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REPORT TO REGIONAL PARKS COMMITTEE
MEETING OF WEDNESDAY, NOVEMBER 22, 2023

SUBJECT **Pay Parking at Thetis Lake and Sooke Potholes Regional Parks**

ISSUE SUMMARY

To provide background information and seek direction regarding the continuance of pay parking at Thetis Lake and Sooke Potholes regional parks.

BACKGROUND

At its August 9, 2023 meeting, the Capital Regional District (CRD) Board considered funding options for the renewal of critical infrastructure and the widening and lighting of priority sections of the Galloping Goose and Lochside regional trails. The Board moved that the Regional Trestles Renewal, Trails Widening and Lighting Project (the Project) be accelerated by the inclusion of the Project in the 2024-2028 Financial Plan and that project funds be secured by way of debt; and that staff continue to develop partnerships, pursue grant opportunities and report back to the Regional Parks Committee's September 27, 2023 meeting with options to generate additional funds through non-tax revenue, in addition to working with the province to secure opportunities for supporting the work identified.

At the September 27, 2023 Regional Parks Committee meeting, staff brought forward a report indicating that pay parking was the most reliable mechanism for non-requisition revenue in the regional parks system and sought direction for the expansion of pay parking to nine regional parks at fair market value. The committee did not have enough time to discuss the matter and moved that the item be considered at the October 11 Board meeting. During that meeting, the following motions arising were carried:

1) *That the Board reaffirms the appropriateness of the property tax requisition as the primary revenue source for Regional Parks' operating costs.*
2) *Refer the decision on the continuance of parking fees at Thetis Lake and Sooke Potholes to the Regional Parks Committee.*
3) *Direct staff to report back to the Regional Parks Committee on the barriers to equitable access to Regional Parks for CRD residents.*

Pay parking is currently in place in two regional parks. In 1994, the CRD assumed ownership of Thetis Lake Park from the City of Victoria, which had parking fees in place at the rate of $1/day with pay parking in place May 1 to September 30 each year. In 1994, the CRD charged $2/day at the main beach and $4/day at the smaller lot and a service provider was contracted to implement the pay parking. For 1995, the CRD Board directed Regional Parks to continue with pay parking at Thetis Lake Regional Park at the rate of $2 in both lots and with the introduction of a $15 seasonal pass.

In 2005, when the CRD acquired and opened Sooke Potholes Regional Park to the public, the CRD Board considered the additional costs required to operate the park and approved the implementation of pay parking. A service provider was contracted to implement the pay parking at the same rates as Thetis Lake Regional Park.

It is notable that fees have only increased 25 cents for a day pass and $5 for a season's pass since 1994.

ALTERNATIVES

Alternative 1
The Regional Parks Committee recommends to the Capital Regional District Board:
That pay parking continue at Thetis Lake and Sooke Potholes regional parks, with a gradual rate adjustment to fair market value starting in 2025 over three years and the introduction of a short-term rate.

Alternative 2
The Regional Parks Committee recommends to the Capital Regional District Board:
That pay parking be discontinued for 2025 at Thetis Lake and Sooke Potholes regional parks and that lost revenue be compensated through tax requisition and an additional $50,000 be added for traffic management.

IMPLICATIONS

Environmental & Climate Action

Regional parks continue to see increased use and, in turn, increased demand for parking. Encouraging alternative modes of transportation, such as transit or active transportation, is key to alleviating pressures for increased parking lots.

Demand management in parks systems is often achieved through parking management, such as pay parking or day use permits. This has a positive impact on transit and shared vehicle use, which supports initiatives such as reducing car use, encouraging physical activity and reducing greenhouse gas emissions. As regional parks continue to gain popularity and see increased use, continually expanding parking lots to meet demand is not a sustainable option.

Social Implications

The regional parks system has grown from just over 8,400 hectares in 2000 to more than 13,300 hectares in 2023. Visits to regional parks and trails have also increased by nearly 32%, from 6.1 million in 2013 to 8.1 million in 2022.

Regional parks and regional trails are a public good that belong to everyone in the region. The benefits of experiencing and interacting with nature for physical and mental well-being are felt by many. Park entrance fees, as utilized in other parks systems, can be a barrier for accessing nature and recreational opportunities.

Currently, only two regional parks have pay parking in place, which can be perceived as unfair to the communities in which these parks are located. However, these parks have had pay parking in place for many years and they continue to be some of the busiest in the regional parks system. Additionally, fees are only collected during the peak season to help offset operational costs and for the rest of the year residents have vehicle access without parking fees.

Financial Implications

Presently, seasonal parking revenue from Thetis Lake and Sooke Potholes regional parks provide approximately $240,000 for the regional parks budget, which helps offset park maintenance and park improvement projects, as well as support the bylaw enforcement program in these two parks. CRD Bylaw Officers support CRD Park Rangers with increased patrols during peak summer months, and a large percentage of their time is allocated to both Thetis Lake and Sooke Potholes regional parks, which these fees help support.

Major events at regional parks and attractions draw visitors from outside the region, putting additional pressure on the parks and trails system. Parking fees are one of the ways visitors from outside of the region can help contribute to offset the costs without an increased burden on regional taxpayers.

Bringing the price for pay parking in these two parks up to fair market value could ultimately generate $400,000 in additional annual revenue. These estimates need to be considered cautiously because the introduction of the short-term parking option, the value of the seasonal pass, the fact that visitors with a seasonal pass may visit more than one park, the variability of modes of travel to different parks, and the change in visitor use patterns are all variables that can influence gross parking revenue projections.

There is a service delivery contract in place for pay parking services that does not expire until September 30, 2024. It is recommended that, should the Regional Parks Committee and Board decide to cease pay parking at these locations, it should align with the end of the current contract period. This will allow for adjustments to tax requisition amounts for the 2025 budget, as well as avoid additional costs to prematurely terminate the contract.

Removing pay parking in these two regional parks would result in the need to increase tax requisition in order to continue service delivery at the same levels.

Service Delivery Implications

The current pay parking provider patrols the lots and contributes to traffic management. There would be an increase in parking issues and parking demand with no fees or pay parking contractor in place. This would result in a need to increase the core budget for additional staff presence at these locations to manage safety and access.

Alignment with Existing Plans & Strategies

The CRD Board-approved Regional Parks and Trails Strategic Plan 2022-2032 identifies a climate action and resiliency goal priority action (4-2b) to align implementation of parking fees where regional parks can be easily accessed by transit, walking or cycling as a disincentive to motor vehicle use, excluding vehicle parking for people with disabilities.

CONCLUSION

CRD Regional Parks has long had pay parking in place in two regional parks – Thetis Lake and Sooke Potholes. In October 2023, the CRD Board considered the expansion of pay parking to other regional parks, but ultimately confirmed that property tax requisition is the appropriate

funding source for CRD Regional Parks' operating costs. In light of that decision, the matter of the continuance of parking fees at Thetis Lake and Sooke Potholes regional parks has been brought forward for decision.

RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:
That pay parking continue at Thetis Lake and Sooke Potholes regional parks, with a gradual rate adjustment to fair market value starting in 2025 over three years and the introduction of a short-term rate.

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

SUPPLEMENTAL INFORMATION

CAPITAL REGIONAL DISTRICT BOARD
December 13, 2023

Pay Parking at Thetis Lake and Sooke Potholes Regional Parks

Recommended gradual increases of parking fees over a span of three years:

	Short-Term (2 hours)	Daily	Season
2025	$2.00	$4.00	$30.00
2026	no change	$5.50	$45.00
2027	no change	$7.00	$60.00

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REPORT TO TRANSPORTATION COMMITTEE
MEETING OF WEDNESDAY, NOVEMBER 15, 2023

SUBJECT **Regional Transportation Governance – What We Heard and Next Steps**

ISSUE SUMMARY

To share engagement results and start the next phase of the transportation governance initiative.

BACKGROUND

Transportation is a priority for residents and the Capital Regional District (CRD) Board. The region has three transportation goals: reduce carbon pollution, support higher rates of walking, cycling and transit use and address congestion. A 2023-2026 CRD Board strategic priority is to present options for transportation governance change. This priority shifts focus from goal setting to implementation through a new CRD transportation service.

Current transportation governance, or the rules by which transportation decisions are made, is mode specific. The CRD, 13 local governments, BC Transit and the Ministry of Transportation and Infrastructure (MoTI) have decision-making responsibility for one or two modes each. The CRD Regional Transportation Plan (RTP) helps with coordination. Each jurisdiction is responsible for implementing the RTP. The CRD has very few tools to advance regional transportation goals.

At its June 2023 meeting, the CRD Board directed staff to seek input on transportation governance from local governments, electoral areas, MoTI, relevant partner agencies and First Nations.

Engagement Purpose and Scope

Engagement helps scope governance changes that partners can support. Ultimately, the CRD, local governments and the electoral areas all need to agree to changes. The survey examined trade-offs, challenges, and opportunities. The survey intentionally gathered input on decision-making approaches instead of plans and priorities. Matters requiring legislative change are not being considered. The CRD Board could revisit these matters if initial changes prove feasible.

What We Heard

The Transportation Governance What We Heard report, available in Appendix A, presents results. The full engagement package and copies of all responses are available in Appendix B. Each participant completed a comprehensive survey. All 13 local governments and three electoral areas completed the survey. Local governments submitted responses, endorsed by a resolution of council, and for Salt Spring Island, by a resolution of the Local Community Commission. Electoral area Directors approved responses for their communities. Two partner agencies, the Victoria Airport Authority and the Victoria Regional Transit Commission (VRTC), provided responses. The remaining partner agencies declined participation. The W̱SÁNEĆ Nations and the xʷsepsəm (Esquimalt) Nation are interested in participating in the initiative. CRD staff continue to work with First Nations on how to integrate their interests in transportation governance work.

The report shows responses received, sorted by sub-region and thematic category. Qualitative responses will inform concept development and analysis. CRD staff analyzed the responses through the lens of majority agreement. Majority agreement is when over two thirds of respondents, or more than 11, clearly support a statement. CRD staff did not identify patterns related to respondent population size or geographic location. Some respondents prefer a local approach. Most respondents have mixed preferences, supporting a regional approach for some functions and a local approach for others.

Areas of majority agreement: A majority of respondents support taking a regional approach to behaviour change, new mobility services and transit functions. A majority of respondents support taking a local approach to active transportation.

Areas with no clear agreement: Respondents have mixed levels of support for approaches to connectivity, grants, traffic flow and congestion, funding and transportation planning functions.

Grants and funding: A funding strategy will be needed to advance governance changes. More dialogue is needed to build agreement on how grants and funding will support changes.

Shared principles: Respondents share many of the same expectations, concerns and benefits associated with governance change.

Concept Development and Analysis

Concept development and analysis will develop the service, governance, operating and funding requirements needed to advance governance change. The scope of this concept development work is areas with majority agreement. This scoping is intentional to focus level of effort on areas with the greatest likelihood of delivering change this CRD Board term. The funding requirements component of concept development will allow for further dialogue about grants and funding.

CRD staff previously identified that governance change should progress iteratively, increasing the region's role over three levels. CRD staff refined each level using the engagement results. The CRD Board could advance governance changes in level one and level two this term. The way to make these changes is to establish a new CRD transportation service.

Level 1 Alignment and service levels: Level 1 enables service-level changes so the regional trails act as the active transportation spine. Concept development will focus on integrating the organization's existing transportation functions and assets, including regional transportation policy and planning, data collection and analysis, regional trail planning, operations and maintenance and regional trail assets. Concept development will also consider traffic safety matters currently led by the Traffic Safety Commission. Concept development will identify new service levels for these functions.

Level 2 New functions: Level 2 provides the CRD with more tools to change behaviour, address new mobility services and advance transit. Level 2 also supports local governments build out their active transportation networks. Concept development will focus on the work programs, and the supporting authorities and funding, needed to deliver these new functions. Existing CRD planning and data functions would likely need to be expanded. In relation to transit, concept development will examine planning and collaboration improvements. In relation to active transportation, concept development will examine tools local governments need to deliver active transportation infrastructure. Legislative change is out of scope for this level.

Level 3 Transportation authority: A transportation authority requires agreement about which transportation modes and functions would be subject to an authority, who pays, who decides and who implements. A new authority requires legislative change. Additional work is needed to build agreement on these governance matters. Pending level of support, business case development related to Level 3 would begin in 2025.

Guiding Principles

Principles can help guide the CRD Board when making decisions about transportation governance. CRD staff propose three guiding principles, based on responses to the values-based questions in the questionnaire (questions 2 to 6) and qualitative comments. The three guiding principles reflect values where there is majority agreement.

Principle 1 – Regional Equity: When we make decisions about services, funding and priorities, we balance the diverse transportation needs of local governments and electoral areas around the region. We consider the need to maintain existing infrastructure and support anticipated

population growth. We recognize that some services are best delivered at a regional level, while others are best delivered locally.

Principle 2 – Connectivity: We recognize that transportation decisions made by one jurisdiction impacts others and affects the way people move around the region. Our transportation system makes it is easy and convenient for residents to access their places of employment and essential amenities. Residents and visitors do not need a car to move around the region.

Principle 3 – Reduce Complexity: Governance changes should make it easier, not more difficult, to improve how people move around the region. We avoid duplicating effort to make the most of staff and financial resources.

The engagement results suggest there is not enough agreement on how to prioritize projects and investments in a manner that respects regional equity. Without agreement on prioritization, it is difficult to evaluate mobility improvements from a regional transportation network perspective. Prioritization should be further explored through concept development.

Next Steps

- **Concept development and analysis (Q4 2023 – Q2 2024):** Complete a service design and feasibility study to develop the service, governance, operating and funding requirements needed to advance the level one and level two governance changes.
- **Engagement (Q1 – Q2 2024):** Prepare an engagement plan (Q1 2024) and hold a workshop for input on service design (Q2 2024). Use input in the service design and feasibility study.
- **Draft service establishment bylaw (Q2 2024):** Prepare a draft service establishment bylaw based on the results of the service design and feasibility study.

Depending on the outcomes of this work, the rest of the CRD Board term would be used for:

- **Service establishment (Q3 – Q4 2024):** Pending direction, initiate the service establishment process and adopt a new service establishment bylaw. Additional engagement would occur through this process.
- **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, initiate a business case for a new authority. Additional engagement needed.
- **Delivery (2026 – ongoing):** Seek legislative change and deliver a new authority, as directed.

ALTERNATIVES

Alternative 1
The Transportation Committee recommends to the Capital Regional District Board:
1. That staff be directed to initiate concept development and analysis work as set out in the Regional Transportation Governance – What We Heard and Next Steps report based on level one and level two governance change.
2. That the CRD Board endorse, as set out in the Regional Transportation Governance – What We Heard and Next Steps report, three guiding principles on transportation governance.
3. That staff be directed to develop an engagement plan and schedule a workshop by Q2 2024 with local governments, electoral areas, partner agencies and interested First Nations.

Alternative 2
That the Regional Transportation Governance – What We Heard and Next Steps report be referred back to staff for additional information based on Transportation Committee direction.

IMPLICATIONS

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. Concept development and analysis is the next step to advance this initiative.

Alignment with Existing Plans & Strategies
CRD plans and strategies will inform concept development and analysis. Relevant plans are the Regional Growth Strategy, the RTP, the Regional Parks and Trails Strategic Plan, the Regional Trails Management Plan, the Climate Action Strategy and the intergovernmental relations policy.

Environmental & Climate Action
The CRD Board has declared a climate emergency. In 2022, on-road transportation accounts for 42% of all carbon pollution in the region. New travel behaviours are one solution to get more people taking transit, walking and cycling. In turn, this will reduce carbon pollution and address traffic congestion. CRD staff would have more tools to advance this solution with an expanded regional role in behaviour change. Governance level two proposes this change.

First Nations Reconciliation
First Nations were informed of the engagement process and invited to participate should they be interested. CRD staff continue to work with First Nations to scope the project so that Nations can join the process when they are ready.

Equity, Diversity & Inclusion
The needs of equity seeking groups will be considered through the concept development and analysis work.

Intergovernmental Implications
The engagement results provide insight into how the CRD Board can deliver governance change this term. The CRD Board will need to establish a new transportation service to advance that change. Establishing a new service requires unanimous support from all 13 local governments and participating electoral areas. A focused approach lets decision-makers and staff concentrate effort on governance changes with the greatest chance of success. This is why staff propose that level one and level two governance changes reflect areas with majority agreement. A later stage could consider other areas. Level three governance change requires new legislation and is out of scope. The Province must see consensus for change to consider a new transportation authority.

Some respondents included qualitative feedback about the conditions or performance indicators that must be met before they can support governance change or new service creation. CRD staff will action this feedback through the concept development and analysis work.

One respondent indicated that they do not wish to participate in a regionally scoped service. CRD staff will work to ensure there is clarity over potential impacts to existing services resulting from the proposed changes.

Service Delivery Implications
The project timelines assume that 2025 is the first year to implement a new transportation service. Concept development and analysis must conclude by Q2 2024 to meet this timeline. Schedule delays will affect the CRD Board's ability to advance governance change this term. The chance of delay increases if the scope of governance change is not supported by majority of respondents.

Some respondents identified that changes to the regional multi-modal network are needed before they can support governance change or new service creation. Updating the regional multi-modal network is a multi-year process. CRD staff have intentionally de-linked the regional multi-modal

network from level one and level two governance change. Responses suggest that the need for an updated regional multi-modal network is closely linked to prioritization.

CRD staff will continue to defer incremental improvements to the transportation data program to free up capacity to progress concept development and analysis in 2024. As identified in the level two governance change, the data program may need to be expanded to deliver new functions. Regional Parks staff will update the Regional Trail Management Plan following concept development and analysis, and decisions about level one and two governance change.

CRD staff support from the Legislative Services, Legal, Finance and Regional Parks divisions is required. Regional and Strategic Planning will procure consultancy services to deliver the service design and feasibility study and to support the workshop.

Financial Implications
The 2024 provisional budget includes a one-time budget adjustment of $422,000 to complete concept development and analysis and host a workshop. Costs to implement governance change will be identified through concept development and analysis. Decisions about funding would be made through the annual service and financial planning processes.

CONCLUSION

Transportation governance is a priority for the 2023-2026 CRD Board term. Engagement results show that the region's 13 local governments and three electoral areas share many of the same expectations, concerns and benefits associated with governance change. A majority of respondents support taking a regional approach to behaviour change, new mobility services and transit functions. A majority of respondents support a local approach to active transportation. The next step is concept development and analysis, which will develop the service, governance, operating and funding requirements needed to advance these areas of majority agreement. Additional engagement will be needed as part of this work.

RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:
1. That staff be directed to initiate concept development and analysis work as set out in the Regional Transportation Governance – What We Heard and Next Steps report based on level one and level two governance change.
2. That the CRD Board endorse, as set out in the Regional Transportation Governance – What We Heard and Next Steps report, three guiding principles on transportation governance.
3. That staff be directed to develop an engagement plan and schedule a workshop by Q2 2024 with local governments, electoral areas, partner agencies and interested First Nations.

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

Appendix A: What We Heard Report
Appendix B: Engagement Workbook Package and Responses

Capital Regional District

Transportation Governance

What We Heard Report

November 15, 2023

Territorial Acknowledgement

We acknowledge that the Capital Regional District (CRD) conducts its business within the traditional territories of many First Nations.

We recognize the First Nations governments across this region - **Lək̓ʷəŋən** peoples - **Songhees** and **xʷsepsəm** (Esquimalt) Nations in the core area, the **W̱SÁNEĆ** Nations **W̱JOŁEŁP** (Tsartlip), **BOḰEĆEN** (Pauquachin), **SȾÁUTW̱** Tsawout), **W̱SIKEM** (Tseycum), and **MÁLEXEŁ** (Malahat), as well as **Sc'ianew** (Beecher Bay), **T'Sou-ke, P'a:chi:da?aht,** and **Spune'luxutth** (Penelakut) Nations, all of whom have a long-standing relationship with the land and waters from time immemorial that continues to this day.

Table of Contents

1.0 Introduction 4

1.1 Workbook Engagement Goals 4

1.3 Current Transportation Planning 5

1.4 What is Transportation Governance? 5

2.0 What We Heard 6

2.1 General Observations 7

2.2 Assessing Agreement 8

3.0 Considering Trade-offs (Question 1) 9

3.1 Response Highlights 12

4.0 Principles for Decision-Making 16

5.0 Understanding Expectations (Question 2) 17

5.1 Examples of Services for Consideration 19

6.0 Identifying Opportunities (Questions 3 to 6) 20

6.1 Concerns about change in regional transportation governance 20

6.2 Benefits that change could bring to local governments 22

6.3 Ranking priorities when building out the RMN 23

6.4 Ranking factors for allocating funds for transportation infrastructure 24

7.0 Recommendations for Discussion 25

7.1 Areas of Agreement 25

7.2 Guiding Principles 26

7.3 Prioritization 26

7.4 Governance Potential 27

Thank you

The Capital Regional District (CRD) would like to thank all local governments, electoral areas, and partner agencies for their participation in the recent transportation governance engagement. Your input has provided valuable insight and will help guide further exploration of transportation governance changes in the region. We would also like to thank staff from all communities for their invaluable support of the engagement in facilitating discussion and providing survey responses in a timely manner.

The CRD would also like to thank the First Nations for their interest in participating in the process and look forward to collaborating further on transportation governance in the region.

1.0 Introduction

The Capital Regional District (CRD) engaged member municipalities, electoral areas and partner agencies over the summer and fall of 2023 to solicit feedback on regional transportation governance. First Nations were invited to participate and can opt into the process as desired.

The purpose of this report is to summarize the responses received from the *Transportation Governance Engagement* to give a clear snapshot of the current thinking of local governments and electoral areas in the capital region on a range of key topics related to transportation governance. The input received will help scope potential changes in transportation governance to advance our shared transportation goals to reduce carbon pollution, get more people walking, cycling and taking transit, and address traffic congestion.

The CRD recognizes the essential role that transportation plays in our daily lives, impacting everything from quality of life to economic prosperity and environmental sustainability. A change in regional transportation governance represents a significant opportunity to work collectively on shared goals related to sustainable mobility, economic growth and community well-being.

Respondent perspectives, experiences and aspirations are integral to shaping the future of transportation in the region. Inclusive and collaborative decision-making is critical to developing a system that meets the diverse needs of our residents, businesses and visitors.

1.1 Workbook Engagement Goals

Through this workbook engagement, we sought to:

- Identify key trade-offs, challenges and opportunities in regional transportation governance.
- Determine the level of support for change and the need for additional tools and resources to advance regional transportation priorities.
- Strengthen collaboration, communication and partnership between member municipalities, electoral areas, partner agencies and the CRD.
- Understand your thoughts and expectations regarding the potential establishment of a regional transportation authority.

