so that we have common bylaws. Municipalities are working on common language in terms of how bikes cross streets which relates to elephant's feet in particular, and we could do some messaging and education campaigns as that rolls out. Consistent messaging is important.
- Piggybacking off other campaigns such as distracted driving, impaired driving, etc. We have done this previously by providing additional funding to ICBC to extend their campaigns.

A summary of discussion on possible priorities for the Commission follows.

- Todd Litman – Concerns of crossing guards re drivers not following their direction. Discussion took place on the Safe Routes to School Program in the CRD. The current program meets the needs in terms of safety and action plans for the school, however, school and parent engagement are critical for the program to be effective. The crossing guard program is distinct as it comes back to a funding initiative.
- Andy Harward spoke on the following issues he would like to see addressed.
 - Disconnect between police and Commercial Vehicle Safety and Enforcement operators right now. The connection is not there, and the relationship needs to be strengthened.
 - Most CRD IRSU members have advanced collision investigation background, and he would like to have members attend in-school presentations in conjunction with ICBC.
 - IRSU receives numerous requests from schools for assistance with enforcement. Would like to see increased partnership with the Ministry of Transportation and Infrastructure to help make those schools safer.
 - The most challenging enforcement issues are impaired driving and distracted driving. Manpower is always an issue. Speed is one of the more common campaigns they do and that is something that can be done with a limited number of officers. They are also trying to work through getting more of the documents they use into an e-ticketing format.

Discussion took place regarding the connection between enforcement actions and the time away from the road that officers spend in court defending traffic ticket appeals. Of note is the high number of appeals related to distracted driving. Vice-Chair Martin raised the point that one of the important components of the original provincial e-ticketing project was a strategy to reduce the number of appeals, therefore reducing the amount of time officers are tied up in court. An update on the e-ticketing project was requested from RoadSafetyBC.

Action: Natalie Heilke, RoadSafetyBC, to provide an update on the e-ticketing project

- Neil Arason – Strengthening the relationships with MOTI and CVSE are specific things that we could do. Also, literature shows that the only way to change human behaviour is through enforcement and it is critical that we work through our colleagues in enforcement.
- Natalia Heilke – In the current RoadSafetyBC strategy document there is a lot said about the Safe Systems Approach. The idea behind the Safe Systems Approach is that you build systems that are better able to accommodate human error where possible.
- Doug Cripps – In Saanich, still seeing a lot of pedestrians being hit in crosswalks and he would like to see an education component for crosswalk users, as well as educating drivers on what to expect when approaching crosswalks.
The issue of poor lighting at crosswalks was also raised. It was noted that each jurisdiction does their own warrants and there are some general requirements, but there is no standard across the region. This is the type of issue that is coming back through the Transportation Working Group.
- Corey Burger – Logical linkage between police resourcing challenge, Safe Systems Approach, and our data collection. Look at the ten worst places where we are seeing these three common issues and then work with municipal partners to reduce them.
- Doug Cripps – Regardless of poor lighting, some of the more recent incidents in Saanich have been caught on video and show people are not looking left and right before crossing and that has resulted in fatalities. Campaigns re distracted walking were discussed.
- Todd Litman – Commented that unless there is evidence showing that distracted walking is a significant risk factor, he would object to focusing on that. There is a lot of debate amongst pedestrian safety experts about those issues.
It would be valuable to do an inventory of which crosswalks are on streets where the street design encourages drivers to go faster than is safe. It would be a substantial safety strategy to identify high risk crosswalks because the streets are designed for excessive speeds, particularly around schools. This could be part of the comprehensive Safe Routes to Schools initiative. A related issue is whether there are sidewalks on those streets. There could be three related inventories looking at whether high risk suburban streets have sidewalks and crosswalks with sufficient lighting, and whether the roadway is designed for a safe speed level.
- John Hicks – The Commission wouldn't have authority to do anything like that as that is at the municipal level. The intent of the Transportation Working Group is to work on these common issues. Things like the Safe Systems Approach and infrastructure are being examined closely at the municipal level and being rolled out at the municipal level. We can bring issues back to the Working Group but in terms of the Commission, we need to look at the end purpose of this group and what we have available to us.
He also commented that there is always a concern about victim blaming whenever we talk about pedestrian/cycling concerns and taking responsibility, but there is a role for campaigns showing that everybody has a responsibility in road safety--pedestrians, cyclists, and drivers. There is the capacity to do that without targeting a specific group or being negative.
- Murray Fyfe – Modal shift. We could do a campaign to encourage people to get out of their cars and use other means of transportation. We have done past initiatives on sharing the road and micro mobility and bringing both of them together is important as we are seeing a lot of conflicts between different types of micro mobility and bikes, pedestrians and vehicles. Also agree with the importance of issues around visibility and crosswalks. We have done a lot of campaigns in the past on visibility.
- Corey Burger – The CRD has a regional information collection service. Can we advocate through the Board for collection of sidewalk data?