The CRD Board will use questionnaire responses to determine the level of change that can be achieved over the 2023-2026 Board term and, pending support and further engagement opportunities, define regional aspirations over the long-term.

1.3 Current Transportation Planning

The 2014 CRD Regional Transportation Plan (RTP) sets out a Regional Multi-modal Network (RMN) and a series of transportation objectives to guide implementation. Local governments, BC Transit, the Ministry of Transportation and Infrastructure (MOTI) and the CRD are each responsible for implementing the RTP. Partners use four key actions to support implementation: planning and policy, infrastructure, service delivery and programming, land use and behaviour change. Most local governments are guided by local transportation plans, MOTI developed the South Island Transportation Strategy, and the Victoria Regional Transit Commission is guided by the Victoria Transit Future Plan.

The CRD Board set expectations for transportation improvements in the region by unanimously approving regional transportation priorities in 2021. CRD staff have advised what can be done to achieve these priorities through approved long-range transportation plans, programs of work, the Transportation Working Group and the CRD Transportation Committee. To accelerate implementation of shared priorities, the CRD Board gave direction to investigate and expedite the consideration of governance changes.

1.4 What is Transportation Governance?

Transportation governance is about decision-making. A governance structure sets out how decisions are made, who is involved, who pays and who is accountable for implementation. Current transportation governance is mode-specific and set out in legislation. This means there are multiple decision-makers, which limits integrated multi-modal decision-making and leads to competition for limited funds.

To achieve regional mobility objectives, change is needed to how we make decisions and fund transportation. Working collaboratively, the CRD can create a long-term cohesive approach to transportation governance in our region.

Transportation governance considers three main dimensions:

- Level of multi-modal integration
- Decision-making authority
- Funding

2.0 What We Heard

Local governments, electoral areas and partner agencies received the Transportation Governance Engagement Workbook Package on July 13, 2023. The workbook package is available in Appendix A. Senior CRD staff provided a presentation to nine councils between August and September 2023. Each council was asked to discuss their responses and return a single completed copy to the CRD with a council resolution endorsing the submission.

The goals of the questionnaire were to encourage discussion, receive input and better understand the aspects of governance that local governments are interested in exploring further. The questions were crafted to help identify areas of responsibility that would be best addressed on a regional level, as well as make clear which topics communities would prefer to remain at a local level of decision-making.

This report summarizes what we heard chronologically by question. Question one sought input about the scope of transportation functions to be considered in a new service bylaw (what we are making decisions on), while questions two to six focused on the principles that will guide decision-making. Some respondents provided additional comments and suggestions as part of question seven and that qualitative input has been taken under advisement and will be used to inform concept development and analysis. Where possible, we have organized topics from most to least agreement so that key takeaways are easier to understand. All responses are available in Appendix B.

Of the 13 municipalities and three electoral areas in the region *(Figure 1),* we received a **100% response rate**, indicating a very high level of regional interest in discussing transportation governance.

Figure 1: Communities by Sub-Region

Core	Saanich Peninsula	West Shore	Electoral Areas
Esquimalt	Central Saanich	Colwood	Juan de Fuca
Oak Bay	North Saanich	Highlands	Salt Spring Island
Saanich	Sidney	Langford	Southern Gulf Islands
Victoria		Metchosin	
		Sooke	
		View Royal	

In addition to the local governments and electoral areas of the CRD, six additional key stakeholders were invited to participate, as matters within their jurisdiction could be impacted by transportation governance change. The Victoria Airport Authority (YYJ) and the Victoria Regional Transit Commission (VRTC) submitted completed questionnaires. The remaining partner agencies, the Ministry of Transportation and Infrastructure, BC Transit, BC Ferries, and the Island Corridor Foundation, declined participation. The W̱SÁNEĆ Nations and the xʷsepsəm (Esquimalt) Nation have indicated an interest in participating in the process. CRD staff continue to work with First Nations on how to integrate their interests in transportation governance work.

2.1 General Observations

- Respondents show very high levels of agreement on shared expectations, concerns, benefits and high-level priorities related to the Regional Multi-modal Network. Responses to values-based questions could be used to develop principles to help guide CRD Board decision-making about transportation governance.
- A majority of respondents support taking a regional approach to *new mobility services*, *behaviour change*, and *transit.* A majority of respondents also support taking a local approach to *active transportation*. Areas of majority agreement should be the focus of governance change this CRD Board term.
- Respondents have mixed levels of support for taking a regional or local approach to the other transportation functions explored in the questionnaire. Connectivity, grants, traffic flow and congestion, funding and transportation planning require additional dialogue to build higher levels of agreement before they can be considered in scope for governance change.
- A funding strategy will be needed to advance governance changes. Grants and funding should be considered as part of developing this funding strategy.
- Responses do not show patterns related to respondent population size or geographic location. Some respondents clearly prefer a local approach, while some others clearly prefer a regional approach. Most respondents have mixed preferences, supporting a regional approach for some functions and a local approach for others.
- Responses will be used to inform transportation governance concept development and analysis. This work is needed to develop the service, governance, operating and funding requirements to advance transportation governance change. Qualitative responses will be used to support this work.

2.2 Assessing Agreement

Given the timeline to complete changes to transportation governance within this CRD Board term, a goal of this engagement is to identify the categories in which there are the highest level of agreement. This will allow the CRD Board and staff to focus on topics for which local governments and electoral areas are supportive of and interested in change. Topics with a lower level of agreement can be addressed in the future through further engagement. More dialogue is needed to better understand the potential scope of change and the perspectives of local governments and electoral areas on these topics.

Given that governance change would require establishing a new CRD transportation service, the threshold of majority agreement has been set at two-thirds majority or 11 or more local governments and electoral areas. Service establishment will require unanimous support, so a threshold of two-thirds is considered strong enough support to focus efforts on further investigating the potential for change.

As agencies are not involved in service establishment decision making, they are not included in the total numbers reflected throughout this report. However, their responses are included in tables for transparency and to fulsomely capture all responses received.

It is also important to highlight the topics with strong agreement for a local focus, as those are categories that respondents would prefer to have remain at a local level for decision-making and resourcing. This gives a clear understanding of the types of tools that should be considered as work progresses.

3.0 Considering Trade-offs (Question 1)

This question gathered information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it indicates the types of trade-offs that partners are willing to explore. This helps the CRD Board determine the scale of potential change that could be achieved in the 2023-2026 term. CRD staff will use the responses to scope the operational requirements for a new CRD transportation service.

> Question 1:
> Considering Trade-offs
>
> In each category below, which focus would have the greatest impact on improving mobility for your residents?

The need to explicitly consider trade-offs early in the process is a lesson learned from previous transportation governance attempts. These trade-off questions are intended to identify topics that local governments want (and do not want) to be included within the scope of consideration as staff work to develop transportation governance concepts. This way, efforts can be focused on areas with the highest level of agreement.

While most respondents selected single answers to each question as requested, there were instances where neither/both were selected despite that not being a selectable option. The inference drawn from this is that some communities felt that the response they wanted to provide was more complex than the simple dichotomy of local or regional allowed for. It may be that they are open to consideration of a regional approach but require more specifics. Or that their community is happy and supportive of existing regional resources and more focus is needed on local challenges at the moment. For the purposes of this report, a non-specific response was presumed as being open to consideration of a regional approach. Given that this introduces a level of complexity, CRD staff interpreted these responses as to not tip the balance to an area receiving majority agreement.

The following pages contain two tables summarizing the responses received for Question 1. *Figure 2* displays all responses received, sorted by sub-region, while *Figure 3* is sorted by category, from the highest to lowest level of support for a regional focus.

Sub-Region	Respondent	New Mobility Services	Behaviour Change	Transit	Connectivity	Grants	Traffic Flow and Congestion	Funding	Active Transportation	Transportation Planning
Core	Esquimalt	regional	regional	regional	regional	regional	both	both	both	regional
	Oak Bay	regional	regional	local	local	local	local	local	local	regional
	Saanich	regional	regional	regional	local	regional	regional	local	local	regional
	Victoria	regional	regional	regional	regional	regional	regional	regional	local	local
Saanich Peninsula	Central Saanich	regional	regional	local	local	local	local	local	local	local
	North Saanich	regional	local	regional	regional	local	local	regional	local	local
	Sidney	regional	regional	regional	both	both	both	regional	local	both
West Shore	Colwood	regional	regional	regional	regional	regional	regional	local	regional	local
	Highlands	regional	regional	regional	regional	regional	regional	regional	regional	local
	Langford	regional	local	regional	regional	regional	regional	regional	local	local
	Metchosin	regional	regional	regional	regional	regional	regional	regional	local	regional
	Sooke	regional	regional	local	local	regional	local	local	local	local
	View Royal	regional	regional	regional	regional	regional	regional	regional	regional	local
Electoral Areas	Juan De Fuca	regional	regional	local	regional	local	local	local	local	local
	SSI	local	local	local	local	local	local	local	local	local
	SGI	regional	regional	regional	regional	regional	regional	regional	regional	regional
Agencies	YYJ	regional	regional	regional	regional	regional	regional	regional	regional	regional
	VRTC	regional	regional	regional	regional	regional	regional	regional	local	regional

Figure 2: Considering Trade-offs – All Responses

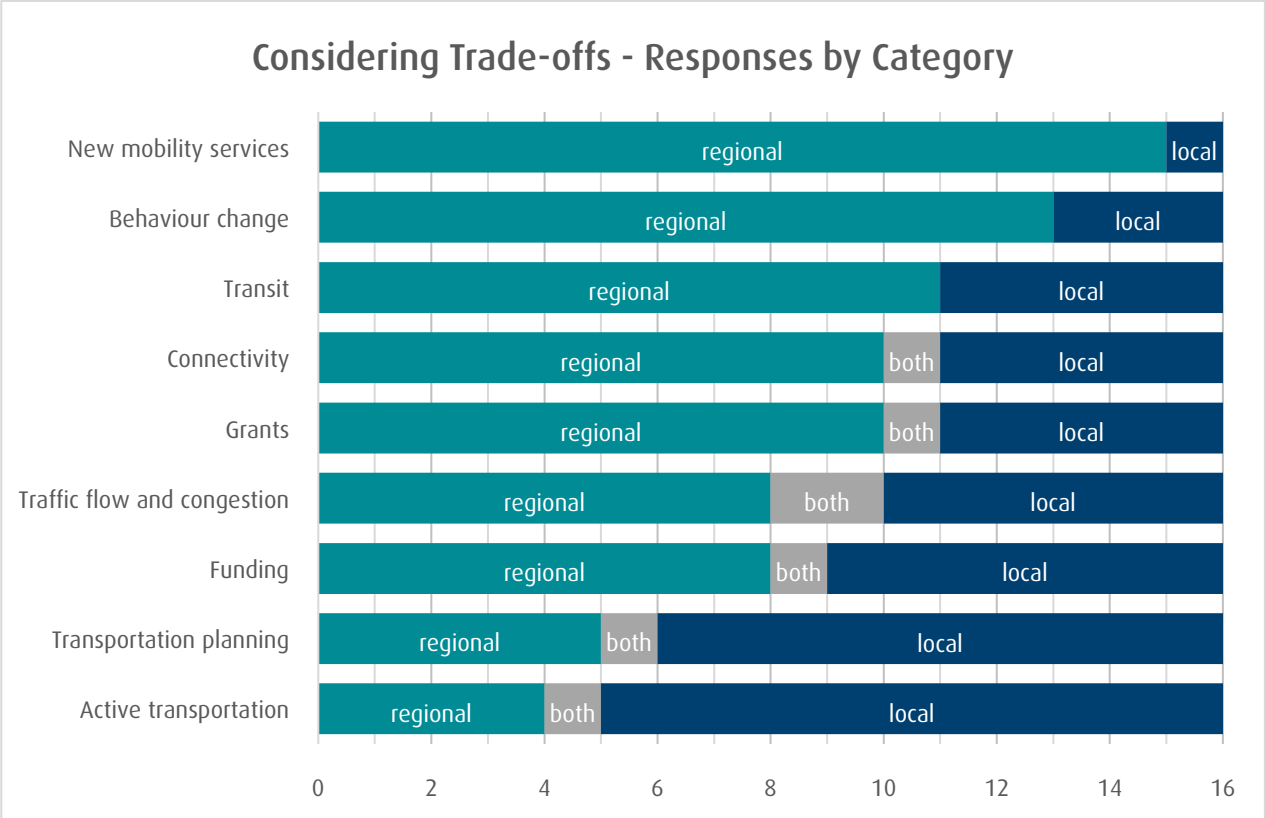
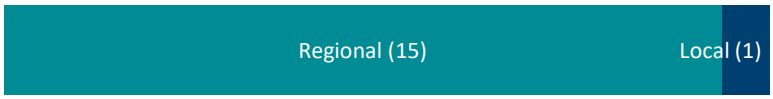


Figure 3: Considering Trade-offs - Responses by Category

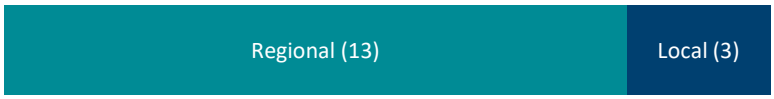
3.1 Response Highlights

3.1.1 New Mobility Services



In question 1H, respondents were asked to consider a trade-off for new mobility services, between whether local or regional responsibility for policy and regulations (i.e., business licensing and curbside regulation) would have the greatest impact on improving mobility for their residents. This trade off received the highest level of support for a regional focus (15), indicating that there is nearly unanimous support for regional responsibility to develop policies and regulations for new mobility services, such as ride hailing apps, car shares, e-scooters, and other new mobility technologies. Having CRD local governments work together to develop a unified approach for implementing these services could speed up the implementation while applying a single set of policies and regulations that would not need to be developed individually by each community.

3.1.2 Behaviour Change



In question 1G, respondents were asked to consider whether local or regional responsibility for delivering initiatives and programs to influence behaviour change would have the greatest impact on improving mobility for residents. The vast majority (13) selected regional responsibility.

Strong support is seen for regional responsibility to deliver initiatives and programs to influence behaviour change in regard to choices people make about transportation options. These programs could benefit from being offered at a regional level because they will be more efficient in delivering support for communities that may not have the resources to establish their own programs. A regional approach would strengthen the effect of behaviour change messaging by making it consistent across the region and providing message saturation over a longer timeline.

3.1.3 Transit

In question 1C, respondents were asked to consider whether allocating transit resources toward local transit routes in neighbourhoods or toward frequent regional transit routes connecting high usage areas along transit oriented corridors would have the greatest impact on improving mobility for their residents. Responses indicate a high level of support for a regional focus when allocating transit resources (11).

3.1.4 Connectivity

In question 1B, respondents were asked to consider whether a focus on their residents' ability to travel intra-municipally (within their municipality) or intra-regionally (between municipalities) would have the greatest impact on improving mobility. Though responses leaned regional overall (ten), there was not a strong level of agreement between local governments and electoral areas in the region. This suggests that additional dialogue is needed to build higher levels of agreement. As such, tools in this category should not be considered as part of further concept and analysis work to be undertaken in the 2023-2026 Board term.

3.1.5 Grants

In question 1I, respondents were asked to consider whether individually pursuing grant funding for local transportation projects or collaboratively pursuing grant funding for priority projects identified on the Regional Multi-modal Network would have the greatest impact on improving mobility for residents. Some local governments expressed a desire to collaboratively pursue grant funding for priority projects on the Regional Multi-modal Network (ten), while others prefer to pursue grants individually for local transportation projects (five). One local government expressed a preference for both. This suggests that additional dialogue is needed to build higher levels of agreement. As such, tools in this category should be considered in the context of preparing a funding strategy for a new transportation service, rather than as a function of the service itself.

3.1.6 Traffic Flow and Congestion

In question 1E, respondents were asked to consider whether investing in local road improvements not on the Regional Multi-modal Network or investing in corridor improvements on the Regional Multi-modal Network would have the greatest impact on improving residents' mobility. Responses were fairly evenly split on where investments in road infrastructure should be focused to bring the most benefit to residents, with eight responding that investements should be made on designated corridors, six responding that investments should be made on local roads and two responding that both are important. Based on additional qualitative feedback, several local governments identfied concern that prioritizing regional corridors may negatively impact their ability to advance transportation objectives on local roads. Some respondents also indicated that the Regional Multi-modal Network requires updating. The results suggest that additional dialogue is needed to build higher levels of agreement on this matter. As such, tools in this category should not be considered as part of further concept and analysis work to be undertaken in the 2023-2026 Board term. Updating the Regional Multi-modal Network is a multi-year project that is not linked to the scope of governance change. Any updates would be addressed as a separate project.

3.1.7 Funding

In question 1A, respondents were asked to consider whether prioritizing investments in local or regional transportation projects and infrastructure improvements would have the greatest impact on their residents' mobility, given a limited pool of funding. Responses indicated that local governments are not in agreement about whether investments should be prioritized in local (seven) or regional (eight) transportation projects and infrastructure improvements to best improve mobility for their residents. One local government identifited that both were important priorities. These results suggest that additional dialogue is needed to build higher levels of agreement. As such, tools in this category should only be considered in the context of preparing a funding strategy for a new transportation service, rather than as a function of the service itself.

3.1.8 Transportation Planning

In question 1F, respondents were asked to consider whether municipal transportation plans should inform the Regional Transportation Plan (RTP) or the RTP should take precedence and direct municipal transportation plans. Responses indicated that local governments would prefer to continue to have municipal transportation plans inform the RTP (ten). In other words, local governments and electoral areas are not supportive of a hierarchy of plans. The CRD currently has a transportation planning function. This function will be considered in the concept development and analysis work to be undertaken in the 2023-2026 CRD Board term.

3.1.9 Active Transportation

In question 1D, respondents were asked to contemplate whether investing in active transportation infrastructure that meets the local or regional needs of residents would have the greatest impact on improving their mobility. Responses from a majority of local governments (11) indicate a desire to prioritize active transportation infrastructure investments that meet the local needs of residents (e.g., local sidewalks, cycling lands and trails) over their regional needs (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting). One way of interpreting these responses is that local governments feel their residents are satisfied with existing regional active transportation infrastructure (regional trails) and would benefit most from an increased focus on local improvements. Another is that the majority of local governments feel that taking a local approach to active transportation is more impactful. Concept development and analysis should consider tools that will enable local governments to achieve local active transportation needs.

4.0 Principles for Decision-Making

Questions two to six asked values-based questions to explore decision-making preferences, benefits and concerns. There was a high level of agreement on certain expectations, concerns, benefits and priorities. These areas of consensus help shape the principles that will guide CRD Board decision-making on transportation governance. See sections five and six for full responses and section seven for principles.

Expectations (Q2)

- Strike a balance between regional and local priorities. (15/16)
- Some transportation services could be more efficiently delivered at a regional level. (13/16)
- Require decision-makers to consider the regional impacts of local decisions. (12/16)

Concerns (Q3)

- Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions. (15/16)
- Financial implications and resource allocation among jurisdictions. (14/16)
- May result in a lower level of service for our local government. (14/16)
- Navigating jurisdictional complexities and legal considerations. (13/16)

Benefits (Q4)

- Improved transportation connectivity within the region. (16/16)
- Collaborative decision making on priorities and service delivery. (14/16)
- Unified voice to pursue funding and/or policy changes. (12/16)
- Harmonizing design standards and bylaws across the region. (11/16)

RMN Priorities (Q5)

1. Connecting residential areas and employment centres.
2. Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks).

Primary considerations for allocating funds (Q6)

1. Maintenance, improvements, and replacement of infrastructure.
2. Supporting anticipated future population growth.
3. Balancing investments between different modes of transportation based on regionally established targets and priorities.

5.0 Understanding Expectations (Question 2)

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. This question gathered information on the types of actions a regional decision-making body could take.

This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps the CRD Board and staff understand the level of change that is needed.

Question 2:

With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.

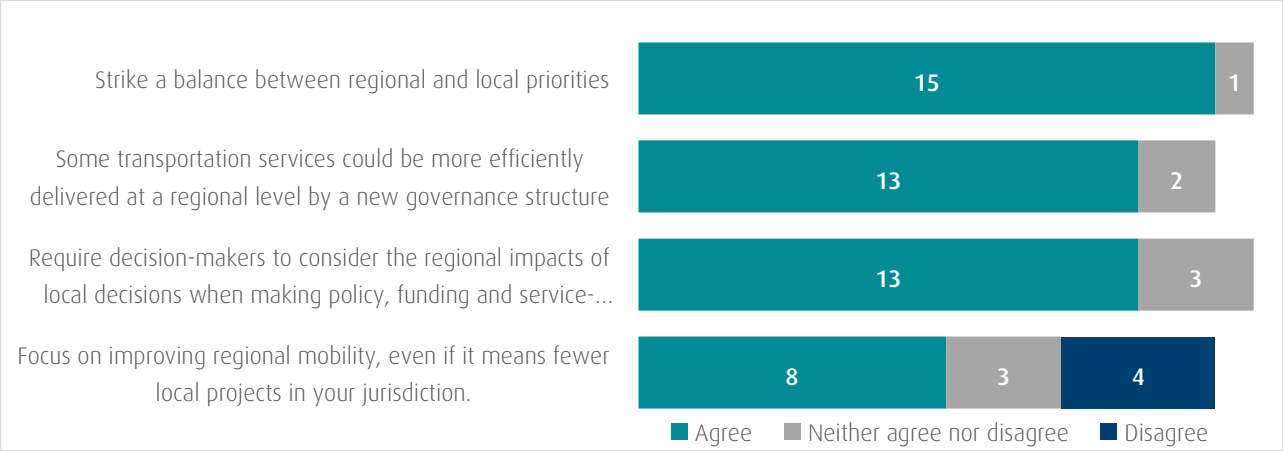


Figure 4: Understanding Expectations Summary

Note: There are not 16 responses for each part. In one case, more than one option was selected and in another, the question was not answered.

Responses, presented in *Figure 4* and *Figure 5*, show that there is a very high level of agreement between local governments and electoral areas in the region on the need for a new governance structure to strike a balance between regional and local priorities and require decision makers to consider the regional impacts of local decisions when making policy, funding, and service level decisions. There is also a very high level of agreement that some transportation services could be more efficiently delivered at a regional level. There was less agreement with the concept that a regional transportation governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects.

Sub-Region	Respondent	Strike a Balance Between Regional and Local Priorities	Consider Regional Impacts of Local Decisions	Some Transportation Services More Efficient at a Regional Level	Focus on improving regional mobility even if it means fewer local projects
Core	Esquimalt	Agree	Neither	Agree	Agree
	Oak Bay	Agree	Neither	Neither	Neither
	Saanich	Agree	Agree	Agree	Disagree
	Victoria	Agree	Agree	Agree	Agree
Saanich Peninsula	Central Saanich	Agree	Agree	Agree	Disagree
	North Saanich	Agree	Agree	Neither	Agree
	Sidney	Agree	Neither	Agree	Agree
West Shore	Colwood	Agree	Agree	Agree	Neither
	Highlands	Agree	Agree	Agree	Agree
	Langford	Agree	Agree	Agree	Agree
	Metchosin	Agree	Agree	Agree	Agree
	Sooke	Agree	Agree	Agree	
	View Royal	Agree	Agree	Agree	Disagree
Electoral Areas	Juan De Fuca	Neither	Agree	Agree	Neither
	SSI	Agree	Neither		Disagree
	SGI	Agree	Agree	Agree	Agree
Agencies	YYJ	Agree	Agree	Agree	Agree
	VRTC	Agree	Agree	Agree	Agree

Figure 5: Understanding Expectations – All Responses

5.1 Examples of Services for Consideration

The majority of respondents felt that some transportation services could be more efficiently delivered at a regional level by a new governance structure. In order to garner more insight, an open-ended space was available for respondents to list up to three examples of services to be considered for inclusion in an expanded transportation governance framework. These examples are summarized below and will be considered more closely through detailed concept development and analysis. Additional engagement with partners is needed to fully understand the scope of the examples and identify operating requirements.

It is important to note that some of the examples provided would require governance change. They are currently not within the CRD's mandate and may require both legislative change and significant additional resources to be addressed at a regional level.

Examples provided that are within the current mandate:

- Regional trail widening
- Regional trail network upgrades
- Active transportation design
- Consistent communications
- Expansion / completion of the E&N Rail Trail
- Develop a Vision Zero action plan

Examples provided that would require new direction and/or legislative change:

- Active transportation corridors connecting municipalities
- Transit (increasing access, frequency, and comfort of public transit)
- Transit connection to BC ferries, airport, Royal Roads University, UVic, and hospitals
- Mobility hub development
- A regional light-rail transit system
- Rail service along the E&N corridor
- Ferry service between Westshore and Esquimalt
- Transportation Demand Management (to do more than active school travel planning)
- Policy and regulation for bikesharing, carsharing, ridesharing, micromobility
- Goods movement strategy including urban freight
- Hwy 1, Hwy 14, Hwy 17 interchange
- Prioritizing regional intersections for inter-municipal funding/planning
- Adding accessible rapid bus stops and dedicated bus lanes
- Actions to achieve Clean BC Vehicle Kilometres Travelled targets

6.0 Identifying Opportunities (Questions 3 to 6)

Questions three to six in the Engagement Workbook focused on identifying opportunities. These questions gathered information about the concerns and benefits that matter most to municipalities, electoral areas, and partner agencies to help CRD staff understand areas of agreement and disagreement across the region to begin to scope potential changes. At-a-glance results are presented in *Figure 6* and detailed results by respondents are presented in *Figure 7*.

6.1 Concerns about change in regional transportation governance

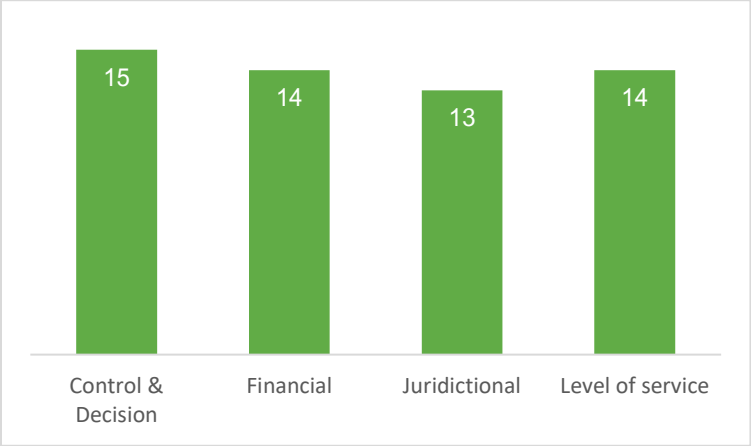


Figure 6: Concerns about Change in Regional Transportation Governance

Question 3:

Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using checkboxes.

The vast majority of local governments expressed concerns about change in regional governance in regard to the statements identified in this question. There was near unanimous concern about a loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions. This indicates that there is a desire to dig deeper into the issues and to identify ways to address these concerns as the transportation governance concepts are further developed.

Through additional comments, there was also a concern expressed by some communities about core-centric decision-making in a new regional governance structure. Transportation governance change will need to address the balance of decision-making and resource allocation between the Core and West Shore and Saanich Peninsula areas.

Sub-Region	Respondent	Control and Decision	Financial	Jurisdictional	Level of Service
Core	Esquimalt	No	No	No	Yes
	Oak Bay	Yes	Yes	Yes	Yes
	Saanich	Yes	Yes	Yes	Yes
	Victoria	Yes	No	Yes	No
Saanich Peninsula	Central Saanich	Yes	Yes	Yes	Yes
	North Saanich	Yes	Yes	Yes	Yes
	Sidney	Yes	Yes	Yes	Yes
West Shore	Colwood	Yes	Yes	No	Yes
	Highlands	Yes	Yes	Yes	Yes
	Langford	Yes	Yes	Yes	Yes
	Metchosin	Yes	Yes	Yes	Yes
	Sooke	Yes	Yes	Yes	Yes
	View Royal	Yes	Yes	Yes	Yes
Electoral Areas	Juan De Fuca	Yes	Yes	Yes	Yes
	SSI	Yes	Yes	Yes	Yes
	SGI	Yes	Yes	No	No
Agencies	YYJ	No	No	Yes	No
	VRTC	Yes	No	Yes	No

Figure 7: Concerns about Change in Regional Transportation Governance – All Responses

6.2 Benefits that change could bring to local governments

There was unanimous agreement that a change in transportation governance could bring improved transportation connectivity within the region. Respondents generally agreed that a change in transportation governance would have positive benefits in having a unified voice, collaborative decision-making, and harmonizing design standards and bylaws across the region. There was less agreement that transportation governance change would improve transportation connectivity within the municipality or electoral area. Results are shown in *Figure 8*.

Question 4:

Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.

Sub-Region	Respondent	Connectivity region	Unified voice	Collaborative decision making	Harmonization	Connectivity Local
Core	Esquimalt	Yes	Yes	Yes	Yes	Yes
	Oak Bay	Yes	Yes	Yes	Yes	Yes
	Saanich	Yes	Yes	Yes	Yes	Yes
	Victoria	Yes	Yes	Yes	Yes	Yes
Saanich Peninsula	Central Saanich	Yes	Yes	Yes	Yes	No
	North Saanich	Yes	Yes	Yes	No	No
	Sidney	Yes	Yes	Yes	Yes	No
West Shore	Colwood	Yes	No	No	No	Yes
	Highlands	Yes	Yes	Yes	No	No
	Langford	Yes	Yes	Yes	Yes	Yes
	Metchosin	Yes	Yes	Yes	Yes	Yes
	Sooke	Yes	Yes	Yes	Yes	Yes
	View Royal	Yes	Yes	Yes	Yes	Yes
Electoral Areas	Juan De Fuca	Yes	Yes	No	Yes	No
	SSI	Yes	No	No	No	No
	SGI	Yes	Yes	No	No	No
Agencies	YYJ	Yes	Yes	Yes	Yes	Yes
	VRTC	Yes	Yes	Yes	Yes	Yes

Figure 8: Benefits of Change in Regional Transportation Governance – All Responses

6.3 Ranking priorities when building out the RMN

Responses indicate that the highest priority when building out the Regional Multi-modal Network should be in connecting residential areas and employment centres as well as improving access to essential amenities (i.e. schools, healthcare facilities, shopping, recreational facilities and parks). Enhancing connectivity between neighbouring municipalities ranked third most important, followed by connecting to BC Ferries and Victoria International Airport. Results are shown in *Figure 9.*

Question 5:

Please rank which factors should be the highest priority when building out the Regional Multi-modal Network.

Sub-Region	Respondent	Connections to residential and employment centers	Access to amenities	Connectivity between neighbouring areas	Connecting to BC Ferries & Victoria International Airport
Core	Esquimalt	1	2	3	3
	Oak Bay	2	1	4	3
	Saanich	1	2	3	4
	Victoria	2	1	4	3
Saanich Peninsula	Central Saanich	2	1	3	4
	North Saanich	3	2	1	4
	Sidney	1	2	4	3
West Shore	Colwood	1	2	3	4
	Highlands	2	1	3	4
	Langford	1	2	3	4
	Metchosin	2	1	3	4
	Sooke	1	2	3	4
	View Royal	2	1	3	4
Electoral Areas	Juan De Fuca	1	2	3	4
	SSI	2	3	4	1
	SGI	1	3	4	2
Agencies	YYJ	2	3	4	1
	VRTC	1	3	4	2

Figure 9: Ranking Priorities for the Regional Multi-Modal Network – All Responses

6.4 Ranking factors for allocating funds for transportation infrastructure

Responses indicate that maintenance, improvements and replacement of infrastructure should be given primary consideration when allocating funds for transportation infrastructure. Balancing investments between different modes of transportation based on regionally established targets and supporting anticipated future population growth were considered important as well. Supporting anticipated population growth was ranked most important by the faster growing communities. Responses are shown in *Figure 10*. These results provide additional insight as to why the trade-off questions related to grants and funding only received moderate levels of agreement. This insight will be considered should a funding strategy be needed for a new transportation service.

> **Question 6:**
> Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure.

Sub-Region	Respondent	Maintenance and infrastructure	Future growth	Balancing investments
Core	Esquimalt	2	2	1
	Oak Bay	1	3	2
	Saanich	1	1	1
	Victoria	2	1	3
Saanich Peninsula	Central Saanich	1	3	2
	North Saanich	1	3	2
	Sidney	1	2	3
West Shore	Colwood	2	1	3
	Highlands	2	3	1
	Langford	3	1	2
	Metchosin	2	3	1
	Sooke	2	1	3
	View Royal	2	1	3
Electoral Areas	Juan De Fuca	1	3	2
	SSI	1		
	SGI	2	3	1
Agencies	YYJ	1	3	2
	VRTC	3	2	1

Figure 10: Ranking Factors for Allocating Funds for Transportation Infrastructure – All Responses

7.0 Recommendations for Discussion

The responses received in question one address the scope of transportation functions to be considered in a potential new CRD transportation service (i.e., what we are making decisions on) during this CRD Board term. Questions two to six pertain to the principles that could guide decision-making (i.e., the types of tools that we would consider). There is a willingness to discuss transportation governance change in the region, though it is more difficult to agree on the specifics to be scoped into the work. Through the Transportation Governance Engagement Workbook, CRD staff understand there to be support at the local government level for taking steps toward transportation governance change in the region in areas where there is majority agreement. The CRD Board needs this input to confirm what can reasonably be achieved this term and deliver on partner needs.

7.1 Areas of Agreement

From the responses received in question one, there are four topics with a higher level of agreement for either a regional or local focus. To keep to the desired timelines for the project, it is recommended that these topics become the focus of the work in this CRD Board term and will be examined more closely through detailed concept development, analysis, engagement, and discussion. Concept development is the next step toward establishing a new CRD transportation service.

Areas of Majority Agreement

Regional approaches were supported for *new mobility services*, *behaviour change*, and *transit* and a local approach was preferred for *active transportation.* These categories warrant further consideration and will be subject to concept development and analysis.

The concept development and analysis work will determine service levels that meet partner expectations and identify the cost, delivery, and decision-making impacts. The outcome of this work would form the basis of a new transportation service and an accompanying service plan that sets out the work needed to deliver the service. This focuses effort on governance changes that can be delivered this CRD Board term as steps achievable in Levels one and two *(Figure 11).*

Areas With Moderate Agreement

Five of the categories did not have majority support for either a regional or local focus. Advancing any of these categories would require additional engagement to define potential changes more clearly and to better understand the thinking of local governments and electoral areas regarding these topics.

The categories without majority agreement are *connectivity, grants, traffic flow and congestion, funding, and transportation planning*.

It is important to note that these topics are not completely out of consideration. The CRD Board may opt to include them in the scope of work, but it is recommended that they be considered at a future date once initial changes prove it is feasible to deliver a regional transportation service.

While there was not agreement on grants and funding, a funding strategy will be needed to deliver new levels of service. Grants and funding will be considered as part of a broad funding strategy.

7.2 Guiding Principles

Principles can help guide the CRD Board in decision-making on transportation governance. CRD staff propose three guiding principles, based on engagement results.

Principle 1 – Regional Equity:

When we make decisions about services, funding, and priorities, balance the diverse transportation needs of local governments and electoral areas around the region. We consider the need to maintain existing infrastructure and support anticipated population growth. We recognize that some services are best delivered at a regional level, while others are best delivered locally.

Principle 2 – Connectivity:

We recognize that transportation decisions made by one jurisdiction impacts others and affects the way people move around the region. Our transportation system makes it is easy and convenient for residents to access their places of employment and essential amenities. Residents and visitors do not need a car to move around the region.

Principle 3 – Reduce Complexity:

Governance changes should make it easier, not harder, to improve how people move around the region. We avoid duplicating effort to make the most of staff and financial resources.

7.3 Prioritization

The engagement results suggest there is not enough agreement on how to prioritize projects and investments in a manner that respects regional equity. Without agreement on prioritization, it is difficult to evaluate mobility improvements from a regional transportation network perspective. Prioritization should be further explored through concept development.

7.4 Governance Potential

In 2014, the CRD commissioned a Transportation Service Feasibility Study which recommended transitioning to a multi-modal governance framework in a stepwise fashion, with each step proving its feasibility before moving to the next. Informed by the feasibility study, the CRD is exploring three potential levels of change in governance, each offering unique opportunities and considerations. These steps aim to ensure that the Regional Multi-modal Network seamlessly integrates major roads, trails and connections with local and provincial networks and centers.

The three governance levels in *Figure 11* (below) must be developed collaboratively. Based on the results of this engagement, the CRD Board could advance changes in level one and level two this term through the establishment of a new CRD transportation service. The governance levels are being refined through engagement and may evolve through the process as local governments, electoral areas, partner agencies and First Nations provide additional input.

Level 1	Level 2	Level 3
Alignment and service levels	**New Functions**	**Transportation Authority**
Level 1 enables service-level changes so the regional trails act as the active transportation spine. Concept development focuses on integrating the organization's existing transportation functions, including regional transportation policy and planning, data collection and analysis and regional trails planning, operations and maintenance. Concept development will also consider traffic safety matters currently led by the Traffic Safety Commission. Concept development will identify new service levels for these functions.	Level 2 provides the CRD with more tools to change behaviour, address new mobility services and advance transit. Level 2 also supports local governments build out their active transportation networks. Concept development focuses on the work programs, and the supporting authorities and funding, needed to deliver these new functions. Existing CRD planning and data functions would likely need to be expanded. In relation to transit, concept development will examine planning and collaboration improvements. In relation to active transportation, concept development will examine tools local governments need to deliver active transportation infrastructure. Legislative change is out of scope for this level.	A transportation authority requires agreement about which transportation modes and functions would be subject to an authority, who pays, who decides and who implements. A new authority requires legislative change. Additional work is needed to build agreement on these governance matters. Pending level of support, business case development related to Level 3 would begin in 2025.

Figure 11: Potential Levels of Governance

Engagement Workbook Package and Responses

This document contains the engagement letter, introduction and background, questionnaire, and glossary that made up the Transportation Governance Engagement Workbook Package distributed on July 13, 2023. This package offered the opportunity for municipalities, electoral areas, and partner agencies to provide valuable insight into the challenges, expectations and aspirations for transportation governance in the capital region.

This document also provides engagement responses organized by sub-region, alphabetically.

Making a difference...together

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July 13, 2023

Via email:

Dear Colleagues,

RE: CRD Board Transportation Governance Engagement Workbook Package

Further to my June 16, 2023, letter advising of the Capital Regional District (CRD) Board engagement on transportation governance, please find the attached transportation governance workbook package.

As mentioned in my previous correspondence, we are seeking your support to complete the workbook and have it endorsed by council resolution within a rather short turnaround time. We appreciate the effort required to help us meet our target response date of Friday September 29, 2023.

The questionnaire offers the opportunity for your organization to provide valuable insight into challenges, expectations and aspirations for transportation governance in the capital region. This engagement process has been developed to build consensus on the scope and scale of the governance change required to achieve regional mobility objectives as set out in the Regional Transportation Plan (RTP).

In the workbook package, you will find three documents:

- Introduction and background
- Questionnaire
- Glossary

Please return your completed questionnaire with council resolution to Alesha Hayes at ahayes@crd.bc.ca by Friday September 29, 2023. If you are interested in having CRD staff present to council/organization, please contact Alesha to arrange a time.

Thank you for your assistance with this matter.

Ted Robbins
Chief Administrative Officer

Enclosures

cc: CRD Board Directors
Municipal CAOs/Corporate Officers
Kevin Lorette, General Manager, Planning and Protective Services

Capital Regional District

Transportation Governance Engagement Workbook

July 2023

Introduction

The Capital Regional District (CRD) is engaging member municipalities, electoral areas and partner agencies over the summer and fall of 2023 to solicit feedback on regional transportation governance. First Nations will be invited to participate.

The purpose of this workbook is to provide CAOs, senior staff and elected officials with the information they will need to provide input on potential changes that will help achieve our shared transportation mode share and greenhouse gas reduction targets.

Once you have read through the information, please complete the questionnaire and pass a council resolution to endorse your response. The completed workbook with council resolution is to be returned by Friday September 29, 2023. Municipalities, electoral areas and partner agencies in our region are responsible for submitting one questionnaire each.

CRD staff will consolidate your feedback and report back to the CRD Board in November 2023.

Transportation is a critical issue

There are three core challenges affecting transportation in our region:

Congestion	Leads to increased travel time and decreased quality of life for residents, especially during peak periods.
Mode-shift	As the regional road network is already built out, implementing infrastructure solutions will be challenging due to cost and geography. To address this, shifting mode share and exploring alternative transportation options are necessary.
GHG Emissions	The transportation sector accounts for 40% of the region's greenhouse gas (GHG) emissions. Reducing these emissions requires urgent action.

In response to these challenges, the CRD Board identified transportation as a strategic priority for the 2023-2026 term and directed staff to investigate governance options and expedite implementation. The CRD Board also approved transportation priority implementation strategies, focusing on areas such as active transportation, RapidBus implementation, highway safety and multi-modal improvements, connectivity to Salt Spring Island and the Southern Gulf Islands and improving access to local transit service in rural areas, among others.

Current transportation planning

Local governments, BC Transit and the Province each have different responsibilities for planning, developing, operating and maintaining roads and pedestrian and cycling infrastructure. The current role of the CRD is limited to planning and policy support, working with partners to advance actions in the Regional Transportation Plan (RTP). The CRD also operates regional trails. The RTP sets out the Regional Multi-modal Network (*Figure 1*) and provides policy direction and actions. The CRD identified 12 regional priorities to further support implementation.

The CRD Board set expectations for transportation improvements in the region by unanimously approving the regional transportation priorities. Staff have advised what can be done within the current structure through CRD, local government and partner agency work plans, the Transportation Working Group and the CRD Transportation Committee. To achieve regional aspirations, the CRD Board has given direction to investigate and expedite the consideration of governance changes.

The CRD Board will use your responses to the questionnaire in this workbook to determine the level of change that can be achieved over this term and, pending support, define regional aspirations over the long-term.

Additional background can be found in the following

- 2014 Regional Transportation Plan and Executive Summary
- 2021 RTP Report Card
- 2014 Transportation Service Feasibility Study
- 2011 Pedestrian and Cycling Master Plan and Executive Summary
- Transportation Priority Areas
- Transportation Priority Area Implementation Strategies
- 2023-2026 Board Priorities
- 2023 Transportation Governance Jurisdictional Scan

Resources

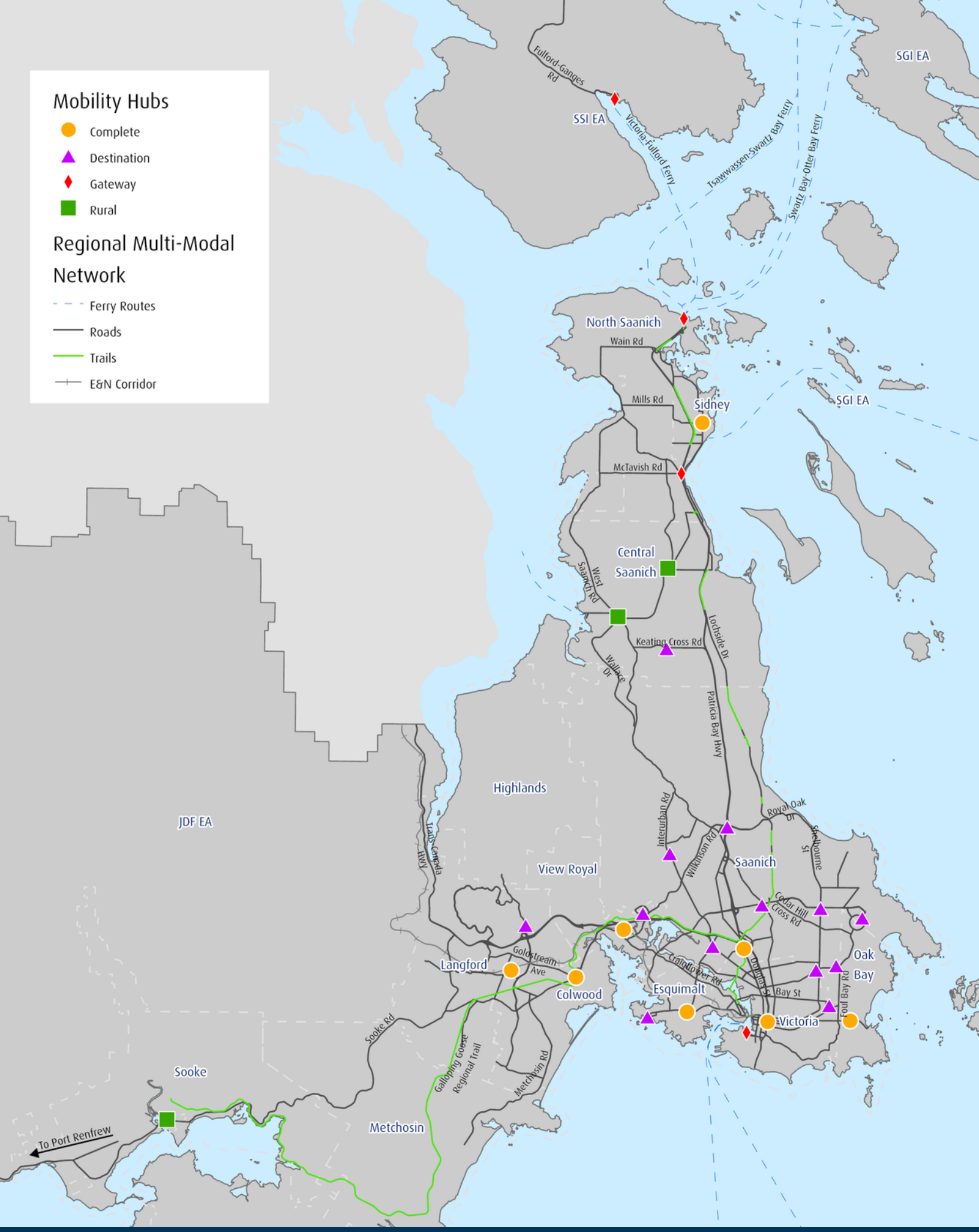

Figure 1: Regional Multi-modal Network Reference Map (2023)

What is transportation governance?