On that point, Chair Murdock commented that as Chair of the Transportation Committee, they would welcome recommendations on issues the Commission would like to see the Board take up.

- John Hicks – As we are moving forward with any of these advocacy pieces, it would behoove us to take them back to the Working Group with the engineers so they have an opportunity to respond before it goes beyond that.
- Neil Arason – Requested a brief presentation on the membership and mandate of the Transportation Working Group so that we can understand everyone's role. Chair Murdock commented that would be useful for the Transportation Committee as well.

Action: John Hicks to provide outline of the Transportation Working Group at the April meeting

- Neil Arason – There are hundreds of things that can be done to improve road safety. We need to think about who we are and what it is that we can do specifically. Ideally, we should focus on one or two things in the next year or two that will really have an impact and go all out. There was general agreement with this approach.
- Owen Page – Within the CRD, most of the roads are arterial highways and there's not too many places where they can focus on active transportation on the roads. He has limited budget but is happy to advocate wherever he can.

As per the previous discussion regarding the relationship between the police and CVSE, Owen can try to set up contact with CVSE Director Sean Kelly.

- **Review of e-bikes and micro-mobility as it relates to personal use and safety in the CRD**
This item has come through as a directive from the CRD Board. We have the capacity to do this research within the Commission by using some undergrad students and then forward the information back to the Board.

Action: John Hicks to discuss with Paweena Sukhawathanakul and Fred Grouzet and report back

- **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)
- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

In response to a request, Sgt. Andy Harward commented on IRSU's winter impaired driving campaign. At the beginning of the month, they spent some time in Saanich, then moved into Victoria around the middle of the month, and finished off on New Year's Eve in Langford. They saw considerable stats that night to the point where the towing company couldn't keep up with the number of vehicles being taken off the road. It was a very productive campaign for IRSU.

7. Other Business

8. Member Updates

- **RoadSafetyBC - Natalia Heilke**

No update

- **ICBC – Colleen Woodger**

- Working on an event to be held on May 18 in Westshore. She has invited Fred Grouzet and his group and it is planned to have 150 students view the ads that we have produced and participate in focus groups to provide feedback. Also, exploring the idea of having students recreate the vignettes.

- Supporting the police with distracted driving campaigns. The amount of ticketing is constant.
- **Youth and Children – Hailey Bergstrom-Parker**
No update
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
No update
- **CRD – John Hicks**
No update
- **Integrated Road Safety Unit – Sgt. Andy Harward**
 - Working in tandem with ICBC on distracted driving campaign.
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
No update
- **Vancouver Island Safety Council – Ron Cronk**
 - May is Motorcycle Awareness Month and he will be bringing more information forward about this.
- **Capital Bike – Corey Burger**
No update
- **Walk On, Victoria – Todd Litman**
No update
- **Municipal Police Forces/RCMP – Sgt. Manny Montero, Oak Bay Police**
 - Oak Bay Police have been working on a crosswalk safety project.
 - One of their platoons has gotten pretty much all of the IRP's in Oak Bay since last year and this year. Looking to see if they can get some other people out on the weekend doing IRP's as most of that platoon will be off on a course.
 - Traffic is the number one issue in Oak Bay so members are out every day.
- **BC Transit – Dallas Perry**
No update
- **Ministry of Transportation and Infrastructure -Owen Page**
 - Starting to refresh our road markings this month and that will carry on throughout the summer for the entire Island.
- **Island Health – Neil Arason**
 - Adjudicated their Vision Zero in Road Safety Grant Program last month and awarded grants to 14 communities across the Island, including three communities in the CRD. Songhees First Nation received a large grant to reduce speed limits, and MOTI will be providing assistance; In Sidney will be upgrading a signal box which will allow implementation of leading pedestrian intervals; Safe infrastructure around Hans Helgeson School in Metchosin.
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**
No update