Transportation governance is about decision-making. A governance structure sets out how decisions are made, who is involved, who pays and who is accountable for implementation. Our current transportation governance framework is mode-specific and set out in legislation. This means that there are multiple decision-makers, which limits integrated multi-modal decision-making and leads to competition for limited funds.

To achieve our regional mobility objectives, we must change how we make decisions and fund transportation. With your support, we can work together to create a long-term cohesive approach to transportation governance in our region.

Along the spectrum of transportation governance, one level involves an authority. In general, a regional transportation authority is a governing body responsible for planning, coordinating and implementing transportation strategies and projects.

Regional transportation authorities typically operate within a particular geographical area, such as a metropolitan area or a group of municipalities. They work collaboratively with local governments, transit agencies and other stakeholders to develop integrated regional transportation plans and policies. The authority's role may vary depending on the governance model in place. For example, in British Columbia, the Province regulates transit through the British Columbia Transit Act and created the transportation authority TransLink through legislation.

If done effectively, a regional transportation authority can ease and support the transportation management and delivery burden on municipalities. This allows them to focus on other priorities important to their residents. The ultimate goal of a regional transportation authority is to improve mobility region-wide, which cannot be achieved through better coordination or governance changes alone.

Transportation governance considers three main dimensions:

- Level of multi-modal integration
- Decision-making authority
- Funding

To implement an authority, the region's municipalities, electoral areas and partner agencies would need to reach consensus on:

- Modes subject to the authority
- Desired service level for each mode
- Funding model
- Reporting relationship between the new authority and existing decision-makers

Governance potential

In 2014, the CRD commissioned a Transportation Service Feasibility Study which recommended transitioning to a multi-modal governance framework in a stepwise fashion, with each step proving its feasibility before moving to the next. Informed by the feasibility study, the CRD is exploring three potential levels of change in governance, each offering unique opportunities and considerations. These steps aim to ensure that the Regional Multi-modal Network seamlessly integrates major roads, trails and connections with local and provincial networks and centers.

The three governance levels in *Figure 2* below must be developed collaboratively. Each level can operate as a standalone model or build upon the successes and feasibility demonstrated in the previous step, ensuring a carefully considered and adaptable transition toward a desired multi-modal future. This approach allows us to evaluate and refine our strategies, ensure that decisions are evidence-based and confirm that each step is viable and effective before moving on to the next.

Your responses to this questionnaire will be used to turn these levels from concepts into governance options. Once the options are developed, CRD staff will be able to identify impacts and you will have another opportunity to provide feedback.

Level 1	Level 2	Level 3
New CRD Service *Consolidating Transportation Functions*	**Expanding CRD Authority** *Empowering Change and Funding*	**New Authority** *Streamlined Decision-Making and Investment*
The first step in our proposed governance framework involves consolidating the existing CRD regional transportation planning function with the active transportation function of regional trails into a single service. This new service would enable streamlined service-level changes and enhance coordination and decision-making processes. By centralizing responsibilities, we can lay the foundation for a more integrated and efficient transportation system within the capital region.	Building upon the consolidated department, the second level of our governance model focuses on expanding the authority of the CRD. This expansion would grant the CRD new funding mechanisms and service authorities to drive transformative changes in travel behavior and advance the development of a robust multi-modal network. With the ability to hold property, raise and distribute funds and offer targeted programs, the CRD would have greater flexibility and resources to implement innovative transportation solutions that meet the diverse needs of our region.	As we progress further along our path, the third level of our governance model envisions the establishment of a new regional transportation authority. Under this model, a single organization would be entrusted with making decisions regarding service levels and investments in the network. This comprehensive scope and scale of change would require new legislative authority, marking a significant milestone in our journey toward a fully integrated and sustainable regional transportation system. By centralizing decision-making processes, we can foster greater coordination, efficiency and accountability.

Figure 2: Governance concepts

Examples of transportation governance models

The 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 one of many jurisdictions trying to integrate different transportation modes into a single planning framework, ensure the proper authorities are in place and find dedicated funding to meet service levels.

Staff conducted a jurisdictional scan comparing three regional examples of different transportation governance models: TransLink (Metro Vancouver), Auckland Transport (Auckland, New Zealand) and Halifax Regional Municipality (Halifax, Nova Scotia). Each jurisdiction has undergone transformative change and represents archetypes of governance models, combining the three dimensions of transportation governance in different ways as shown in *Figure 3* below.

	CRD	TransLink	Auckland Transport	Halifax Regional Municipality (HRM)
Governance features	• No mechanism to collectively address impact of decisions • Compete for funding • Focus on planning alignment	• Funding incentivizes collective decisions on regional network • Limited funding source • Complex decision-making	• Single local government • Local and Federal government control of funding • Does not set mobility outcomes; deliver on local government goals	• 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 3: Comparison of transportation governance models

Three key findings from the jurisdictional scan

Another level of government created the transportation authorities to improve mobility. The CRD, municipalities, electoral areas and partner agencies must provide a strong business case for change, particularly about transit, 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 the 2014 CRD Transportation Service Feasibility Study: implementation will happen incrementally, likely following a phased approach (*Figure 4*).

Success is built from a solid base.
Transportation authorities with the tools necessary to decide on mode integration, land use and funding have greater control over mobility outcomes.

Timeline

Summer 2023

Engagement
Engage 13 local governments, three electoral areas and partner agencies to seek input

Fall 2023

Analysis & reporting
Analyse level of consensus for change, report back to the Board and seek Board direction

Fall 2023

Initiate service feasibility
Pending direction, develop a service feasibility study to deliver on the change that is needed

2024

Service establishment
Pending direction, undertake service approval and enact a service establishment bylaw

2025-ongoing

Implementation & delivery
Implement required internal changes to increase service levels and prove feasibility

2025-2026

Business case for an authority
Pending support, begin building a business case for a new authority

2026-on

Delivery
Advocate for legislative change and implement new authority

Figure 4: Transportation governance long-term timeline

We want to hear from you

We recognize the critical role transportation plays in our daily lives, impacting everything from quality of life to economic prosperity and environmental sustainability. A change in regional transportation governance represents a significant opportunity for us to work collectively, transcend boundaries and create a system that supports sustainable mobility, economic growth and community well-being.

Your perspectives, experiences and aspirations are integral to shaping the future of transportation in our region. Inclusive and collaborative decision-making is critical to developing a system that meets the diverse needs of our residents, businesses and visitors.

By participating in this engagement, you are contributing your insights, sharing concerns and helping co-create a transportation authority that represents the interests and priorities of our member municipalities, electoral areas and partner agencies.

What we aim to accomplish

Through this engagement, we seek to:

- Identify key trade-offs, challenges and opportunities in regional transportation governance.
- Determine the level of support for change and the need for additional tools and resources to advance regional transportation priorities.
- Strengthen collaboration, communication and partnership between member municipalities, electoral areas, partner agencies and the CRD.
- Understand your thoughts and expectations regarding the potential establishment of a regional transportation authority.

How to complete the questionnaire

The questionnaire is a form-fillable PDF. It has been designed to provide organizations with the flexibility to:

- Use it as a collaborative working document that can be shared as you prepare your responses.
- Be completed so that it can be attached as an agenda item.
- Be submitted so that results can be extracted and analysed.

While you can work from multiple copies, we ask that you submit one completed questionnaire in the electronic form-fillable PDF and one council resolution to endorse your response. Please do not submit a scanned copy of the PDF.

Please submit the completed questionnaire and council resolution to Alesha Hayes with CRD Regional and Strategic Planning at ahayes@crd.bc.ca by Friday September 29, 2023.

All feedback will be carefully considered in the development of a regional governance framework.

When completing the questionnaire, please consider the following:

1. A glossary is included in the workbook to provide definitions for terms and concepts used in the questionnaire.
2. At your request, CRD staff are available to provide a presentation on transportation governance, including additional background context and regional transportation priorities.
3. Your responses will be used to develop governance options for the CRD Board's consideration.
4. This is the first step to gather information about transportation governance in our region. There will be further opportunities for engagement and input through 2024.

Instructions

If you have any questions, please contact:
Emily Sinclair, Senior Manager, Regional and Strategic Planning
T: 250-360-3244
E: esinclair@crd.bc.ca

Making a difference...together

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ○ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ○ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ○ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ○ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ○ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ○ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ○ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ○ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ○ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree | *Neither agree nor disagree* | *Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☐ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☐ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☐ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☐ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☐ Improved transportation connectivity within the municipality or electoral area
- ☐ Improved transportation connectivity within the region
- ☐ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☐ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☐ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

- [ ] Connecting residential areas and employment centers
- [ ] Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
- [ ] Enhancing connectivity between neighboring municipalities
- [ ] Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

- [ ] Maintenance, improvements and replacement of infrastructure
- [ ] Supporting anticipated future population growth
- [ ] Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Please provide comments or suggestions, if applicable.

Glossary

Active Transportation: If you get to your destination using your own power, that's active transportation. It includes walking, cycling, the use of a wheelchair, skateboarding, scootering, rollerblading, running, horseback riding, kayaking and canoeing, as well as using devices that give you a boost, like mobility aids, electric bikes and electric kick scooters.

Behaviour Change: Modifying people's actions, attitudes and habits. In this case, behaviour change refers to initiatives and campaigns that reduce the barriers that hinder people from using active and sustainable transportation. Behaviour change supports Transportation Demand Management and is typically delivered through targeted education and outreach.

Connectivity: The degree to which destinations are connected to one another and the directness of links. For example, a well-connected transportation network enables more direct travel between destinations. In the context of this questionnaire, questions about connectivity ask for feedback about what is more important as an area of focus: that the transportation network is connected within your own municipality or to destinations across the region.

Harmonizing design standards and bylaws: Agreed upon design standards and bylaw requirements shared across 13 municipalities and, where applicable, three electoral areas to ensure a relatively seamless user experience. In our region, harmonizing design standards and bylaws would require local governments to amend existing or adopt new bylaws so that regulations are the same across all local governments.

Local: In this context, local means transportation matters within your municipality or electoral area that support how residents move around but are not designated corridors on the Regional Multi-modal Network (*see Figure 1*), Pedestrian and Cycling Master Plan or BC Transit's Frequent Transit Network. Transportation matters that are local in nature generally benefit the residents of a single municipality or electoral area, play a connecting role to the regional network and can usually be delivered without significant impact on the Regional Multi-modal network.

Mobility: Having good quality multi-modal transportation options so that people can move around the region easily and efficiently.

Mode share: The percentage of trips taken using a particular type of transportation, such as walking, cycling, transit or personal vehicle. The mode share in our region is 26.6% of trips taken by walking, cycling and transit. The regional objective is to achieve a mode share of 45% of trips taken by active transportation and transit.

Mode shift: The change from using one mode of transportation to another. Recognizing that transportation modes are not always a choice and that in our region, the road network is largely built out, the desired shift is from single-occupancy vehicles to active and sustainable modes of transportation. For example, walking, cycling, public transit, carpooling or using electric vehicles to reduce environmental impact, congestion and promote healthier and more efficient travel options.

New Mobility Services: Non-traditional transportation services, means of transport and technological innovations that change the way we get around, share and use transportation infrastructure. Examples of new mobility services include large scale ride-hailing companies, car sharing and electric scooters. In other words, anything that is not a traditional means of transportation (e.g. bike, bus, personal vehicle).

Regional: In this context, regional means designated transportation corridors on the Regional Multi-modal Network (*see Figure 1*). These corridors connect residential, employment and growth centers (also known as nodes). The Regional Transportation Plan, Pedestrian and Cycling Master Plan and BC Transit's Frequent Transit Network identify these corridors and nodes. Transportation matters that are regional in nature require coordination among partners to deliver, benefit more than one municipality and impact the residents of more than one municipality.

Regional Multi-modal Network (RMN): Established in the Regional Transportation Plan, the RMN is a desired network of regionally significant transportation corridors, including major roads and trails, connecting with local and provincial networks and centers. Along the RMN, walking, cycling and using transit are viable alternatives to driving. The RMN map is provided in *Figure 1.*

Regional Transportation Plan (RTP): The RTP establishes a vision for transportation in the region and outlines outcomes and actions needed to achieve this vision. The RTP identifies the Regional Multi-modal Network, aims to improve mobility between communities, expand the range of accessible and affordable transportation options and support regional sustainability.

Sustainable transportation: Modes of transportation that reduce or eliminate greenhouse gas emissions, including active transportation as well as transit, carpooling and electric vehicles.

Traffic congestion: When the volume of vehicles on the road exceeds the capacity of the infrastructure, resulting in slower travel speeds, increased travel times, and reduced overall transportation efficiency. The regional road network is already built out in our region, making it challenging to implement infrastructure solutions that address congestion due to cost and geography. To address this, there is a need to shift mode share and explore alternative transportation options.

Transportation Demand Management (TDM): A strategy aimed at reducing congestion by providing people with choice in how, when and whether they travel.

Transportation governance: Decision-making structures, processes, policies and practices in place to deliver transportation services in the region. A governance structure sets out the powers, skills and responsibilities to provide services, including how decisions are made, who is involved in those decisions, who pays and who is accountable for implementation.

Council Resolutions and Workbook Responses

All council resolutions and completed questionnaires submitted to the CRD in response to the Transportation Governance Engagement Workbook Package are organized by sub-region, alphabetically.

- Core: Esquimalt, Oak Bay, Saanich, Victoria
- Saanich Peninsula: Central Saanich, North Saanich, Sidney
- West Shore: Colwood, Highlands, Langford, Metchosin, Sooke, View Royal
- Electoral Areas: Juan de Fuca, Salt Spring Island (SSI), Southern Gulf Islands (SGI)
- Agencies: Victoria Airport Authority (YYJ), Victoria Regional Transit Commission (VRTC)

Core

The Core sub-region is comprised of resolutions and questionnaires from:

- Esquimalt
- Oak Bay
- Saanich
- Victoria

CORPORATION OF THE TOWNSHIP OF ESQUIMALT
Municipal Hall, 1229 Esquimalt Road, Victoria, B.C. V9A 3P1 Telephone (250) 414-7100
Website: www.esquimalt.ca Email: info@esquimalt.ca Fax (250) 414-7111

File No. 0400-50

Via Email: kmorley@crd.bc.ca

September 26, 2023

Kristen Morley, General Manager of Corporate Services
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Kristen Morley:

Re: Transportation Governance Questionnaire

Please be advised that the Township of Esquimalt Council considered the Capital Regional District Transportation Governance and Engagement Workbook at both the September 11 and September 25, 2023, Regular Meetings of Council and approved the following resolution:

> *"That Council direct staff to submit to the Capital Regional District Transportation Governance and Engagement Workbook to the CRD with the approved responses."*

The approved responses are included in the attached workbook, as requested.

Should you require further clarification, please contact me at 250-414-7135 and deb.hopkins@esquimalt.ca or Joel Clary, Director of Engineering at 250-414-7130 and joel.clary@esquimalt.ca.

Sincerely,

Deb Hopkins
Director of Corporate Services / Corporate Officer

/sh

Attach: Capital Regional District Transportation Governance and Engagement Workbook

cc: Joel Clary, Director of Engineering – Township of Esquimalt
Emily Sinclair, Senior Manager, Regional and Strategic Planning - CRD esinclair@crd.bc.ca
Alesha Hayes, Communications Coordinator, Regional and Strategic Planning - CRD ahayes@crd.bc.ca

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

See * in question 7

- ◉ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ○ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

See * in question 7

- ○ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ◉ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

See * in question 7

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ○ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ◉ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

- BC Transit
- Rail service along E&N corridor
- Ferry service between Westshore and Esquimalt
- Bridges
- Active transportation projects connecting municipalities

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [ ] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [ ] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [ ] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [x] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
3	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
2	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

*Esquimalt Council supports a regional approach to transportation governance but has concerns with funding being redirected to other municipalities and potential impacts on local services in Esquimalt. Funding is still necessary to enhance the Township's active transportation projects. (Note: this feedback is the rationale for selecting multiple answers in questions 1A, 1D, and 1E, but also applies as the Township's general feedback on transportation governance).

It is important to connect CFB Esquimalt, who employs 7,000 employees, with the municipalities these employees commute from every day.

Esquimalt is already progressing with active transportation and adding density. Municipalities that are doing this should be supported and encouraged to continue doing this.

THE CORPORATION OF THE DISTRICT OF OAK BAY
MUNICIPAL HALL – 2167 OAK BAY AVENUE – VICTORIA, B.C. V8R 1G2
PHONE 250-598-3311 FAX 250-598-9108 WEBSITE: www.oakbay.ca

October 13, 2023

John Hicks
Senior Transportation Planner
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Mr. Hicks,

RE: CRD TRANSPORTATION GOVERNANCE WORKBOOK INCLUDING COUNCIL ENDORSEMENT

At their October10th meeting, Council passed the following resolution:

THAT District of Oak Bay's response to the CRD Board Transportation Governance Engagement Workbook be provided in accordance with the attached workbook including concepts that were mentioned in 2 d and note the comments in section 7 and 2(d) are individual council member comments.

A copy of the completed workbook is attached. Apologies for the delayed response and trust this is sufficient.

Yours truly,

Chris Coates
Director of Corporate Services

Attach.

Capital Regional District

Transportation Governance Engagement Workbook

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ◉ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ○ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ◉ 3 Your residents' ability to travel intra-municipally (within their municipality).
- ○ 2 Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ◉ 3 Allocate transit resources toward local transit routes in neighbourhoods.
- ○ 2 Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- (●) Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ( ) Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- (●) 4 Invest in local road improvements not on the Regional Multi-modal Network.
- ( ) 1 Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ( ) 2 Municipal transportation plans inform the Regional Transportation Plan (RTP).
- (●) 3 The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ( ) 1 Local responsibility for delivering initiatives and programs to influence behaviour change.
- (●) 4 Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ( ) 2 Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- (●) 3 Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- (●) 3 Individually pursue grant funding for local transportation projects.
- ( ) 2 Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. **A new governance structure should strike a balance between regional and local priorities.**

◉ 3	○ 2	○

B. **A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.**

○	◉ 4	○ 1

C. **A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.**

○ 1	◉ 4	○

D. **Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.**

○ 2	◉ 3	○

Examples:

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☑ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☑ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☑ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☑ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☑ Improved transportation connectivity within the municipality or electoral area
- ☑ Improved transportation connectivity within the region
- ☑ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☑ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☑ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

2	Connecting residential areas and employment centers
1	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
4	Enhancing connectivity between neighboring municipalities
3	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

1	Maintenance, improvements and replacement of infrastructure
3	Supporting anticipated future population growth
2	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

-Question: Has the Province made any indication of their willingness to hand over control of their transportation management (specifically Transit and highways) to a local authority?

-With regards to transit, Oak Bay has historically lost out and has needed to advocate to maintain service levels as we have been seen as a privileged community who can afford to take a cab. We have some of the highest levels of active transportation levels in the region and a large population of residents who want to be supported in mode shift to low carbon transportation.
We lack the in house capacity and expertise to roll out our active transportation network in the next five years as envisioned.
We need transit service within our community, so that all residents in Oak Bay can travel to services within their community. Currently there are some areas that are not well served by transit. For example in Harling Point where the topography makes walking a challenge there is not adequate bus service to travel to village centres in Oak Bay.

-It's important to recognize that public transportation and active transportation reach beyond cycling infrastructure. The cycling lobby is well organized, active and vocal, and tends to take the spotlight in planning and implementation of transportation infrastructure. For smaller communities, all aspects of transportation infrastructure must be considered, especially financial planning and grant funding. Urban pedestrian infrastructure, including for those with disabilities and other mobility issues, is critical to the needs of an aging population. Sidewalks in village, commercial spaces for ingress and egress to businesses and shopping, walking trails and neighborhood pathways require ongoing planning and in older communities, regular maintenance to ensure safety access. The tension between local communities and the region related to transportation governance should be constructive and demonstrate positive partnership and collaboration. Surely there is room for focusing on both.

The Corporation of the District of Saanich | Mayor's Office
770 Vernon Avenue Victoria BC V8X 2W7 | T 250-475-5510 | www.saanich.ca

September 26, 2023

Ted Robbins
Chief Administrative Officer
Capital Regional District
625 Fisgard Street
PO Box 1000
Victoria, BC V8W 2S6

Via email: ahayes@crd.bc.ca

Dear Mr. Robbins:

RE: CRD Board Transportation Governance Engagement Workshop Package

Thank you for the opportunity for the opportunity to provide some initial feedback on the topic of regional transportation governance. The District of Saanich's Council is very supportive of this initiative and we welcome additional opportunities to contribute and collaborate with the CRD and our regional partners.

In this attached letter you will find Council's completed Transportation Governance Engagement Workbook Response and Supplement. The supplemental material articulates the rationale for the District's response but also makes suggestions on how to move the region forward. We trust this information will be helpful for the CRD in progressing this important initiative.

Regards,

Dean Murdock

Mayor Dean Murdock

Attachment A: CRD Workbook Questionnaire Response

Attachment B: CRD Workbook Response Supplement

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- (●) Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ( ) Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- (●) Your residents' ability to travel intra-municipally (within their municipality).
- ( ) Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ( ) Allocate transit resources toward local transit routes in neighbourhoods.
- (●) Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ○ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ◉ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

- (●) Agree
- ( ) Neither agree nor disagree
- ( ) Disagree

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

- ( ) Agree
- ( ) Neither agree nor disagree
- (●) Disagree

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

- (●) Agree
- ( ) Neither agree nor disagree
- ( ) Disagree

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

- (●) Agree
- ( ) Neither agree nor disagree
- ( ) Disagree

Examples:

Please refer to the District of Saanich's Response Supplement dated September ___, 2023.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☑ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☑ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☑ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☑ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☑ Improved transportation connectivity within the municipality or electoral area
- ☑ Improved transportation connectivity within the region
- ☑ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☑ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☑ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

1	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Please refer to the District of Saanich's Response Supplement dated September 12, 2023.

CRD Transportation Governance Engagement Workbook Response Supplement

September 26, 2023

Introduction

This Response Supplement is being provided to the Capital Regional District (CRD) to provide additional explanatory context on the District of Saanich's responses to the CRD Transportation Governance Engagement (TGE) Workbook and how to interpret the responses in relationship to Saanich's OCP, sustainability, and climate goals.

The District of Saanich is in full support of this initiative and strongly believes progressing regional transportation governance has the potential to rapidly accelerate sustainable mobility and safety goals. We are currently updating our Active Transportation Plan as well as our OCP and we are in the final phases of developing our Road Safety Action Plan. The opportunities for advancement of sustainable transportation in the region are currently impacted by the existing transportation governance structure. While the current governance structure has served the region well over time and progress is being made at the local level in many municipalities in the region, as the region matures there are gaps in the current structures ability to bring about meaningful regional changes towards sustainable transportation solutions. Looking ahead thoughtful, and consultative discussion is needed with all parties as the region considers a shift in transportation governance. Of particular importance in those consultative discussions is the need to further unpack a few key topic areas that will inform the creation of a new regional transportation authority. Those are:

- Developing an incremental approach to governance changes
- Identifying possible funding models for a new regional transportation authority
- Defining the new governance structure and governance representation for local elected officials
- Defining the scope of a new regional transportation authority including consideration of land use decisions, transit governance, transportation policy and regional transportation assets.

Given the importance and scale regional transportation governance changes would have at both the local and regional level, additional comments and suggestions are provided to the CRD for consideration and to engage with other regional partners in this important discussion. The following pages include specific responses by workbook question.

Responses by workbook question

1. **Considering Trade-offs**

   A. Funding:

   Local funding will continue to have the most significant impact on improving safety and serving the mobility needs of Saanich residents. Yet, the aim of a new regional transportation authority should be to secure a new funding stream dedicated to priority regional transportation projects. Integrated local projects with current funding and regional projects with additional funding sources will contribute to creating a seamless, sustainable mobility network that maximizes the ability of residents across the CRD not to make their trips by vehicle.

   B. Connectivity:

   Given the size of Saanich and that almost 60% of residents' daily trips begin and end within the municipality (as per the 2017 CRD Origin Destination Household Travel Survey), intra-municipal connectivity is the priority. Making 15-minute complete communities and further integrating land use and transportation supported by an improved active transportation network are key strategies in Saanich's OCP update. As such, the percentage of daily trips remaining within Saanich boundaries will increase. However, Saanich's OCP also focuses on creating vibrant centres and villages that transit corridors will support. Accelerating progress on reliable and frequent transit and a major active transportation corridor network within Saanich and between municipalities will be critical to managing vehicle congestion by providing an efficient and convenient alternative to a car for longer-distance trips.

   C. Transit:

   While it will be essential to continue increasing the transit resources to support local routes in Saanich, especially for households who do not own a car, many driving trips within Saanich can be by walking, biking, and rolling. Active travel in the future will improve local mobility as the municipality further develops its' all ages and abilities active transportation network. Improving the frequency and reliability of regional transit will have a more significant mobility impact related to longer trips by Saanich residents as it will encourage more people to shift from cars to public transit. This mode shift is particularly relevant to Saanich as greatly improved regional transit will decrease the number of vehicles driving through the

District to the rest of the CRD core (Victoria and Oak Bay). Investments in regionally significant transit corridors will have an even greater mobility impact as municipalities concentrate development along regional transit spines and create transit-oriented communities.

D. Active Transportation:

Further investments in active transportation will continue to be a priority to support the local needs of residents. While progress has been made on the Active Transportation Plan, completing gaps in the walking and cycling network, all while improving safety and accessibility, remains a local mobility priority. Regional trails comprise the spine of Saanich's local active transportation network. Investment in widening and lighting regional routes will also be an essential infrastructure need in the immediate future. Augmenting CRD's role beyond the 2016 Regional Trails Management Plan and implementing the recently approved Regional Trails Widening and Lighting Project could be an early deliverable for enhanced regional governance. Consideration of completing a holistic network update to the regional trails plan as part of stepping into the **Level 1: New CRD Services** transportation governance approach could be an early win for residents across the CRD.

E. Traffic flow and congestion:

While investments in the Regional Multi-Modal Network (RMN) should be the priority, the scope of corridor improvements should consider all modes of transportation. The goal should be to move more people on the RMN, not more cars, while improving the reliability of goods movement. As such, concepts for enhancing the RMN should consider transit priority and improved spaces for people walking and cycling. Beyond managing congestion, the net streetscape improvements on the RMN should encourage more people to choose sustainable modes. Enhanced regional funding to support RMN improvements should also consider opportunities for municipalities to cost-share in protecting their neighbourhoods from short-cutting traffic.

F. Transportation Planning:

Upon completing an update to the 2014 Regional Transportation Plan (RTP) that reflects Saanich's and other municipalities' latest sustainable mobility, climate plans and OCP updates, the RTP could inform future municipal transportation plans. An update to the RTP should be a mobility plan centered on prioritizing and promoting sustainable mobility options,

integrated with accountability on land use outcomes that develop complete, walkable neighbourhoods and transit-oriented communities.

G. Behaviour Change:

From an economy of scale and efficiency perspective, the most significant impact in improving safety, promoting active travel, and encouraging transit mobility would be for a regional entity to lead travel behaviour change. While municipalities such as Saanich should continue to share in the responsibility of travel behaviour change, leadership from a regional agency would avoid duplication of effort across different levels of government and ensure a consistent unified approach in raising awareness and promoting sustainable mode choices.

H. New Mobility Services:

The need and benefits of new and emerging mobility services such as bike sharing, car sharing, and ride-hailing are often not constrained by municipal boundaries. As such, the greatest public good in creating policies and regulations for new mobility options is at the regional level. The Provincial e-scooter pilot is a current example where it would have been more efficient for a regional entity to work directly with the Province rather than multiple municipalities. Even so, regional leadership on new mobility should consider the regional differences between urban and rural areas. For example, Saanich and other urban core municipalities should continue to have the ability to adapt and manage parking and curbside regulations, guided by a regional policy that establishes consistent expectations.

I. Grants:

The region should be the primary convener of pursuing priority projects on the RMN yet should enable multiple municipalities to collaborate on sustainable mobility initiatives. An example of inter-municipal collaboration for a sub-region in Metro Vancouver is the North Shore Connects partnership and their launch of an e-bike share system.

2. Understanding Expectations

A. There should be a balance of regional projects and local mobility needs. Achieving a representative proportion of priorities will be essential and best accomplished by having a diversity of local elected officials be a part of the decision-making of a new regional governance structure.

B. Simply making trade-offs between current planned local projects and future regional projects, with or without a new governance structure, will not improve mobility in the CRD. The roadmap to the greatest impact on regional mobility will be through creating a new regional governance structure that can raise further funding to deliver a prioritized list of regionally significant projects. Saanich and other municipalities must continue funding their local multimodal projects and integrate them with the RMN. In other words, rather than dividing the pie of funding differently between local and regional needs, a larger pie of funding is necessary to transform even more local and regional corridors with sustainable mobility choices more desirable than driving a car. Concerning land use and its integration with regional funding expectations, a higher share of the new funding for regionally significant projects should be directed to the municipalities most compliant with the CRD's regional growth strategy.

C. Local governments should be accountable for considering how their municipal mobility policy and resource decisions will align with regional objectives. Determining an appropriate method of accountability will be an essential part of the future engagement of local decision-makers in creating a new regional governance structure. Consistently following through on transit-supportive development and walkable communities is fundamental to creating a sustainable and more livable region. Built on the trust and goodwill of local governments contributing to the shared vision of the CRD, there can be an expected level of responsibility to consider regional impacts as municipalities make their respective land use and service level decisions.

D. The District of Saanich agrees that many transportation services are more efficient to deliver at a regional level and will accelerate local and regional progress in the necessary mode shift from cars to sustainable modes of transportation. Three examples of services best delivered at the regional level with updated regional transportation governance are:

1) Transit: providing accessible and comfortable transit on a frequent transit network, including regional consistency in applying supportive transit priority measures to improve reliability and performance; integrating transit facilities into local Transit-Oriented Communities and building Mobility Hubs at major transit stations;
2) Active Transportation (AT) Corridors: developing a regional Major AT Corridors Network by integrating the regional trails with major local bike routes designed for people of all ages and abilities;

3) Regional planning, policy, and program development: providing leadership on advancing a Vision Zero action plan and Safe Systems approach to road safety; convening and leading mobility initiatives such as TDM, bikesharing, carsharing, ridesharing, micromobility, and goods movement, including urban freight.

3. Identifying Opportunities - Concerns

- Saanich agrees that each of the expressed statements can be a potential concern regarding the level of service and provision of mobility expected by its residents and business community. Local decision-makers are responsible to their constituents. As such, it will be important to have local government representation on the board of any new regional governance structure. It will also provide clarity and transparency on where the municipality will maintain its current local control mandate compared to new responsibilities assigned to a regional entity.

4. Identifying Opportunities - Benefits

- Saanich agrees that each expressed statement (connectivity, prioritization, etc.) can materialize into a mobility benefit to its residents and business community. Given the importance of achieving the desired benefits through a new regional governance structure, further collaboration and engagement on each topic between the District of Saanich, the CRD, BC Transit, VRTC, MoTI, and other regional stakeholders will be critical in further exploration of transportation governance.
- One benefit readily achievable through transportation governance is having a unified voice on regional transportation priorities. Communicating a clear implementation roadmap that delivers sustainable mobility results, including reducing GHG emissions and supporting housing and affordability goals, will make it more compelling for senior government to provide enhanced capital funding. Current regional projects that would benefit from additional senior government funding through a unified CRD voice are the implementation of RapidBus lines and electrification of BC Transit's fleet.

5. Identifying Opportunities - Priorities

- Work and personal business trips are the largest trip purpose overall and represent 50% of all trips during the weekday peak period, as per the 2017 CRD Origin Destination Household Travel Survey. As such, the District of

Saanich would rank connecting employment centers as primary and improving access to other essential amenities as the second highest ranking concerning building out the RMN.

- Improving the walk, bike, roll, and transit connectivity between neighbouring municipalities would be the next highest priority for improving the RMN. Connecting to BC Ferries and Victoria International Airport with frequent rapid transit is essential. Yet, it ranks lower in this priority ranking, considering that building out the RMN includes consideration of all modes, not just transit.

6. Identifying Opportunities - Funding

- Establishing the right mix of funding investment between the different modes of transportation will be a vital function of a new regional governance structure. However, it is unreasonable to expect any regional entity to balance its funding levels for each mode nor ignore future growth needs at the expense of maintaining a state of good repair (SOGR) of current assets. Instead, the desired target for future investment levels is to support moving people most efficiently in sustainable modes with corresponding road space allocation to encourage sustainable mode choices and achieve the preferred mode shift away from cars as the region continues to grow.
- As previously noted, making investment trade-offs between existing funding sources, with or without a new regional governance structure, will not improve mobility fast enough to achieve the CRD's sustainable mobility target. The roadmap to fund all modes of transportation in the CRD, while supporting future growth and maintaining a SOGR, is to create a new regional governance structure that can raise additional funding to deliver on all three regional investment priorities. Rather than dividing the pie of existing funding differently, a larger pie of funding is necessary to accelerate making sustainable mobility more desirable than driving a car.

7. Additional Comments and Suggestions

- The District of Saanich appreciates the opportunity to provide additional context on how it is viewing the potential benefits of regional transportation governance in the CRD region, some considerations in raising the necessary support for moving forward, and refinements to the likely phased incremental approach towards regional transportation governance.

- Transit and Land Use

  A new regional governance structure can achieve significant opportunities in delivering regional mobility benefits that further integrate land use with sustainable transportation. Per the 2021 RTP Report Card, “Taking Transit to the Next Level” is critical to ensure the region achieves the desired mode shift away from cars. Delivering frequent, convenient and reliable transit is the most effective way to attract new riders, especially choice riders who have access to a car yet still choose public transit.

  While focused on transportation outcomes, a new regional governance entity should provide the appropriate tools to monitor, incentivize and potentially enforce land use decisions consistent with the RGS. In particular, land uses that support walkable, complete communities, allowing people to walk, bike, and roll for most of their daily trips, should be encouraged to minimize residents’ need to drive a car. Land uses that are part of transit-oriented communities will further enhance the investments in frequent and reliable transit and should be incentivized to achieve co-benefits, including accelerating the reduction of GHG emissions and the provision of more affordable housing.

- Vision Zero and Urban Freight

  Additional regional leadership opportunities include developing a regional road safety action plan consistent with the Vision Zero goal and Safe Systems approach. Infrastructure improvements arising from the regional safety action plan could be harmonized in their design through consistent application of the BC AT Design Guide across the CRD. Travel behaviour change and educational plans can be created through a new regional entity and then amplified through all the municipalities with one consistent promotion and safety awareness message.

  Even with continued modest growth in the CRD, more people in the region yield more goods movement trips. A new governance structure could explore more collaboration on regional goods movement planning and champion creating pathways to lower emission last-mile delivery and urban freight solutions.

- Incremental Phased Levels and Stage Gate Approach

  Concerning the current potential phased incremental implementation of a new or updated regional governance structure, consolidating all CRD transportation

functions is good governance and is permitted based on current legislation. **Level 1: New CRD services**, as described in the May 17, 2023 report to the Transportation Committee, would be valued by the region's residents, regardless of any consensus on advancing new regional transportation governance concepts. As such, bringing the RMN planning with regional trail functions within the CRD can move forward immediately without needing further engagement or consensus on transportation governance concepts for **Level 2: Expand CRD Authority**, or **Level 3: New Transportation Authority**.

While the region works towards consensus on a Level 2 governance concept, it should create measures of effectiveness to inform the value of further downstream regional transportation governance, including the potential of a new transportation authority, described as the Level 3 concept.

Success on smaller-scale regional initiatives as part of Level 2 will create momentum toward achieving greater sustainable mobility outcomes only possible in Level 3 with supportive legislation changes. Before advancing to the final Level 3 concept of creating a new transportation authority, there should be a stage gate process with local decision-makers.

The stage gate process should have evidence-based outcomes documenting the success of the Level 2 governance implementation, bringing regional confidence that more sustainable mobility progress is possible with a new transportation authority empowered with enhanced funding levels. Potential key performance indicators for a stage gate process to discern the value in advancing from an expanded CRD authority to establishing a Level 3 new transportation authority could be related to:

i. Regional sustainable mode split,
ii. Vision Zero and Safe Systems road safety action plan,
iii. Implementation of a TDM, and
iv. Increased senior government funding through a united voice on regionally significant projects.
v.

Conclusion

This Response Supplement has been provided to assist in articulating Saanich's responses to the CRD TGE Workbook, considering Saanich's sustainable mobility, safety, and growth plans.

VICTORIA CITY COUNCIL TO FOLLOW COTW
MEETING OF THURSDAY, OCTOBER 12, 2023

D. REPORTS OF COMMITTEE

D.1 Committee of the Whole

D.1.a Report from the September 28, 2023 COTW Meeting

D.1.a.a 359, 363 & 369 Tyee Road, 343 Tyee Road, 90 Esquimalt Road and 358 Harbour Road: Request to remove and amend Statutory Rights-of-Way and Covenants

1. That Council authorize the execution of the following land title documents related to 359, 363 and 369 Tyee Road and 358 Harbour Road, with contents satisfactory to the Director of Sustainable Planning and Community Development and form satisfactory to the City Solicitor:

    a. The release of a covenant, that prohibits the separate sale of two historic lots that now form 379 Tyee Road, and 350, 354, 356, 358 and 360 Harbour Road (the "No Separate Sale"; Charge number EM3973)

    b. The amendment of a Statutory Right-of-Way and covenant that requires a bus shelter and to remove an incorrect lot reference (the "City Works and Shelter"; Charges number CA8482030-CA8482033).

2. That Council authorize the execution of a release of Statutory Right-of-Way for pedestrian access from 343 Tyee Road / 90 Esquimalt Road and also 359, 363 and 369 Tyee Road, with form satisfactory to the City Solicitor (the "Pedestrian Public Right-of-Way"; Charge number EF120079).

3. That Council authorize the execution of the following land title documents related to statutory right of way (the "Support SRW"; Charge number EG35897), which is for the support of Tyee Road and is registered against 359, 363 and 369 Tyee as well as 343 Tyee / 90 Esquimalt Roads, with contents satisfactory to the Director of Engineering and Public Works, and form satisfactory to the City Solicitor:

    a. An amendment to remove "Area J" from the Support SRW

    b. Remove "Area N, and O" from the Support SRW upon completion of the foundation to support Tyee Road, to the satisfaction of the Director of Engineering.

D.1.a.b Missing Middle Housing Initiative Six-Month Review

1. That Council instruct the Director of Sustainable Planning and Community Development to prepare a Zoning Regulation Bylaw amendment to the regulations related to Missing Middle Housing, to:

    a. Simplify the conditions of use.

i. Eliminate the requirement for an adaptable dwelling unit.

ii. Increase the maximum height of houseplexes and corner townhouses (11.0 m for flat roofs and 12.0 m for other roof forms).

iii. Require the lowest level of houseplexes and corner townhouse buildings to have a finished ceiling that is at least 1.1 m above average grade.

iv. Eliminate the requirement for a secondary dwelling unit (a suite).

v. Allow bedrooms in a suite to contribute toward the main unit's total bedroom count.

b. Remove all the bonus density requirements except for right-of-way dedication.

c. Amend setback and site coverage regulations.

i. Reduce the minimum setback for corner townhouses from a street to be 2 m instead of 4 m.

ii. Reduce the setback for corner townhouses from an internal property line to a building elevation with windows to habitable rooms (e.g., the back of a row of townhouses) to 5 m instead of 6 m.

iii. Increase the maximum site coverage for corner townhouses to 50% instead of 40% to align with revised setbacks on an 18 m wide corner lot.

iv. Only specify side setbacks in meters and not as a percent of lot width.

d. Clarify regulations to improve interpretation including eliminating the overlap of other use regulations with heritage conserving infill use regulations.

2. That, pursuant to section 30 of the Land Use Procedure Bylaw, Council waive the requirement for the holding of a public hearing.

3. That, after publication of notification in accordance with section 467 of the Local Government Act, first, second, and third reading of the zoning bylaw amendment be considered by Council.

4. That the above recommendations be adopted on the condition that they create no legal rights for any person, or obligation on the part of the City or its officials, and any expenditure of funds is at the risk of the person making the expenditure.

- On the current Missing Middle Zoning Regulation Bylaw, maintain the current vehicle regulations in Section 6.1, but add the following provision: "Delegate authorities to staff to approve parking variances for missing middle housing initiative projects."

- On the current Missing Middle Zoning Regulation Bylaw, amend Section 3.3.a to reduce Houseplex Front Setbacks from 6.1m to 4.0m.

D.1.a.c CRD Transportation Governance – Preliminary Input

That Council endorse the attached submission into the CRD Transportation Governance Engagement Process.

D.1.a.d Council Member Motion: Enabling an Affordable Downtown Community Arts Hub

That Council provide the non-profit arts organization running the arts hub a grant of $390,000 to be paid out of 2024 and 2025 budgets and direct staff to investigate and report back on options for securing an affordable long-term community arts hub, such as the one at 780 Blanshard.

D.1.b Report from the October 12, 2023 COTW Meeting

D.1.b.a Permissive Tax Exemptions

That Council:

1. Direct staff to bring forward a 2024-2025 permissive tax exemption bylaw for all properties detailed in Table 1 and Table 2(except Fernwood Neighbourhood Resource Group Society.)

That Council:

1. Direct staff to bring forward a 2024-2025 permissive tax exemption bylaw the Fernwood Neighbourhood Resource Group Society as listed in Table 2.

E. <u>BYLAWS</u>

E.1 <u>Bylaw for 1514 and 1520 Foul Bay Road: Rezoning Application No.00762 and Development Permit Application No. 000590</u>

Motion:

That the following bylaw **be given first, second, and third readings:**

1. Zoning Regulation Bylaw, Amendment Bylaw (No. 1318) No. 23-084

F. <u>NEW BUSINESS</u>

F.1 <u>1399 Stanley Avenue: Approval for Development Variance Permit Application No. 00284</u>

1. That Council authorize the issuance of Development Variance Permit Application No. 00284 for 1399 Stanley Avenue in accordance with plans submitted to the Planning department and date stamped August 4, 2023, subject to:

    a. Proposed development meeting all City zoning regulation bylaw requirements, except for the following variances:

        i. reduce the number of required residential parking spaces from 70 to 59

ii. reduce the number of required visitor parking spaces from 6 to 3.

G. CLOSED MEETING

MOTION TO CLOSE THE OCTOBER 12, 2023 COUNCIL MEETING TO THE PUBLIC

That Council convene a closed meeting that excludes the public under Section 90 of the Community Charter for the reason that the following agenda items deal with matters specified in Sections 90(1) and/or (2) of the Community Charter, namely:

Section 90(1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:
Section 90(2) A part of a council meeting must be closed to the public if the subject matter being considered relates to one or more of the following:
Section 90(1)(a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality;
Section 90(1)(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
Section 90(2)(b) the consideration of information received and held in confidence relating to negotiations between the municipality and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party;
Section 90(1)(c) labour relations or other employee relations;

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [ ] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [ ] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [x] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

2	Connecting residential areas and employment centers
1	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
4	Enhancing connectivity between neighboring municipalities
3	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
3	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Unique Responses:

-Victoria has an excellent local transportation network; we now need an efficient, cost-effective and low-carbon regional mobility network.

-Diverse, convenient transportation services will help to reduce cost of living and access to services for those who need it.

-If a transportation authority is developed, it is essential that the CRD own and operate its assets including portions of the regional trail system that belong to Province or other agencies.

-The region needs to be planning for population growth and tourism with a robust and inter-connected transportation system that serves downtown, airport, ferries, and west shore.

-Planning for major mobility investments in 10 years from now has to start now.

-A regional body would be useful to have in place prior to further investments into highway upgrades.

-With anticipated growth we should be distributing resources and investments across the region; every municipality should "get their turn".

-Sustainable transportation options need to be the main focus for any new body including AAA bicycle connections and public transit.

-We need to be better prepared for micro-mobility.

-We need to be prepared for the "grey" tsunami and recognize that transportation needs change with stages of life and responsibility.

-Allocate available road and highway space accordingly.

-While rail may not be feasible now, we need to be planning for it and should be providing better service to the airport, ferries, west shore communities.

-Examples of jurisdictions which appear most effective were Halifax and Auckland where there are single local governments.

-We need to be planning and building for the region as it needs to look 20 - 50 years in the future -- not in the past and what it is today.

-We need a world-class regional rapid transit (bus and rail) system as well world-class bicycle and micro-mobility networks.

-Reallocate street and roadway space to transit and active transportation uses.

-Take steps to reduce Vehicle Kilometers Traveled.

-The region should be monitoring progress on targets annually, tracking level of policy action and course correcting.