9. Next Meeting

The next meeting will be held on April 11, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:31 pm.

**CRD TRAFFIC SAFETY COMMISSION
MINUTES OF MEETING
Tuesday, April 11, 2023**

Members: Neil Arason, Island Health
Ron Cronk, Vancouver Island Safety Council
Dr. Murray Fyfe, Island Health
Natalia Heilke, RoadSafetyBC
Todd Litman, Walk On, Victoria
Steve Martin, Community Member
Dean Murdock, CRD Board
Dr. Paweena Sukhawathanakul, Institute on Aging and Lifelong Health, UVic

Associates: Natalie Bandringa, CRD (for John Hicks)
S/Sgt. Doug Cripps, Saanich Police
Cpl. Andres Sanchez, Sidney North Saanich RCMP

Regrets: Hailey Bergstrom-Parker, Child Passenger Safety Program, BCAA Community Impact
Corey Burger, Capital Bike
Dr. Frederick Grouzet, Centre for Youth and Society, UVic
Sgt. Andy Harward, CRD Integrated Road Safety Unit
Myke Labelle, Commercial Vehicle Safety and Enforcement
Joe Perkins, Media
Owen Page, Ministry of Transportation and Infrastructure
Colleen Woodger, ICBC Road Safety and Community Involvement

Recording Secretary: Arlene Bowker

The meeting was called to order at 1:15 pm.

1. Territorial Acknowledgement

Chair Murdock provided a territorial acknowledgement.

2. Approval of Agenda

MOVED by Ron Cronk, **SECONDED** by Murray Fyfe, that the agenda be approved with the following addition: **CARRIED**

- Traffic Safety Commission annual report to the Transportation Committee

3. Approval of Minutes – March 14, 2023

MOVED by Paweena Sukhawathanakul, **SECONDED** by Steve Martin, that the minutes of the meeting held on March 14, 2023 be approved. **CARRIED**

4. Chair's Remarks

Chair Murdock thanked those members who were able to attend today's meeting and said he looks forward to our session on strategic planning.

5. Business Arising from Previous Minutes

➤ **Update on Transportation Working Group**

At the last meeting of the Transportation Working Group, members reviewed options on how to advance their work and what type of reporting structure was needed. The working group looked at a draft policy to develop guidelines re upcoming CRD trail work and also approved the Triple AAA criteria presented by the CRD. Saanich staff presented Saanich's Road Safety Action Plan and the current state of road safety. The City of Victoria discussed a regional ride hailing business license idea. Saanich and Victoria staff presented a joint proposal to ask the CRD Board to advocate for modernization of the Motor Vehicle Act.

At their next meeting on April 17, all partners will be sharing their priorities to identify any alignments. The Ministry of Transportation and Infrastructure will be doing a presentation on where they are with the modernization of the Motor Vehicle Act and next steps. Transportation governance will also be discussed.

6. Priority Business

➤ Budget Update

There are no changes to the budget. The surplus carryover from last year is \$43,000.