-Any transportation authority should be structured, funded, mandated, and tailor-made to achieve specific goals; it cannot be a "general purpose" authority.

Saanich Peninsula

The Saanich Peninsula sub-region is comprised of resolutions and questionnaires from:

- Central Saanich
- North Saanich
- Sidney

September 29, 2023 File No. 0400-60/23

Ted Robbins, Chief Administrative Officer
c/o Alesha Hayes, Communications Coordinator
625 Fisgard Street
Victoria, BC V8W 2S6

Via email: ahayes@crd.bc.ca

Dear Mr. Robbins

Re: CRD Board Transportation Governance Engagement Workshop Package

At the Council meeting of September 29, 2023, the District of Central Saanich passed the following motion:

1. *Endorse the Level 1 "New CRD Service – Consolidating the Transportation Functions". (Appendix A, CRD Transportation Governance Engagement Workbook, p.6).*
2. *Endorse the completed questionnaire found in Appendix B.*
3. *Request that the following changes be made:*
    a. *Brentwood Bay is changed from a Rural Mobility Hub to a Complete Mobility Hub*
    b. *Saanichton Village is changed from a Rural Mobility Hub to a Complete Mobility Hub*
    c. *Turgoose Node is identified as a destination.*
    d. *Panorama Recreation Centre is identified as a destination*
    e. *Coordination, investment, and completion of inter regional trails (with an emphasis on Lochside Trail)*
    f. *Last kilometer support for transit users going to places of employment*

Please find enclosed the completed questionnaire, as approved by Council.

Should you have any questions with respect to the above, please do not hesitate to contact the undersigned by phone at 250.4201 or by email at Christine.Culham@csaanich.ca.

Regards,

Christine Culham
Chief Administrative Officer

Encl.

cc: Kevin Lorette, General Manager of Planning and Protective Services

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

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- ○ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ◉ Your residents' ability to travel intra-municipally (within their municipality).
- ○ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ◉ Allocate transit resources toward local transit routes in neighbourhoods.
- ○ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ◉ Invest in local road improvements not on the Regional Multi-modal Network.
- ○ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

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2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree | *Neither agree nor disagree* | *Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

- Ride hailing
- Active transportation infrastructure design and linkage
- Transit

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [ ] Improved transportation connectivity within the municipality or electoral area
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- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

2	Connecting residential areas and employment centers
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3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

1	Maintenance, improvements and replacement of infrastructure
3	Supporting anticipated future population growth
2	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

The CRD requested that to DCS Council endorse a completed a questionnaire exploring three potential levels of change in transportation governance. Council are endorsing Level 1 – the development of a new CRD service consolidating the current transportation functions with the anticipated outcome of Increased planning, coordination, and stakeholder engagement is required to manage the current trail system effectively.
The scope included in the service establishment bylaw align with Level 1 with the consolidation of the current regional transportation planning and regional trail functions.

Also, to ensure appropriate service levels and resourcing is achieved for the District of Central Saanich, changes must be made to the categorizations of Brentwood Bay, Saanichton Village, Turgoose Node and the Panorama Recreation Centre.

A goal of the District of Central Saanich 2024-2027 Strategic Plan is to strengthen relationships with the First Nations based on the recognition of rights, respect and partnership, as such, consultation of First Nations in the development of this service is recommended.

As part of the CRD's Transportation Governance Survey, the District of Central Saanich requests that:
1. A managed plan to upgrade all regional trails to the advertised levels be put in place and include appropriate requisitions.
When evaluating priorities of trail upgrades a proper risk assessment is carried out to prioritize, and that requisitions reflect the need to address the identified needs, this should be completed for all trails, with condition assessments as part of the risk assessment. It is anticipated that trails like the Lochside Trail will be high on the priority list based on its usage, condition, vehicle/cyclist/pedestrian conflicts, and impact to the surrounding community.
2. When developing priorities and projects, that the need for collaboration with all shareholders, including employers in employment centers is included.
Due to differing needs of trail users and road users where the trails are on-road the need to be collaborative to find the appropriate uses is required to ensure funding is distributed. A function of active transportation is to support multi-modal use for regular travel, such as commuting to work, so shareholders like employers should be consulted during the process to ensure that regular travel can be incorporated.

Additionally, the District of Central Saanich requests that modifications be made to Figure 1: Regional Multi-Modal Network Reference Map (2023) in the Transportation Governance Workbook.
There are four changes requested:
1. Change Brentwood Bay from a Rural Mobility Hub to a Complete Mobility Hub.
Brentwood Bay is a Complete Community. The CRD Regional Growth Strategy Map 3a includes Brentwood Bay in the Urban Containment Boundary, and Map 3b identifies Brentwood Bay as a Node. The District's OCP identifies Brentwood Bay as a significant Village Centre in the community and on the Saanich Peninsula, with a mix of housing types, a vibrant commercial core, and three schools which serve the broader Peninsula. Brentwood Bay is also immediately adjacent to the Keating Business District, which further strengthens its role as a Complete Mobility Hub.

2. Change Saanichton Village from a Rural Mobility Hub to a Complete Mobility Hub.
Just as Brentwood Bay above, Saanichton Village is a Complete Community. The CRD Regional Growth Strategy Map 3a includes Saanichton Village in the Urban Containment Boundary, and May 3b identifies it as a Node. The Central Saanich OCP also identifies Saanichton as a Village Centre. The Village has a vibrant commercial centre, is experiencing housing growth, contains the Saanich Peninsula Hospital, and already has the Saanich Transit Exchange, which is a significant transportation hub on the Saanich Peninsula.

3. Identify the Turgoose Node as a Destination.
Turgoose is a growing Node on the Saanich Peninsula. There is an established commercial node already existing, on both Tsartlip First Nation lands and in Central Saanich, and there is a growing

September 13, 2023

Via email to: Alesha Hayes, ahayes@crd.bc.ca

Capital Regional District
Executive Office
625 Fisgard Street
Victoria, BC V9A 3C3

Attention: Ted Robbins, Chief Administrative Officer

Dear T. Robbins:

Re: CRD Board Transportation Governance Engagement Workbook

At its Regular Council meeting held September 11, 2023, the District of North Saanich Council approved the following resolution:

> *"That District of North Saanich Council: 1. Endorse the Capital Regional District ("CRD") Transportation Governance Engagement Workbook, as completed September 3, 2023, and presented September 11, 2023; and 2. Direct Staff to submit the Transportation Governance Engagement Workbook to CRD Staff ahead of their September 29, 2023 deadline."*

Further your correspondence of June 16, 2023 and July 13, 2023, enclosed please find the completed Transportation Governance Engagement Workbook.

Should you have any questions or concerns relating to this matter, please do not hesitate to contact me at 250-655-5453 or RDumas@northsaanich.ca.

Sincerely,

RDumas

Rachel Dumas
Director of Corporate Services

RD/la
Encls.

Capital Regional District

Transportation Governance Engagement Workbook

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ☑ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ☑ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ☑ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- [x] Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- [ ] Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- [x] Invest in local road improvements not on the Regional Multi-modal Network.
- [ ] Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- [x] Municipal transportation plans inform the Regional Transportation Plan (RTP).
- [ ] The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- [x] Local responsibility for delivering initiatives and programs to influence behaviour change.
- [ ] Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- [ ] Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- [x] Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- [x] Individually pursue grant funding for local transportation projects.
- [ ] Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

☑ ○ ○

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

☑ ○ ○

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

☑ ○ ○

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

○ ☑ ○

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

   - [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
   - [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
   - [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
   - [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

   - [ ] Improved transportation connectivity within the municipality or electoral area
   - [x] Improved transportation connectivity within the region
   - [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
   - [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
   - [ ] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

   [3] Connecting residential areas and employment centers

   [2] Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)

   [1] Enhancing connectivity between neighboring municipalities

   [4] Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

   [1] Maintenance, improvements and replacement of infrastructure

   [3] Supporting anticipated future population growth

   [2] Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?

Please provide comments or suggestions, if applicable.

Active Transportation: If you get to your destination using your own power, that's active transportation. It includes walking, cycling, the use of a wheelchair, skateboarding, scootering, rollerblading, running, horseback riding, kayaking and canoeing, as well as using devices that give you a boost, like mobility aids, electric bikes and electric kick scooters.

Behaviour Change: Modifying people's actions, attitudes and habits. In this case, behaviour change refers to initiatives and campaigns that reduce the barriers that hinder people from using active and sustainable transportation. Behaviour change supports Transportation Demand Management and is typically delivered through targeted education and outreach.

Connectivity: The degree to which destinations are connected to one another and the directness of links. For example, a well-connected transportation network enables more direct travel between destinations. In the context of this questionnaire, questions about connectivity ask for feedback about what is more important as an area of focus: that the transportation network is connected within your own municipality or to destinations across the region.

Harmonizing design standards and bylaws: Agreed upon design standards and bylaw requirements shared across 13 municipalities and, where applicable, three electoral areas to ensure a relatively seamless user experience. In our region, harmonizing design standards and bylaws would require local governments to amend existing or adopt new bylaws so that regulations are the same across all local governments.

Local: In this context, local means transportation matters within your municipality or electoral area that support how residents move around but are not designated corridors on the Regional Multi-modal Network (*see Figure 1*), Pedestrian and Cycling Master Plan or BC Transit's Frequent Transit Network. Transportation matters that are local in nature generally benefit the residents of a single municipality or electoral area, play a connecting role to the regional network and can usually be delivered without significant impact on the Regional Multi-modal network.

Mobility: Having good quality multi-modal transportation options so that people can move around the region easily and efficiently.

Mode share: The percentage of trips taken using a particular type of transportation, such as walking, cycling, transit or personal vehicle. The mode share in our region is 26.6% of trips taken by walking, cycling and transit. The regional objective is to achieve a mode share of 45% of trips taken by active transportation and transit.

Mode shift: The change from using one mode of transportation to another. Recognizing that transportation modes are not always a choice and that in our region, the road network is largely built out, the desired shift is from single-occupancy vehicles to active and sustainable modes of transportation. For example, walking, cycling, public transit, carpooling or using electric vehicles to reduce environmental impact, congestion and promote healthier and more efficient travel options.

Glossary

New Mobility Services: Non-traditional transportation services, means of transport and technological innovations that change the way we get around, share and use transportation infrastructure. Examples of new mobility services include large scale ride-hailing companies, car sharing and electric scooters. In other words, anything that is not a traditional means of transportation (e.g. bike, bus, personal vehicle).

Regional: In this context, regional means designated transportation corridors on the Regional Multi-modal Network (*see Figure 1*). These corridors connect residential, employment and growth centers (also known as nodes). The Regional Transportation Plan, Pedestrian and Cycling Master Plan and BC Transit's Frequent Transit Network identify these corridors and nodes. Transportation matters that are regional in nature require coordination among partners to deliver, benefit more than one municipality and impact the residents of more than one municipality.

Regional Multi-modal Network (RMN): Established in the Regional Transportation Plan, the RMN is a desired network of regionally significant transportation corridors, including major roads and trails, connecting with local and provincial networks and centers. Along the RMN, walking, cycling and using transit are viable alternatives to driving. The RMN map is provided in *Figure 1.*

Regional Transportation Plan (RTP): The RTP establishes a vision for transportation in the region and outlines outcomes and actions needed to achieve this vision. The RTP identifies the Regional Multi-modal Network, aims to improve mobility between communities, expand the range of accessible and affordable transportation options and support regional sustainability.

Sustainable transportation: Modes of transportation that reduce or eliminate greenhouse gas emissions, including active transportation as well as transit, carpooling and electric vehicles.

Traffic congestion: When the volume of vehicles on the road exceeds the capacity of the infrastructure, resulting in slower travel speeds, increased travel times, and reduced overall transportation efficiency. The regional road network is already built out in our region, making it challenging to implement infrastructure solutions that address congestion due to cost and geography. To address this, there is a need to shift mode share and explore alternative transportation options.

Transportation Demand Management (TDM): A strategy aimed at reducing congestion by providing people with choice in how, when and whether they travel.

Transportation governance: Decision-making structures, processes, policies and practices in place to deliver transportation services in the region. A governance structure sets out the powers, skills and responsibilities to provide services, including how decisions are made, who is involved in those decisions, who pays and who is accountable for implementation.

TOWN OF SIDNEY

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September 12, 2023

VIA EMAIL

Kristen Morley
Corporate Officer
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Ms. Morley:

Subject: CRD Transportation Government Engagement Workbook

This is to advise you that Sidney Council, at a meeting on September 11, 2023, approved the Transportation Government Engagement Workbook as attached.

Please contact me should you have any questions.

Best regards,

Sandi Nelson, CMC
Corporate Officer

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ☑ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ☑ Your residents' ability to travel intra-municipally (within their municipality).
- ☑ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ☑ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- [x] Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- [ ] Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- [x] Invest in local road improvements not on the Regional Multi-modal Network.
- [x] Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- [x] Municipal transportation plans inform the Regional Transportation Plan (RTP).
- [x] The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- [ ] Local responsibility for delivering initiatives and programs to influence behaviour change.
- [x] Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- [ ] Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- [x] Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- [x] Individually pursue grant funding for local transportation projects.
- [x] Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

☑	○	○

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

☑	○	○

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

○	☑	○

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

☑	○	○

Examples:

Please list up to three service examples for consideration, if applicable.

1) Hwy 1, Hwy 14, Hwy 17 interchange
2) Intermunicipal bike lanes
3) Intermunicipal sidewalks and trails other than current CRD Regional Trails

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [ ] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
4	Enhancing connectivity between neighboring municipalities
3	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

1	Maintenance, improvements and replacement of infrastructure
2	Supporting anticipated future population growth
3	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Please provide comments or suggestions, if applicable.

Please see notes attached.

Capital Regional District - Transportation Governance Engagement Workbook Notes

1	In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.			Notes
A	Funding	Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.	Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.	We support current municipal taxes and external funding remaining committed to local projects. We support a new regional governance and funding structure for regional/sub-regional projects on transit, roadway, trail, sidewalk, and bike lane projects.
B	Connectivity	Your residents' ability to travel intra-municipally (within their municipality).	Your residents' ability to travel intra-regionally (between municipalities).	Both are significant for our community.
C	Transit	Allocate transit resources toward local transit routes in neighbourhoods.	Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.	Our assumption is local tranist service would not be reduced from today's level and tranist funding should be allocated to regional/sub regional service levels.
D	Active transportation (includes regional trails)	Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).	Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).	Sidney has recently completed an Active Transportation Plan and committed significant investment towards key actions, including cycling and pedestrian infrastructure. The Lochside Trail is our sole regional active transportation infrastructure and we support it being maintained and improved on a priority basis within the system.
E	Traffic flow and congestion	Invest in local road improvements not on the Regional Multi-modal Network.	Invest in corridor improvements on the Regional Multi-modal Network (see Figure 1).	Both are significant for our community.
F	Transportation planning	Municipal transportation plans inform the Regional Transportation Plan (RTP).	The RTP takes precedence and directs municipal transportation plans.	Both. Municipal transportation plans would continue under a new Regional Transportation Governance structure, and they should help inform the RTP. The RTP should inform local plans and would take precedence in regional/sub-regional planning and projects.
G	Behaviour change	Local responsibility for delivering initiatives and programs to influence behaviour change.	Regional responsibility for delivering initiatives and programs to influence behaviour change.	Initiatives developed and implemented by the regional authority would supports the benefits of consistent messaging. We would continue to support that messaging locally.
H	New mobility services (e.g., ride hailing)	Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).	Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).	We support Regional responsibility (and Provincial responsibility) for policy and regulations for consistency throughout the region. We would want the opportunity to provide local input on policy and regulation and in particular curbside locations in the municipality. We support the policy and regulation covering both ride hailing and ebikes, escooters and other rolling devices.
I	Grants	Individually pursue grant funding for local transportation projects.	Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.	Both. We cannot foresake pursuing grants for certain municipal transportation projects involving certain modes.

2	With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.			
A	A new governance structure should strike a balance between regional and local priorities.	Agree	Neither agree nor disagree	Disagree
B	A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.	Agree	Neither agree nor disagree	Disagree
C	A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.	Agree	Neither agree nor disagree - We support it requiring decision-makers to consider both the regional and local impacts of their decisions.	Disagree
D	Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.	Agree - Hwy 1, Hwy 14, Hwy 17 interchange; intermunicipal bike lanes; intermunicipal sidewalks and trails other than current CRD Regional Trails	Neither agree nor disagree.	Disagree

3	Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.	
	Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design).	checked
	Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)	checked
	Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)	checked
	May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)	checked

4	Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.	
	Improved transportation connectivity within the municipality or electoral area	not checked
	Improved transportation connectivity within the region	checked
	Collaborative decision making regarding the implementation of transportation priorities and service delivery	checked
	Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery	checked
	Harmonizing design standards and bylaws across the region	checked

5	Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.	
	**assume this is to reduce use of single occupancy vehicles*	
	Connecting residential areas and employment centres	1
	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)	2
	Enhancing connectivity between neighbouring municipalities	4
	Connecting to BC Ferries and Victoria International Airport (YYJ)	3

6	Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.	
	Maintenance, improvements and replacement of infrastructure	1
	Supporting anticipated future population growth	2
	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)	3

West Shore

The West Shore sub-region is comprised of resolutions and questionnaires from:

- Colwood
- Highlands
- Langford
- Metchosin
- Sooke
- View Royal

File:
Date: October 3, 2023

Via Email: ahayes@crd.bc.ca

Capital Regional District
625 Fisgard Street
P.O Box 1000
Victoria BC V8W 2S6

ATT: Alesha Hayes

Dear Ms. Hayes;

RE: CRD Board Transportation Governance Engagement Workbook Package

At the Regular Meeting of Council held September 25, 2023, CRD representative John Hicks provided the Capital Regional District Transportation Governance Engagement presentation for members of Council.

At that time Council collectively completed the Capital Governance Engagement Workbook questionnaire and passed the following resolution:

> "THAT the Transportation Governance Engagement workbook be endorsed and forwarded to the Capital Regional District."

Enclosed please find a copy of the endorsed collective questionnaire.

If you require any further information, please do not hesitate to contact me.

Sincerely,

Marcy Lalande
Manager of Corporate Services

Enclosure – Completed Questionnaire

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Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- (●) Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ( ) Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ( ) Your residents' ability to travel intra-municipally (within their municipality).
- (●) Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ( ) Allocate transit resources toward local transit routes in neighbourhoods.
- (●) Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

○	Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).	◉	Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

○	Invest in local road improvements not on the Regional Multi-modal Network.	◉	Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

◉	Municipal transportation plans inform the Regional Transportation Plan (RTP).	○	The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

○	Local responsibility for delivering initiatives and programs to influence behaviour change.	◉	Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

○	Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).	◉	Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

○	Individually pursue grant funding for local transportation projects.	◉	Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [ ] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [x] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [ ] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [ ] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [ ] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
3	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

A general concern is that this proposal be dominated by the two core area municipalities. If Saanich and Victoria `drive the bus' then the Westshore will again be forgotten. The Westshore is one of the fastest growing regions in the country!

A strong, time or target-focused transportation plan laid down onto the South Vancouver Island region should preclude all else. This accomplished (in short order 1-2 years) would allow for development bylaw and density for land-use planning. Transit nodes put in place will lead to high density building & commercial creation. If, as at Colwood Corners, the LRT were in place we would have a much better node. Now it becomes much more difficult and costly to add transit at high levels.

This survey is designed in a manner to elicit the response desired from the CRD. It doesn't address the issues of LRT or the historical failure of the CRD to balance service delivery between regions. It is a Victoria/Saanich-centric approach and the philosophy of Victoria leadership has rarely aligned with that of the Westshore muni's. The Westshore wants rapid transit - not money spent on more studies and on bloated CRD projects. One example of the imbalance - the $50m being spent on trail bridges in Saanich, meanwhile Colwood is left to fund the Goose Bridge over Sooke Rd. We need two regions - Saanich/Vic/+ and the Westshore. I don't believe this regional transportation committee will be to the benefit of my constituents.

I am concerned that a Regional Transportation Governance Model will only cost local governments more to be apart of but have less affect to making a difference for municipalities in the West Shore and beyond but continue to add to more for Saanich and Victoria. I feel we would be paying more into this but still getting the same or less out of it with it being an added expense. I've yet to really see many of these "regional" initiatives result in "more" for other municipalities other than the larger ones like Saanich and Victoria.

My biggest fear is the weighted votes of the two largest municipalities. Many decisions will be centric around those municipalities.

File: 0400.05.08

September 12, 2023

Emily Sinclair, Senior Manager
Regional and Strategic Planning
Capital Regional District
625 Fisgard Street
Victoria BC V8W 1R7

Email: esinclair@crd.bc.ca

Dear Emily Sinclair:

Re: CRD Transportation Governance Workbook

Please be advised that at its meeting held September 11, 2023, District of Highlands Council passed the following resolution:

> *That the completed questionnaire attached to the August 17, 2023 Municipal Planner's report be endorsed and provided to the CRD.*

If you have any questions regarding the above, please contact our Municipal Planner, Laura Beckett at lbeckett@highlands.ca or 250-474-1773.

Sincerely,

Melisa Miles
Corporate Officer

Attachment – CRD Transportation Governance Questionnaire

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ○ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ◉ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Please list up to three service examples for consideration, if applicable.

Consistent communications
Consistent regulations

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [ ] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [ ] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

2	Connecting residential areas and employment centers
1	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
3	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Please provide comments or suggestions, if applicable.

One possible way to compensate for communities on the edge of the regional multi-modal network system could be through regional investment into park and ride services to serve as `entry points' into the network.

City of Langford

2023/10/17

Alesha Hayes
Communications Coordinator
Regional and Strategic Planning
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Alesha,

RE: CRD Transportation Governance Engagement Workbook Responses – City of Langford

At it's Regular Meeting held Tuesday, October 10, 2023, the City of Langford's Council passed the following resolution:

> *THAT Council approve the recommendations from the Committee of the Whole and direct staff to submit the attached completed questionnaire to the CRD on behalf of the City of Langford, with the addition of the following response to question 2C: Agree.*

The City of Langford is committed to collaborating, advocating, and partnering with the Province, the CRD, member municipalities, electoral areas, First Nations, and partner agencies to improve regional transportation, expand transit services, reduce congestion and collision potential, and achieve GHG reduction and mode shift targets. Prior to the City of Langford formally endorsing the CRD's efforts, the City of Langford officially requests that the CRD address, in writing where applicable, the 13 items listed in the response to question 7 in the attached CRD Transportation Governance Engagement Workbook Questionnaire; completed by Langford Council and formally submitted by staff herein for the CRD's consideration in the development of a regional governance framework.