➤ Strategic Planning

Update on Data Review Project

Under the direction of Dr. Paweena Sukhawathanakul, Helia Sehatpour, a doctoral student in environmental psychology, provided an overview of her work on the Commission data review project to document factors that contribute to serious injury and fatal collisions in the Capital Regional District and the Malahat Highway. This project was approved last October in order to develop a foundation for planning by looking at what the data and evidence show about where fatalities and serious crashes are occurring, and to identify data gaps. Copies of the full report have been provided to Commission members. The link to today's presentation is <https://vimeo.com/815743974>. A summary of the presentation follows.

The report provides a descriptive analysis of motor vehicle related crashes, injuries and fatalities in the CRD from 2017-2021. The objectives were to identify crash, injury and fatality rates for local municipalities of the CRD and the CRD as a whole; compare traffic safety performance indicators with peer jurisdictions in Canada and internationally; identify crash contributing factors and various crash types; and examine collisions specifically involving vulnerable road users as well as motor vehicle occupants.

Datasets used for the report were ICBC claim reports, ICBC traffic accident system police reports and the Ministry of Health discharge abstract database which includes hospitalizations resulting from road injuries in the CRD. Only municipal regions of the CRD were included, and the Gulf Islands, rural areas and off-road accidents were excluded. The Malahat region is reported in municipal breakdowns but not included in aggregate CRD stats.

The first table shows CRD road safety highlights for crashes, injuries and fatalities from 2017-2021. There was a downward trend in crashes and injuries from 2017-2020, with an uptick in 2021. In the report there is a comparison of the CRD's fatality and injury rates by population with various cities with similar population distribution. Cities such as Berne, Switzerland; Helsinki, Finland; and Oslo, Norway all show lower rates of injuries and fatalities by population than the CRD.

The next section examines motor vehicle collisions involving vulnerable road users. This section reports on crashes, injuries and fatalities involving pedestrians, cyclists, and motorcyclists and includes trends by year and comparison with provincial statistics. The crash injuries involving vulnerable road users follow the same pattern as overall injury trends, with a downward trend from 2017-2020, and an increase in 2021. Pedestrians and cyclists show similar numbers of injury occurrences over the years. Motorcyclists follow the same trend.

The percentage of total fatalities by road-user type is shown in a graph. Drivers constitute the largest percentage of all traffic-related fatalities standing at more than 50 percent. Pedestrian fatalities constitute almost 30 percent of all fatalities, followed by passengers and cyclists. Pedestrian fatalities constitute a much larger portion of all fatalities than cyclists. Data on motorcyclist fatalities was not available for comparison.

The next section describes the contributing factors to crashes and injuries and is mainly sourced from police reported data. The top five factors are distracted and inattentive driving; road condition; weather condition; speeding; and impaired driving. Injury numbers from these factors show a downward trend from 2017. Impaired driving seems to be the only contributing factor where the number of injuries in 2021 was almost as high as in 2017.

Crash, injury and fatality data were also broken down by municipality. The municipality section includes the Malahat as well as the 13 municipalities of the CRD. Both claim reported and police reported crashes are shown. Victoria and Saanich have the highest number of crashes and

injuries and largest populations. Saanich has a higher number of more severe crashes and injuries reflected in the number of police reports, as well as a high number of fatalities.

The third dataset shows hospitalization data retrieved from the Ministry of Health's discharge abstract database. Cyclists have the highest number of hospitalizations, followed by car occupants and pedestrians. There are also some demographic variables available for fatalities and hospitalized victims. Individuals between the ages 55-70 have the highest number of hospitalizations among the other age groups. A large number of these individuals were reported to be vulnerable road users.

The day of the week and month of the year were also looked at to see how they were associated with crashes. The percentage of total police-reported crashes and injuries were highest in December and January, and lowest in April. Weekdays also seem to have higher numbers of claim reported crashes and injuries compared to the weekend.

There are two separate sections at the end of the report which summarize pedestrian only and cyclist only road safety statistics.

There were some limitations faced in the preparation of this report, particularly the limitation around data access constrictions when it came to municipal information. The claims reported and police reported databases are both managed by ICBC which made only certain subsets of data available for access at a time. To maintain crash victims' privacy, various factors associated with collisions were not available in conjunction with municipal information. This limited the ability to tease apart the most serious factors leading to the most severe injuries and fatalities on roads in the CRD. Future efforts to standardize reporting practices and an aim for better transparency of data would be helpful in creating improved and more accurate reports.

Another limitation was regarding municipal boundaries. Municipal boundaries could not be verified across all datasets. There is a need for consistent municipal boundaries across reporting agencies. Also, there was not enough information to verify the exact location of the road accidents for the hospitalization data. The data represents the location of the hospitalized patients living in the CRD. Therefore, future work should make sure that municipal boundaries and geographical locations of crashes are clearly defined and consistent across the various reporting agencies so that we can more accurately assess the road safety of each distinct municipality.

Members can email Helia at hsehatpour@uvic.ca with any questions or comments.

Discussion followed the presentation.

- Todd Litman – Some jurisdictions will be significantly reducing traffic speed limits and he would like to explore how we can collect data to evaluate the impacts of these changes. Would need detailed information to do it well.
- Neil Arason – This report will be a major reference document for the Commission for the next couple of years. It was interesting to see so many other cities do so much better re the number of casualties and that speaks dramatically to the amount of progress that is possible.
- Paweena Sukhawathanakul – The report was done as comprehensively as possible, but they were limited in terms of how this could be presented in a more accessible way. Possibly it could be sent to John Hicks' office to assist with getting it in a format so that it can be used as an official Commission document and posted on the Commission website. Looking at the data was challenging and to get it standardized took a lot of time.
- Todd Litman – Would like to see a broader scope of comparisons with other jurisdictions. It would be interesting to compare with other Canadian and North American cities.
- Neil Arason – The European cities that were included are "best in class" due to changes they made and are models to look at. We could have one-quarter of the amount of trauma we currently have.

➤ **Strategic Planning**

A summary of last month's strategic planning session was distributed and discussion continued on Commission priorities.

Todd Litman suggested the following three items.

- Study of impacts of reduced speed limits
- Currently there is no way to find out where there are gaps in the sidewalk and bicycle networks. If we are serious about wanting to improve active transportation conditions, one of the starting points is to get an inventory of what the conditions are
- Some sort of catalogue of all the potential Vision Zero actions

Neil Arason recommended that we should focus on a small number of things. From today's presentation, pedestrians do stand out re fatality numbers. If there was one thing we could give priority to it would be pedestrians crossing at intersections and crosswalks. Why isn't every intersection a leading pedestrian interval? We could hugely reduce the number of people walking with a walk signal that are hit by a left or right turning vehicle. We could also look at more protected turning movements, so drivers only need to look for one thing at a time. Both these interventions are proven and are low cost, and we could make them our priorities.

Discussion was held on the Commission's role in communication, education and advocacy for traffic safety initiatives and the relationship between the Commission, the Transportation Committee and the Transportation Working Group. More clarification on this will be provided in the governance presentation next month.

Steve Martin commented that there is active and passive advocacy, and we should break these strategies down. One is more action oriented, and one is more information oriented. One example would be the Malahat pilot which would be something where we could be more active, looking at it and providing some analysis behind it and actively making action-oriented proposals. Another one is on the topic of enforcement which in the hierarchy of road safety has a much greater impact than information. At last month's meeting the issue of police spending a lot of time in traffic court rather than on the street doing enforcement was raised. We could advocate for strategies that would reduce the amount of people challenging traffic tickets, e.g., having deep discounts for traffic fines if paid online, so there is no court involved.

Murray Fyfe remarked that he agrees with the focus on pedestrians, and we could do some education around that. The issue around advocacy is actually about making recommendations and that is something that we have been invited by the CRD Board to do. The Commission did that with the recommendation around interval speed cameras on the Malahat and we could do something similar with respect to leading pedestrian intervals. We have the data and evidence to support a recommendation to the Board to communicate this out to the municipalities and it would be something the Commission could assist with.