Sincerely,

Marie Watmough
Corporate Officer

Legislative services

t 250.478.7882
e hello@langford.ca

2nd Floor, 877 Goldstream Avenue
Langford, BC V9B 2X8

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

City of Langford 2023.10.10

D. Active transportation (includes regional trails)

- (●) Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ( ) Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ( ) Invest in local road improvements not on the Regional Multi-modal Network.
- (●) Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- (●) Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ( ) The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- (●) Local responsibility for delivering initiatives and programs to influence behaviour change.
- ( ) Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ( ) Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- (●) Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ( ) Individually pursue grant funding for local transportation projects.
- (●) Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

1. Additional accessible rapid bus stops and dedicated bus lane in Langford.
2. Expansion/completion of the E&N Rail Trail.
3. A regional light-rail transit system.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☑ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☑ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☑ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☑ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☑ Improved transportation connectivity within the municipality or electoral area
- ☑ Improved transportation connectivity within the region
- ☑ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☑ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☑ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

3	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
2	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?

The City of Langford is committed to collaborating, advocating, and partnering with the Province, the CRD, member municipalities, electoral areas, First Nations, and partner agencies to improve regional transportation, expand transit services, reduce congestion and collision potential and achieve GHG reduction and mode shift targets. Prior to the City of Langford formally endorsing the CRD's efforts (as highlighted in the questionnaire and supporting documents), the City of Langford formally requests, in writing where applicable:
1. A Forum of Councils when Bylaw options are presented.
2. Confirmation and details of a meaningful and iterative engagement process with member municipalities.
3. The CRD's plans for public and developer engagement and incorporating their expectations.
4. The CRD's plans for engagement with the partner agencies, such as the Ministry of Transportation and Infrastructure and BC Transit, and ultimately confirmation from partner agencies regarding if they are in favour of the CRD's proposed approach and timelines as there are many ongoing provincial and Crown Corporation strategies and initiatives occurring within these agencies that need to be taken into consideration.
5. Further explanation of the different funding models available and the potential loss of direct gas tax funding to member municipalities.
6. A timeline for updating the 2014 Regional Transportation Plan (RTP), in accordance with Langford's upcoming planning initiatives (when available), including but not limited to, a professional Transportation Master Plan and Active Transportation Plan, to ensure the RTP's relevance for Langford.
7. That in addition to frequent regional transit routes connecting high usage areas along transit-oriented corridors, that local bus connections/branches to neighbourhood hubs also be made a priority.
8. The CRD's plans for integrated land-use and transportation planning, with consideration for all municipal and provincial plans, for cohesive efficient transit-oriented development.
9. Related to #8, how the CRD will or will not incorporate the municipal professional planning and engineering work that's been done to date and in the future.
10. How the CRD intends to prioritize regional infrastructure initiatives and improvements under a new service or authority, and whether only new regional services and new funding sources were being sought.
11. That the CRD addresses the following gaps in information and/or concerns about:
- The solutions proposed and assumptions made by the CRD in the Workbook;
- The accelerated timelines of not only this engagement but the three levels as proposed;
- The leading questions and more favourable adjectives used in the regionally worded responses in the questionnaire; and
- How the results of the questionnaire will be interpreted by the CRD.
12. With respect to a new regional transportation authority, that the CRD addressed the following:
- Who would retain ownership of transportation infrastructure and maintain assets, under a new governance model;
- Who will be accountable for decisions made by the proposed CRD Regional Transportation Authority and the potential appeal process;
- What authority, if any, would local governments retain over their multi-modal network, if a new transportation authority was created;
- How would a new authority affect Langford's local plans, bylaws, processes, approvals, housing initiatives, capital projects, and additional costs to residents, businesses, and developers; and
- Respectfully, the CRD's capacity and capability to become a Regional Transportation Authority and how well Langford would be represented by that authority.
13. If CRD can confirm that any changes would maintain existing services levels within member municipalities and, if placing an additional burden on the taxpayer, what that cost would be (ideally, the CRD could present a formal value proposition against a baseline evaluation, for confirmation by each municipality).

The City of Langford wishes to reiterate that is supportive, in principle, of regional efforts to improve transportation and will continue to be at the table as these discussions progress. For further context to the above feedback, please refer to Langford Staff Report to Committee of the Whole dated September 26th, 2023: https://pub-langford.escribemeetings.com/FileStream.ashx?DocumentId=7447

City of Langford 2023.10.10

DISTRICT OF METCHOSIN

0360-20-08

October 12, 2023

Alesha Hayes
Capital Regional District
VIA EMAIL: ahayes@crd.bc.ca

Dear Ms. Hayes,

Re: CRD Board Transportation Governance Engagement Workshop Package

Please be advised that at its Special Council meeting of October 12, 2023, the District of Metchosin made the following resolution as to the CRD Board Transportation Governance Engagement Questionnaire:

> ***THAT COUNCIL*** *endorse the unified response to the CRD Transportation Governance Engagement Questionnaire;*
> ***AND*** *direct staff to forward the response to the CRD on behalf of the District of Metchosin.*
>
> ***Carried***

Attached is a copy of the completed questionnaire on behalf of the District of Metchosin.

Please contact me at thansen@metchosin.ca or 250-474-3167 should you require further information.

Sincerely,

T Hansen.

Tina Hansen,
Deputy Corporate Officer

cc: Ted Robbins,
Chief Administrative Officer

4450 Happy Valley Road, Victoria, B.C. V9C 3Z3
Administration Office (250) 474-3167 Fax 474-6298
Building Inspection Department (250) 474-3196 Fax 474-6298

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ○ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ◉ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

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2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

A new governance structure should allow us to achieve CleanBC Vehicle Kilometres Traveled Targets sooner than later.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

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2	Maintenance, improvements and replacement of infrastructure
3	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

1. It is important rural communities would have an equal voice, so discussions and decisions are not dominated by urban concerns.

2. New governance structure must provide capacity to make systematic and integrated changes to achieve climate targets.

3. Regional leadership should promote action rather than waiting for the Province to spell everything out. For example, any new governance structure should empower us to achieve CleanBC Vehicle Kilometres Traveled Targets sooner than later.

District of Sooke
Incorporated December 7, 1999

2205 Otter Point Road, Sooke, British Columbia, Canada V9Z 1J2

Phone: 250-642-1634 • **Fax:** 250-642-0541 • **Email:**info@sooke.ca • **Website:** www.sooke.ca

November 9, 2023

VIA EMAIL dpagani@crd.bc.ca

Dalton Pagani
Administrative Clerk | Regional and Strategic Planning
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7
Dear Mr. Hyman

Re: CRD Transportation Governance Engagement Workbook

This letter is confirmation of the District of Sooke Council's approval of the CRD Transportation Governance Engagement Workbook submitted on Oct 11,2023 by District of Sooke Staff. At the Regular Council Meeting held on October 10, 2023, Council endorsed the following resolution:

THAT Council submit answers collected on the CRD Governance Survey favoured by the majority, except F. Transportation planning, which will be *Municipal transportation plans inform the Regional Transportation Plan* and the omission of 2.B., check all on 3 and 4, and including all responses to 7.

We trust you will find the above to be in order. However, should you have any questions please don't hesitate to contract myself by phone (250) 642-1634 or by email at stemple@sooke.ca.

Sincerely,

Sarah Temple
Deputy Corporate Officer

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ◉ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ○ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ◉ Your residents' ability to travel intra-municipally (within their municipality).
- ○ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ◉ Allocate transit resources toward local transit routes in neighbourhoods.
- ○ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ◉ Invest in local road improvements not on the Regional Multi-modal Network.
- ○ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

See page 6

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☑ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☑ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☑ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☑ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☑ Improved transportation connectivity within the municipality or electoral area
- ☑ Improved transportation connectivity within the region
- ☑ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☑ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☑ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
2	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
3	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

As one of the many who've commuted inter-municipally for the past several years, I firmly believe that we ought to shift toward a regional approach to transportation and I'm grateful knowing that we're finally moving (hopefully) in that direction.

Greater focus is needed to support a shift in culture in rural areas away from the use of cars for commuting and local travel towards alternatives like public transit. Local governments often lack the resources and political will needed for progress in this area.

* Key question: What will the new service cost Sooke residents relative to those in the core communities who, per-capita, will most benefit from the work of a transportation authority? * Highway 14 is unlikely to rate highly in regional priorities given our relatively light (20,000 vehicles there-and-back daily) traffic volume compared to elsewhere in the CRD. What role might the TA play in addressing our unique, challenging, MOTI-controlled, one road in/out circumstances? * Sooke has growing “internalized” traffic congestion - 17k trips daily. Would the TA have any role in helping the District implement its 2020 Transportation Master Plan? * Level 2 behavioural change work would be welcome. How would the TA work with the District on its own initiatives, i.e. the new Active Routes to School program? * Would the authority assist Sooke in lobbying BC Transit for fuller implementation of the Sooke Local Area Transit Plan?

2D EXAMPLES

Transit, Ferries/Rail Service, Shuttle or services taking passengers to airport, ferries, other Island destinations, IKEA etc. na ons, IKEA etc.
Island rail corridor, regional transit, Galloping Goose regional trail
First, a few examples of what doesn't work: 1. when Saanich blocked off access between Interurban and Hastings via North Road, afternoon traffic along Interurban backed up as far as Camosun and beyond overnight. 2. As part of View Royal's Eagle Creek Village development Helmcken southbound between Burnside and Watkiss was restricted to a single travel lane which further compounded the issues caused by the North Road closure. 3. Several years ago, View Royal received a grant to beautify the Island Highway corridor as it passes through their municipality and as one of only two routes in and out of Victoria from north and western regions, the design could have included a third lane that would alternate between east/west at peak hours. Regionally, I think the CRD should periodically study traffic patterns to determine transportation trends and advise where and what type of improvements might be necessary to stay ahead of the curve, so to speak. While I completely understand residents' and municipal leaders' desire to limit traffic volumes traveling through their municipal leaders' desires to limit traffic volumes traveling through their municipali es, I believe it is in our best interest to work collaboratively to do what works best for the region as a whole. It's important to note to note that outside of the core, transit service is and will likely remain less than adequate for the foreseeable future, the less densely populated areas will continue to be largely automobile dependent, hopefully with a shift toward EV's.
Transit services, regional cycling infrastructure, highways and funding for this infrastructure under regional control
Region-wide initiatives … 1. RapidBus route expansion 2. Development/promo on of a regional ride sharing program 3. Behaviour-change campaigns leading to increased mode shift

TOWN OF VIEW ROYAL

45 View Royal Avenue, Victoria, BC, Canada V9B 1A6
Ph. 250-479-6800 · Fx. 250-727-9551 · E. info@viewroyal.ca · www.viewroyal.ca

The following resolution was adopted by Town of View Royal Council at its meeting held October 3 2023:

"THAT the Town of View Royal Council collated responses to the Capital Regional District Transportation Governance Engagement Workbook, discussed and agreed upon at the September 12, 2023 Committee of the Whole meeting, be submitted as the Town's completed questionnaire to the Capital Regional District."

I hereby certify the above to be a true copy of the resolution adopted by Council of the Town of View Royal on October 3, 2023.

Dated at Victoria, British Columbia, this 3rd day of October, 2023.

Elena Bolster
Deputy Corporate Officer

TOWN OF VIEW ROYAL
Engineering & Parks Department
45 View Royal Avenue
Victoria, BC V9B 1A6
Phone: (250) 479-6800 Fax: (250) 727-9551
Email: engineering@viewroyal.ca
Website: www.viewroyal.ca

Executive Office
Capital Regional District c/o Alesha Hayes (via email ahayes@crd.bc.ca)
625 Fisgard Street
PO Box 1000, Victoria, BC V8W 2S6

October 3, 2023

RE: View Royal Council Response – CRD Board Transportation Governance Engagement Workshop Package

Good Evening Alesha,

As per Ted Robbins' request, attached is the completed Questionnaire, endorsed by Council at the Town's October 3, 2023 regular Council meeting (resolution attached).

It should be noted that members of the Town's Council noted several comments and concerns regarding the Questionnaire. Council provided these comments and concerns within Question 2D and Question 7 of the Questionnaire, of which was collected and collated by Staff in its totality. The quantity of responses does not fit within the space provided in the Questionnaire; therefore, the responses to Questions 2D and Question 7 of the Questionnaire are included in this letter for the CRD's review and collation:

Question 2D: Some Transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.
Council Resolution: Agree **Examples:** • *Transportation Governance Structure should not be a weighted vote under CRD as issues that dominate the discussion may affect the region broadly such as transit to and from the West Shore to the Core and to the Airport and Ferries. I would see municipal staff with CRD leading services and recommending to a Regional Transportation Authority. The Authority Should be able to make decisions without going to the CRD Board aside from overall budget.* • *Extend regional trail widening to Helmcken / VGH major regional employer AND address regional pinch point of GGT / E&N being one along Atkins stretch which is unsafe for pedestrians!* • *Extend regional transit dedicated bus lanes along TCH to Westhills W Shore Parkway.* • *Consult / partner with First Nations on key areas for adding bike lanes and to establish a rapid transit service along the E&N Corridor.* • *Putting the E&N corridor to work. The corridor exists and the opportunities to use it could go beyond traditional trains.* • *All vehicle related projects from the West Shore should consider the TCH as the only viable corridor.* • *Bike lanes/sidewalks*

Question 7: Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?
• I would recommend a tiered approach to governance. Start with Common Standards. Then service design and user journeys. Invest in data systems and automatic monitoring to provide real time data. Set priorities that are realistic based on data and need. The paramount goal must be safety. • Apply and maintain consistent 50 KPH speed standards along all major collector roads in the region such as the Gorge, Craigflower, etc. • When Transit fails to establish important regional bus routes like the #40 that serves 3 municipalities and 2 First Nations, one wonders how effective such governance will be. • Transit and province not being fully forthcoming to staff, Councils and public on municipal impacts of proposed initiatives like park/ride mobility hubs… it lessens credibility of basic consultation and addressing issues, and casts doubt on transportation governance. • Establish rapid transit routes to airport and ferries now… not today's long and winding road with many stops… duplicate the Translink 620!! • The deeper I got into this the more uncomfortable I became. • I feel we are being steered toward an outcome which will result in a new taxation body that will draw funds from and deplete our local infrastructure budget. • As a smaller and compact municipality View Royal is at a disadvantage at regional tables… local voices on this side of the region outnumbered by the weighted votes to the east and southeast. I envision our goals and what's best for our town being overwhelmed by the many voices / votes of the larger municipalities. • This entire questionnaire is geared toward an outcome (e.g., reference to *the* regional authority as opposed to a hypothetical a) for which we will pay but at a cost to the well being of our town. • While I recognize the need for better regional transportation – without a convenient method of transportation to the major hubs, they will not be used. Within municipalities there needs to be effective transportation to these hubs – which requires better collaboration and information sharing with the CRD and other municipalities than happens under the current governance structure. • With the growth of remote working, especially in the provincial public service, I believe priority for transportation is between municipalities to access businesses and other services (including ferry and airport) rather than downtown for employment.

Sincerely,

Ivan Leung, P.Eng
Director of Engineering & Parks

Cc: Kim Anema, CAO, Town of View Royal
Sarah Jones, Deputy CAO, Director of Corporate Administration, Town of View Royal

Attachments:
Completed Transportation Governance Engagement Workbook
Certified Council Resolution

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ○ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ◉ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

- ○ Local responsibility for delivering initiatives and programs to influence behaviour change.
- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree | *Neither agree nor disagree* | *Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Due to lack of space in this box please see attached View Royal letter stating Council's response to examples of transportation services.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- ☑ Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- ☑ Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- ☑ Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- ☑ May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- ☑ Improved transportation connectivity within the municipality or electoral area
- ☑ Improved transportation connectivity within the region
- ☑ Collaborative decision making regarding the implementation of transportation priorities and service delivery
- ☑ Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- ☑ Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

2	Connecting residential areas and employment centers
1	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
3	Enhancing connectivity between neighboring municipalities
4	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
1	Supporting anticipated future population growth
3	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Due to lack of space in this box please see attached View Royal letter stating Council's response to examples of transportation services.

Electoral Areas

The Electoral Areas sub-region is comprised of resolutions and questionnaires from:

- Juan de Fuca
- Salt Spring Island (SSI)
- Southern Gulf Islands (SGI)

Memorandum

Making a difference...together

TO: Ted Robbins, Chief Administrative Officer
Kevin Lorette, General Manager, Planning and Protective Services
Emily Sinclair, Senior Manager, Regional and Strategic Planning

FROM: Al Wickheim, Regional Director, Juan de Fuca Electoral Area
Iain Lawrence, Senior Manager, Juan de Fuca Local Area Services

DATE: August 30, 2023

SUBJECT: JdF EA Endorsed Transportation Governance Engagement Workbook

---

Thank you for the opportunity to participate in the CRD's process to determine which transportation network aspects could benefit from a greater degree of regional decision-making.

Enclosed is the completed Engagement Workbook for the Juan de Fuca Electoral Area.

Sincerely,

Al Wickheim

Iain Lawrence

Attachment(s): Transportation Governance Engagement Workbook

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

- (●) Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ( ) Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ( ) Your residents' ability to travel intra-municipally (within their municipality).
- (●) Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- (●) Allocate transit resources toward local transit routes in neighbourhoods.
- ( ) Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ◉ Invest in local road improvements not on the Regional Multi-modal Network.
- ○ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

- ◉ Municipal transportation plans inform the Regional Transportation Plan (RTP).
- ○ The RTP takes precedence and directs municipal transportation plans.

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- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

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Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

○ ——— ◉ ——— ○

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

○ ——— ◉ ——— ○

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

◉ ——— ○ ——— ○

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

◉ ——— ○ ——— ○

Examples:

Ultralight rail transit as proposed by View Royal.
Rapid ferry between Royal Bay and Victoria harbour.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [x] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [ ] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
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- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

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3	Supporting anticipated future population growth
2	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Consider the option of having "participating areas" within the electoral areas, such as in the case of the East Sooke Participating Area of the JdF Water Distribution System. Rationale: residents in Port Renfrew tend to travel out of the CRD to access services provided in the Cowichan Valley RD. They are unlikely to benefit from a regional service. The communities of Shirley and Jordan River may also be far enough away from the core to gain any benefit from the service.

Making a difference...together

Minutes of the Regular Meeting of the Salt Spring Island Local Community Commission
Held Tuesday, August 22, 2023 at the Salt Spring Island Multi-Space (SIMS)
124 Rainbow Rd, Salt Spring Island, BC V8K 2K3

Present: **Director:** Gary Holman (Acting Chair)
Commission Members: Gayle Baker (Acting Vice-Chair), Ben Corno and Brian Webster
Staff: Kristen Morley, General Manager, Corporate Services, Karla Campbell, Senior Manager, Salt Spring Island Administration, Dan Ovington, Parks and Recreation Manager, Dean Olafson, Engineering Manager, Salt Spring Island, and Shayla Burnham, Committee Clerk
Regrets: Earl Rook (Chair)

These minutes follow the order of the agenda although the sequence may have varied.

1. Call to Order

The meeting was called to order at 9:01am by Director Holman.

2. Territorial Acknowledgement / Call Meeting to Order

A Territorial Acknowledgement was provided by Director Holman.

3. Approval of Agenda

MOVED by Commissioner Baker, **SECONDED** by Commissioner Webster, That the Salt Spring Island Local Community Commission approve the agenda of August 22, 2023 as amended by moving agenda item number 6.1. T. Vassos (Technical Director) and F. Adli (Project Manager) Integrated Sustainability; re: Burgoyne Bay Septage Receiving Facility Alternative Waste-Stream Management Option Analysis to item number 8.1. and, to move item number 7.3. T. Horbas and C. Johnson, Salt Spring Island Minor Baseball re: Necessity of a Senior Baseball Field at Portlock Park to item number 5.1. Lastly, to add item number 6.6. M. Welman, Co-Chair, Salt Spring Solutions; re: Commissioner Webster's Notice of Motion regarding Housing on Salt Spring Island and, to renumber the remainder of the agenda numerically.

CARRIED

4. Adoption of Minutes

4.1 Minutes of July 18, 2023 Salt Spring Island Local Community Commission Meeting

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker, That the minutes of the July 18, 2023 meeting be adopted as presented.

CARRIED

4.2 Minutes of July 11, 2023 Salt Spring Island Local Community Commission Meeting

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker,
That the minutes of the July 11, 2023 meeting be adopted as presented.

CARRIED

5. Chair and Commissioners Remarks – None

5.1 T. Horbas and C. Johnson, Salt Spring Island Minor Baseball re: Necessity of a Senior Baseball Field at Portlock Park

- C. Johnson and T. Horbas spoke to community support for a baseball field at Portlock Park.

6. Presentations

6.1. J. East and R. Cunningham, Southern Gulf Islands Tourism Partnership Society re: Southern Gulf Islands Tourism Partnership

- Requesting continued CRD funding to demonstrate support to Destination BC as local funding is required to access the Municipal & Regional District Tax Program.

6.2. H. Jang and Y. Wand, ArtSpring Re: ArtSpring Arts Service Requisition

- ArtSpring requesting a 20% increase in funding for building maintenance and operations, capacity building and sustainability initiatives.
- Salt Spring Arts requesting a 20% increase in funding for reviewing and renewing programs, systems and staff retention capacity, and the use of Mahon Hall.

6.3. A. Wright (Chair), R. Swann (Treasurer) and K. Hudson (Library Director), Salt Spring Island Library; re: Library Requisition

- Requesting additional funding due to forced growth and activity on the library operations which is currently operated primarily by aging volunteers.

6.4. T. Vassos (Technical Director) and F. Adli (Project Manager) Integrated Sustainability; re: Burgoyne Bay Septage Receiving Facility Alternative Waste-Stream Management Option Analysis

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker,
That staff prepare a public consultation and engagement strategy to gather comments and input from the community on Option 4 for LCC consideration; and that funding for community engagement strategy and the evaluation of Option 4 be increased in the 2024 - 2028 Capital Plan.

CARRIED

7. Delegations

7.1. R. Jenkinson, Island Pathways re: Salish Sea Trail Active Transportation Network

- R. Jenkinson requested safer, bikeable shoulders along Salt Spring Island's main roads in partnership with the Salish Sea Trail Active Transportation Network and the Ministry of Transportation and Infrastructure.

7.2. F. Dos Santos, Dragonfly Commons Housing Society re: Drake Road Pedestrian and Cyclist Safety

- F. Dos Santos requested a survey of Drake Road in the 2024 budget planning.

MOVED by Commissioner Baker, **SECONDED** by Commissioner Webster,
That the Salt Spring Island Local Community Commission request Director Holman to contact BC Housing regarding the need for a cyclist and pedestrian pathway on Drake Road as well as the potential for a partnership.

CARRIED

7.3. M. Welman, Salt Spring Solutions; re: Commissioner Webster's Notice of Motion regarding Housing on Salt Spring Island

- M. Welman left the meeting before she could present her delegation however, discussion ensued under item number 9.1.