Neil Arason suggested two major priorities for the Commission would be to make recommendations to the Board and the second would be all the work we do around campaigns and education. Within those two priorities, we would need to prioritize and narrow the scope of our focus. Steve Martin proposed that based on what we know about what works in road safety and what we know about the data, we could ask John Hicks and his staff to line things up for us. Chair Murdock commented that it would be a helpful next step to have this prioritized based on a number of inputs, including our discussion here.

Todd Litman said that recommended actions are somewhat different in different jurisdictions, i.e., urban and rural, so should have a framework that allows us to say that the priorities may vary according to the area.

Members agreed that "making noise" about issues can help to make change happen and we should use our voice to do this.

➤ **Governance Presentation**

Deferred to the May meeting

➤ **BCACP Calendar**

- March – Distracted Drivers Campaign/Occupant Restraint Campaign
- May – High Risk Driving Campaign
- July – Summer Impaired Driving Campaign (Alcohol/Drug)

- September – Distracted Drivers Campaign/Occupant Restraint Campaign
- October – Drive Relative to Conditions Campaign
- December – Winter Impaired Driving Campaign

The purpose of putting the BCACP calendar initiatives on our agenda is to act as a reminder for the Commission re the focus of our partners and to try and frame our advertising to support them. We could do the advertising ourselves or support any of our partners with additional funding to expand their campaigns.

7. Other Business

- **Traffic Safety Commission annual report to the Transportation Committee**
Deferred to the May meeting

8. Member Updates

Deferred to the May meeting

- **RoadSafetyBC - Natalia Heilke**
- **ICBC – Colleen Woodger**
- **Youth and Children – Hailey Bergstrom-Parker**
- **Institute on Aging and Lifelong Health – Dr. Paweena Sukhawathanakul**
- **CRD – John Hicks**
- **Integrated Road Safety Unit – Sgt. Andy Harward**
- **Commercial Vehicle Safety Enforcement – Myke Labelle**
- **Vancouver Island Safety Council – Ron Cronk**
- **Capital Bike – Corey Burger**
- **Walk On, Victoria – Todd Litman**
- **Municipal Police Forces/RCMP**
- **BC Transit – Dallas Perry**
- **Ministry of Transportation and Infrastructure - Owen Page**
- **Island Health – Neil Arason**
- **Working Group for UVic Centre on Youth and Society Joint Project – Dr. Frederick Grouzet**

9. Next Meeting

The next meeting will be held on May 9, 2023 at 1:00 pm. On motion, the meeting adjourned at 2:31 pm.



Making a difference...together

Notes of a Meeting of the Regional Transportation Working Group Held Monday, April 17, 2023

PRESENT: Staff: K. Lorette, General Manager, Planning and Protective Services; J. Leahy, Senior Manager, Regional Parks; E. Sinclair, Senior Manager, Regional and Strategic Planning; I. Lawrence, Senior Manager, Juan de Fuca Electoral Area Planning; J. Starke, Manager Service Delivery, Southern Gulf Island Electoral Area; J. Hicks, Senior Transportation Planner, Regional and Strategic Planning; N. Bandringa, Research Planner, Regional and Strategic Planning; J. Douillard, Research Planner, Regional and Strategic Planning; E. Taylor, Planner, Regional Parks; C. MacKenzie (recorder).

Also present: K. Bowbyes, City of Langford; L. Byers, BC Transit; C. Davie, Township of Esquimalt; R. Ding, District of Oak Bay; B. Gerhart, Province of British Columbia Ministry of Transportation and Infrastructure (MoTI); I. Leung, Town of View Royal; B. Martin, District of North Saanich; T. McKay, District of Saanich; M. Pearson, Province of British Columbia, MoTI; D. Puskas, District of Central Saanich; J. Wadsworth, BC Transit; S. Webb, City of Victoria; P. Webber, Province of British Columbia, MoTI; J. Wood, Province of British Columbia, MoTI.

REGRETS: L. Beckett, District of the Highlands; K. Campbell, Senior Manager, Salt Spring Island Electoral Area; J. Carter, District of Sooke; B. DeMaere, Town of Sidney; K. Lesyshen, District of Metchosin; J. Rosenberg, City of Colwood.

The meeting was called to order at 9:30 am.

1. Welcome and Introductions

E. Sinclair welcomed members of the Regional Transportation Working Group (working group) and provided a Territorial Acknowledgement.

2. Approval of Agenda

The working group members approved the agenda.

3. Transportation Committee/Capital Regional District (CRD) Board Update

E. Sinclair, Senior Manager of Regional and Strategic Planning informed the members that the Cycling Facility Criteria was presented to the Transportation Committee, Wednesday, March 15, 2023, and subsequently approved by the CRD Board at the [April 12, 2023](#) meeting ([item 6.19](#)). She confirmed that the All-Age Ability (AAA) criteria definition was adopted.

Action: J. Douillard to reach out to the members to collect an inventory of cycling infrastructure by the new AAA criteria.

E. Sinclair advised the Group that a report on Governance Options Backgrounder was also brought to the CRD Board, [April 12, 2023](#) ([item 6.20](#)), and is available for the members' to review online. April 12, 2023, and is available for the members to review online.

She also provided a general update on the Island Rail Corridor. Regional districts along the corridor will engage in stakeholder consultation and collaborative planning with First Nations to develop a shared vision for the future of the corridor. MoTI has provided First Nations and Regional Districts funding to undertake this work. Information about the funding was presented to the CRD Board on [April 12, 2023 \(item 7.4\)](#)

4. Transportation Governance – CRD Board Direction

E. Sinclair provided an update on CRD Board Direction around Transportation Governance. The CRD Board approved a transportation priority: “To present options for changes in governance for transportation in the region including Electoral Areas”.

CRD will be seeking direction in May to engage partners on governance concepts and will seek direction between September/November to develop a business case(s) for a preferred concept(s). CRD is seeking a shared definition on governance and consensus on the desired scope and scale of governance change. This information will be used to determine a preferred governance concept and to begin business case development.

Action: Members to be aware that, pending Board direction, engagement will take place between May and September/November 2023.

5. Partner Roundtable 1 – 2023 Priorities

Seven partners presented their 2023 priorities to the members, which led to a discussion with the working group throughout the day.

6. Communications/Education and Encouragement

J. Hicks provided a general update regarding identified communication needs with a focus on behaviour change. Campaigns related to transportation cross a number of priority areas such as climate action, etiquette in parks and trails and transportation safety. He gave examples of campaigns the CRD is undertaking and sought input as to whether there is an interest in region wide education and encouragement campaigns.

Action: Members to contact J. Hicks to provide input.

7. South Island MoTI Infrastructure Projects Update

M. Pearson from MoTI provided a summary of infrastructure projects being planned and delivered in the region.

8. Modernization of the Motor Vehicle Act (MVA)

J. Wood and B. Gerhart from MoTI provided an update on the MVA modernization- Bill 23, Motor Vehicle Amendment Act 2023 to the group. They discussed the ongoing work, including proposed amendments, proposed policy framework and introduced the group to changes being proposed for MVA pilot projects. J. Wood indicated that staff would be happy to assist any municipality or group of municipalities that were interested in applying for a pilot. He further indicated that any pilot would need to clearly state how they would contribute to provincial goals and objectives particularly those related to climate change and mode share shift.

Action: MVA amendments will be placed on a future transportation working group once more information is provided around the pilot program amendments.

Detour Policy Update

E. Taylor, Planner at Regional Parks, discussed the effort made to establish a regional trails closure policy with the working group. She indicated that Regional Parks is aiming to create a consistent approach that minimizes impact on trail's users when there needs to be a closure.

She indicated they are nearing the end of the process and thanked the members for their input.

She also discussed that the policy is under review and an information update would be provided to the Transportation Committee and Board in the next couple of months.

Action: Members are asked to share any additional feedback on the draft regional trail detours and closures policy with E. Taylor as soon as possible.

Action: E. Taylor to circulate policy once finalized.

9. Adjournment

The working group meeting was adjourned at 3:00 pm.