8. Commission Business

8.1. 2023/24 B.C. Active Transportation Infrastructure Grant Application - Merchant Mews Pathway

MOVED by Commissioner Baker, **SECONDED** by Commissioner Corno,
The Salt Spring Island Local Community Commission recommends that the Capital Regional District Board recommends to the Capital Regional District Board: That approval be given to submit a 2023/24 Active Transportation Infrastructure grant application for the Salt Spring Island Merchant Mews pathway project in the amount of $160,000; and further that the project proceed as soon as project funding is approved and local weather conditions allow.

CARRIED

8.2. Rainbow Recreation Centre Building Envelope Renewal Project

MOVED by Commissioner Corno, **SECONDED** by Commissioner Baker,
That staff include funding in the 2024 Salt Spring Island Parks and Recreation Capital Plan to hold an Alternative Approval Process for electors to indicate whether they are against the CRD borrowing funds to support the Rainbow Recreation Centre Building Envelope Renewal Project.

CARRIED

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker,
That the Salt Spring Island Local Community Commission request staff report back to the commission at the September 14, 2023 Regular meeting with a summary of potential capital projects and funding requirements.

CARRIED

8.3. Options Analysis for Wastewater Treatment at the Burgoyne Septage Facility

- Discussion ensued under item 6.4 T. Vassos (Technical Director) and F. Adli (Project Manager) Integrated Sustainability; re: Burgoyne Bay Septage Receiving Facility Alternative Waste-Stream Management Option Analysis

8.4. LCC Meeting Management and Public Participation

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker,

1. That the LCC hold one regular daytime meeting per month and one evening meeting per month, starting at 5:00 pm and limited in duration to 2 hours, subject to the CRD reaching agreement on overtime or variation of normal work hours;

2. That staff make any operational changes necessary to accommodate the service level adjustment, including deferring planned work or reducing public office hours if necessary;

3. That costs associated for additional and evening meetings to support the LCC on an ongoing basis be included in the 2024 Salt Spring Island Administration Budget.

4. That twice monthly meetings will begin as soon as possible/feasible.

CARRIED

8.5. BC Transit 2024-2025 Transit Service Expansion MOU

MOVED by Commissioner Baker, **SECONDED** by Commissioner Webster,
That the Salt Spring Island Local Community Commission defer the BC Transit 2024-2025 Transit Service Expansion MOU until the Thursday, September 14, 2023 Regular meeting.

CARRIED

8.6. Project Updates

- **LCC Bylaws, Meeting Recordings, Ease of Access to Information**
  - Forthcoming.
- **LCC Meeting Recordings**
  - Forthcoming.
- **Harbourwalk Steering Committee Recruitments**
  - Application due date Thursday, August 31, 2023.

8.7. Discussion on Services

- **Active Transportation Network Plan**
  - Deferred to the September 14, 2023 Regular meeting.
- **Transportation and Transit**
  - Deferred to the September 14, 2023 Regular meeting.
- **Parks and Recreation**
  - Deferred to the September 14, 2023 Regular meeting.
- **Economic Diversification Grants**
  - Staff to report back to the Commission with an update on available grants.

8.8. Strategic Planning/Priority Setting

- Staff to be included in communications with other organizations.

8.9. Appointment to the Salt Spring Island Library Board

MOVED by Director Holman, **SECONDED** by Commissioner Baker,
That the Salt Spring Island Local Community Commission appoint Commissioner Corno to the Salt Spring Island Library Board.

CARRIED

8.10. D. Courtney re: SSI Ferry Advisory Committee Terms of Reference

- No action taken.

8.11. Transportation Governance Engagement Workbook Survey Outcomes

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker, that the Salt Spring Island Local Community Commission request, based on the current understanding, that the regional transportation potential service exclude Salt Spring Island.

CARRIED

- Staff to update the Transportation Governance Engagement Workbook Survey, item number 5, highest priority rank to; 3,2,4,&1.

8.12. Country Grocer Parking Proposal

- Interested in providing parking to Saturday Market goers once the property located at PID 017-759-561/017-759-579 has been developed in exchange for space at the Saturday Market.

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker,
That the Country Grocer Parking Proposal be referred back to staff for additional information.

CARRIED

8.13. Abattoir

- Staff report forthcoming on the scope of services and activities permitted with the economic sustainability service.

9. Notice(s) of Motion

9.1. Commissioner Webster proposed the following Notice of Motion:

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker, That the Salt Spring Island Local Community Commission recognizes housing for working people and their families as Salt Spring Island's most pressing economic sustainability issue.

CARRIED

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker, That the Salt Spring Island Local Community Commission request the Salt Spring Island Local Community Commission and the Capital Regional District Board to write the province to urgently request inclusion of Salt Spring Island in the Speculation and Vacancy Tax.

CARRIED

MOVED by Director Holman, **SECONDED** by Commissioner Webster, That the Salt Spring Island Local Community Commission revise the Economic Sustainability Bylaw No. 3803 to better address Salt Spring Island housing needs.

CARRIED

MOVED by Commissioner Webster, **SECONDED** by Commissioner Baker, That the Salt Spring Island Local Community Commission meet with representatives of the Capital Regional Housing Corporation including staff working on the Rural Housing Program and to invite the Salt Spring Island Local Trust Committee, North Salt Spring Waterworks District, Salt Spring Island Housing Council, Salt Spring Island Chamber of Commerce, Salt Spring Solutions, and other local housing stakeholders.

CARRIED

9.2. Motion with Notice (Commissioner Webster)

That all services under the purview of the Salt Spring Island Local Community Commission (LCC) be branded as "Salt Spring Island LCC Services" and the following steps be taken to implement this new branding:

- Conduct a community logo/wordmark design contest for Salt Spring Island LCC Services during fall 2023
- Open the contest to all Salt Spring residents and particularly encourage youth submissions
- Assemble a selection of LCC service-related prizes for the contest (such as a swim pass, a transit pass and other items) in addition to a modest cash award
- Invite a small group of local art teachers, commercial artists and/or graphic designers plus a staff member to serve as ad hoc contest judges/advisors, tasked with selecting from the contest entries a shortlist of three logos/wordmarks for the consideration of the commission
- Ask the judges/advisors to rate the entries using six criteria:
  - Appropriateness to our community
  - Graphic quality
  - Distinctiveness
  - Versatility
  - Memorableness
  - Timelessness
- The Commission shall assess the three shortlisted logo/wordmarks at an LCC meeting using the same criteria, and
- Roll out the selected logo/wordmark over time as new signs, documents and other materials are needed.

DEFERRED

10. Correspondence

10.1. Letter dated July 12, 2023 T. Teeple re: Salt Spring Public Transit

10.2. Email dated August 2, 2023 I. Threadkell re: Parking in Ganges

10.3. Email dated August 4, 2023 M. Leichter re: Parking in Ganges

10.4 Email dated August 15, 2023 J. Parker re: Fulford-Ganges Road Cycling Accident

11. Adjournment

MOVED by Director Holman, that the meeting adjourn at 4:28pm

_____
CHAIR

_____
SENIOR MANAGER

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. **In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.**

A. Funding

4/4

Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.

Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

4/4

Your residents' ability to travel intra-municipally (within their municipality).

Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

4/4

Allocate transit resources toward local transit routes in neighbourhoods.

Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

4/4	Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).	○	Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

4/4	Invest in local road improvements not on the Regional Multi-modal Network.	○	Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

4/4	Municipal transportation plans inform the Regional Transportation Plan (RTP).	○	The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

3/4	Local responsibility for delivering initiatives and programs to influence behaviour change.	1/4	Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

4/4	Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).	○	Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

4/4	Individually pursue grant funding for local transportation projects.	○	Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree | *Neither agree nor disagree* | *Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

3/4 ○ 1/4

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

○ 1/4 3/4

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

1/4 3/4 ○

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

○ 2/4 2/4

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

4/4	Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
4/4	Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
3/4	Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
4/4	May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

1/4	Improved transportation connectivity within the municipality or electoral area
3/4	Improved transportation connectivity within the region
1/4	Collaborative decision making regarding the implementation of transportation priorities and service delivery
2/4	Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
1/4	Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

- [ ] Connecting residential areas and employment centers

2/4 voted rank 1; 2/4 voted rank 3

- [ ] Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)

3/4 voted rank 2; 1/4 voted rank 3

- [ ] Enhancing connectivity between neighboring municipalities

4/4 voted rank 4

- [ ] Connecting to BC Ferries and Victoria International Airport (YYJ)

2/4 voted rank 1; 1/4 voted rank 2; 1/4 voted rank 3

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

- [ ] Maintenance, improvements and replacement of infrastructure

2/4 voted rank 1; 2/4 voted rank 2

- [ ] Supporting anticipated future population growth

1/4 voted rank 1; 1/4 voted rank 2; 2/4 voted rank 3

- [ ] Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

1/4 voted rank 1; 1/4 voted rank 2; 2/4 voted rank 3

7. Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?

It is difficult to see how a regional transportation organization would be of benefit to the islands.

Most telling of all is how figure 1 in the workbook does not even show most of Salt Spring Island. This is understandable, given the population realities of the regional district, however, it also shows how inappropriate it would be to include Salt Spring within any future regional transportation governance model. Salt Spring has pressing transportation-related needs, but it is difficult to imagine how a regional governance structure would help meet these needs.

I am concerned that the proposed consolidation of the regional transportation planning function with the active transportation function of regional trails would leave Salt Spring Island out entirely. Salt Spring taxpayers have contributed millions in funding to regional parks over the past two decades without any projects being carried out on our island. This is unacceptable and the proposed consolidation, given how regional transportation priorities entirely exclude Salt Spring, risks Salt Spring residents contributing toward regional projects that continue to entirely exclude our island.

We have a pressing need for transportation improvements and particularly active transportation on Salt Spring Island. The current CRD regional parks plan calls for significant investments on Salt Spring Island in the area of active transportation. Whatever changes are made to regional transportation governance, it is essential that these investments on Salt Spring Island take place and that they be accelerated rather than lost in the shuffle as larger regional needs take priority over them.

The rationale and benefits of a regional transportation service are not at all clear, and if established, is best applied to Greater Victoria. Electoral Areas do not have the population to warrant investments from a regional entity, which means we would be taxed at the same rate (per $ of assessed value), but would receive little in return. The regional trails function is an example of this inequity.

EAs also have specific transportation needs that a regional CRD system would not address. An example of this is BC Ferries in the gulf islands. Salt Spring also has a local transit service that was established separate from the Greater Victoria transit system, since joining that system would have meant paying the same tax rate (per $ of assessed value) but without the same level of service. Joining the regional system would also mean paying the gas tax surcharge on fuel.

CRD does and should play a role in enhancing a regional cycling network, although planned investments in this network, such as the $50 million borrowing proposed by the CRD Transportation Committee, should be allocated equitably among local jurisdictions (e.g., EAs could receive a proportion of such investments equal to their share of borrowing costs). CRD should continue to advocate for improved transit service in Greater Victoria and the reinstatement of the E&N railway service. CRD could even consider incremental investments in transit and the E&N (or related infrastructure) that were tied to clearly identifiable improvements in the level of service.

From a climate action perspective, one of the most important transportation-related investments CRD can make is to invest in the planning and installation of charging infrastructure, which does not require the creation of a regional transportation entity.

…Continued on next page

While I understand and appreciate the importance of regional transportation networks, as a representative of an island community with serious transportation challenges, I find myself placing these challenges at a higher priority than other (important) regional transportation issues.

Part of the reason for this is that Salt Spring already contributes heavily (in the hundreds of thousand of dollar every year) to some regional services with little local benefits.

While most likely agree that a regional transportation service could have great benefits for much of the CRD, it would be difficult to support a heavy tax increase to support a service that is unlikely to have a local (island) benefit as long as our serious transportation challenges exist.

Is there any consideration of making this a sub-regional service supported by the taxpayers who will benefit directly from it everyday rather than also taxing the island resident who only benefit occasionally?

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

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- ○ Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements.
- ◉ Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements.

B. Connectivity

- ○ Your residents' ability to travel intra-municipally (within their municipality).
- ◉ Your residents' ability to travel intra-regionally (between municipalities).

C. Transit

- ○ Allocate transit resources toward local transit routes in neighbourhoods.
- ◉ Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

D. Active transportation (includes regional trails)

○	Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).	◉	Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

○	Invest in local road improvements not on the Regional Multi-modal Network.	◉	Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

F. Transportation planning

○	Municipal transportation plans inform the Regional Transportation Plan (RTP).	◉	The RTP takes precedence and directs municipal transportation plans.

G. Behaviour change

○	Local responsibility for delivering initiatives and programs to influence behaviour change.	◉	Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

○	Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).	◉	Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

○	Individually pursue grant funding for local transportation projects.	◉	Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

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Agree	*Neither agree nor disagree*	*Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

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3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [x] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [ ] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [ ] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [ ] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [ ] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [ ] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
3	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
4	Enhancing connectivity between neighboring municipalities
2	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

2	Maintenance, improvements and replacement of infrastructure
3	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

if applicable. We need to have a governance structure that identifies and meets the needs of our growing population in a way to minimize climate change impacts and maximize the ability to attract senior government funding. An Authority model is preferred to a Crown Corporation in my view, to (somewhat) diminish direct political influence on decision making.

Agencies

Partner Agency responses include questionnaires from:

- Victoria Airport Authority (YYJ)
- Victoria Regional Transit Commission (VRTC)

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

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- ◉ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

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- ○ Invest in local road improvements not on the Regional Multi-modal Network.
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- ◉ The RTP takes precedence and directs municipal transportation plans.

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- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

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7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Please provide comments or suggestions, if applicable.

Capital Regional District

Transportation Governance Engagement Workbook

Questionnaire

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- ○ Allocate transit resources toward local transit routes in neighbourhoods.
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- ◉ Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails).
- ○ Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting).

E. Traffic flow and congestion

- ○ Invest in local road improvements not on the Regional Multi-modal Network.
- ◉ Invest in corridor improvements on the Regional Multi-modal Network (*see Figure 1*).

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- ○ Municipal transportation plans inform the Regional Transportation Plan (RTP).
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- ◉ Regional responsibility for delivering initiatives and programs to influence behaviour change.

H. New mobility services (e.g., ride hailing)

- ○ Local responsibility for policy and regulations (i.e., business licensing and curb side regulation).
- ◉ Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation).

I. Grants

- ○ Individually pursue grant funding for local transportation projects.
- ◉ Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network.

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree | *Neither agree nor disagree* | *Disagree*

A. A new governance structure should strike a balance between regional and local priorities.

B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.

C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.

D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.

Examples:

Commissioner Plant:
-Active Transportation planning across municipal borders.
-CRD Transportation Committee could be looked at a model for Transit Commisson role.
-Prioritizing regional intersections for inter-municipal funding/planning.

Commissioner Murdock:

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. **Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.**

- [x] Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- [ ] Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- [x] Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- [ ] May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. **Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.**

- [x] Improved transportation connectivity within the municipality or electoral area
- [x] Improved transportation connectivity within the region
- [x] Collaborative decision making regarding the implementation of transportation priorities and service delivery
- [x] Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- [x] Harmonizing design standards and bylaws across the region

5. **Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.**

1	Connecting residential areas and employment centers
3	Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)
4	Enhancing connectivity between neighboring municipalities
2	Connecting to BC Ferries and Victoria International Airport (YYJ)

6. **Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.**

3	Maintenance, improvements and replacement of infrastructure
2	Supporting anticipated future population growth
1	Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. **Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?**

Commissioner Plant:
While I am also on the CRD Board and am partly responsible for this exercise, I do think that our region needs to be forward-thinking and look at a regional model for governance and planning.

I want to be clear I do not think the CRD should become the transit operator for the region. I think consideration of governance of transit is the key issue for the commission to determine.

Commissioner Murdock:
- A regional governance model would ensure coordination among multiple jurisdiction for infrastructure prioritization and harmonization of standards.
- Delivering transit at a regional level allows for coordination between land use, priority corridor improvements (including dedicated transit lanes) and service delivery.
- Regional transit governance ensure representation from across the municipalities in decision-making.
- Regional governance provides a single voice for transportation priorities and seeking senior-government funding.

CRD Transportation Governance Engagement What We Heard

Workbook Engagement

In June 2023, the CRD Board directed staff to seek input on transportation governance. The region's 13 local governments, three electoral areas, the Province, relevant partner agencies and First Nations were invited to participate.

Engagement Purpose and Scope

- **Determine the level of support for change** and the need for additional tools and resources to advance regional transportation priorities.
- **Identify key trade-offs**, challenges and opportunities in regional transportation governance.
- **Strengthen collaboration**, communication and partnership between member municipalities, electoral areas, partner agencies and the CRD.
- **Understand thoughts and expectations** regarding the potential establishment of a regional transportation authority.

What We Heard

Areas of majority agreement: regional approach to behaviour change, new mobility services and transit and a local approach to active transportation

Areas with no clear agreement: connectivity, traffic flow, congestion, transportation planning

Grants and funding: additional dialogue needed; will be considered as part of the funding strategy

Shared principles: shared expectations, concerns and benefits

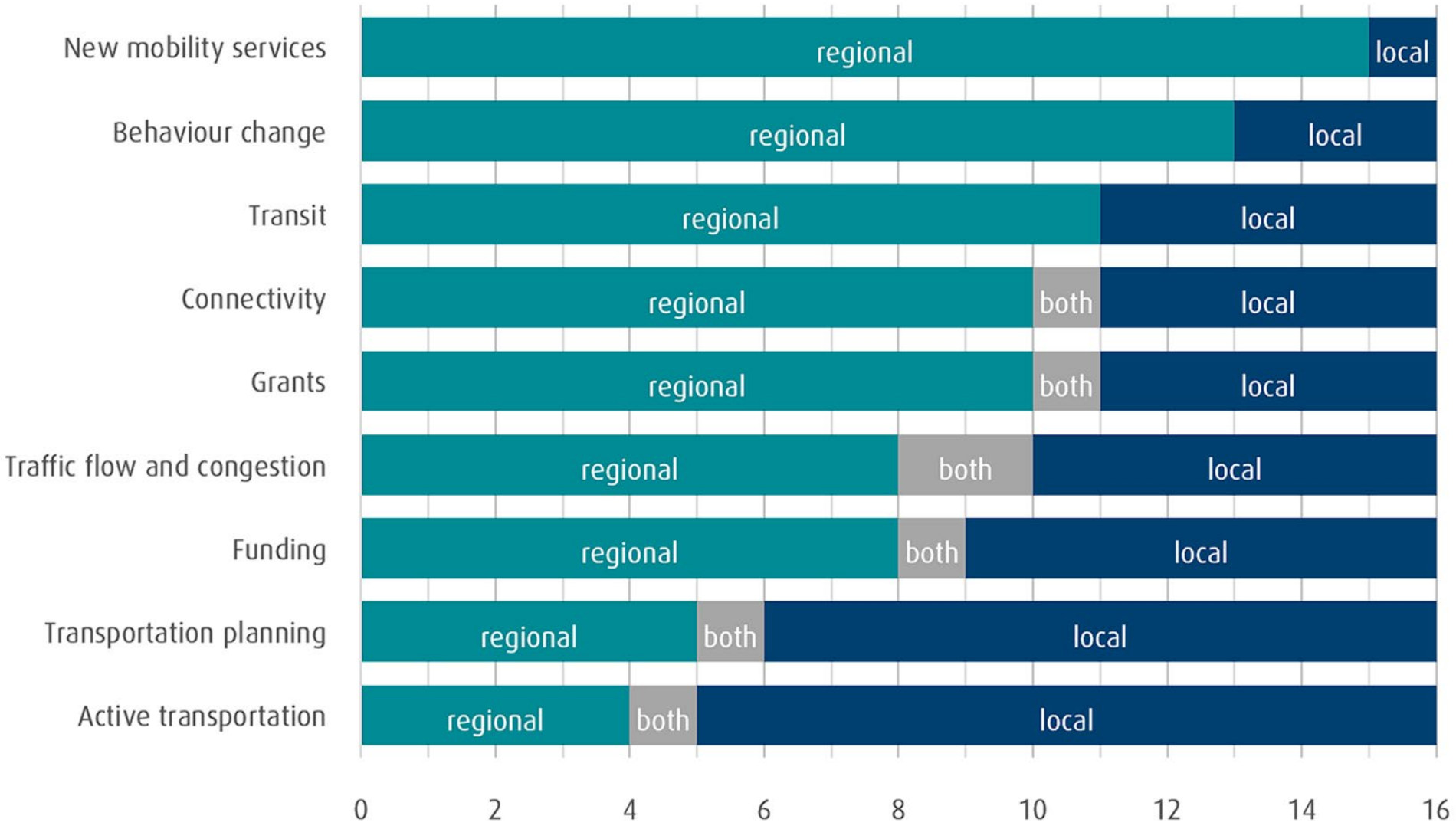
Considering Trade-offs

All Responses

Sub-Region	Respondent	New Mobility Services	Behaviour Change	Transit	Connectivity	Grants	Traffic Flow and Congestion	Funding	Active Transportation	Transportation Planning
Core	Esquimalt	regional	regional	regional	regional	regional	both	both	both	regional
	Oak Bay	regional	regional	local	local	local	local	local	local	regional
	Saanich	regional	regional	regional	local	regional	regional	local	local	regional
	Victoria	regional	regional	regional	regional	regional	regional	regional	local	local
Saanich Peninsula	Central Saanich	regional	regional	local	local	local	local	local	local	local
	North Saanich	regional	local	regional	regional	local	local	regional	local	local
	Sidney	regional	regional	regional	both	both	both	regional	local	both
West Shore	Colwood	regional	regional	regional	regional	regional	regional	local	regional	local
	Highlands	regional	regional	regional	regional	regional	regional	regional	regional	local
	Langford	regional	local	regional	regional	regional	regional	regional	local	local
	Metchosin	regional	regional	regional	regional	regional	regional	regional	local	regional
	Sooke	regional	regional	local	local	regional	local	local	local	local
	View Royal	regional	regional	regional	regional	regional	regional	regional	regional	local
Electoral Areas	Juan De Fuca	regional	regional	local	regional	local	local	local	local	local
	SGI	regional	regional	regional	regional	regional	regional	regional	regional	regional
	SSI	local	local	local	local	local	local	local	local	local
Agencies	YYJ	regional	regional	regional	regional	regional	regional	regional	regional	regional
	VRTC	regional	regional	regional	regional	regional	regional	regional	local	regional

Considering Trade-offs

Responses by Category



Guiding Principles

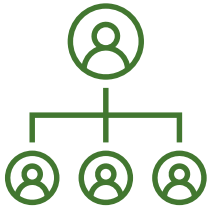
Principle **1 - Regional Equity**

Principle **2 - Connectivity**

Principle **3 – Reduce Complexity**

Further dialogue is needed to agree on how to prioritize projects and investments in a manner that respects regional equity. This can be explored through concept development.

Governance Changes



Level 1: Alignment & Service Levels

- Regional transportation policy & planning
- Data collection & analysis
- Regional trails planning, operations and maintenance
- Education & outreach
- Traffic Safety Commission

Level 2: New & Expanded Functions

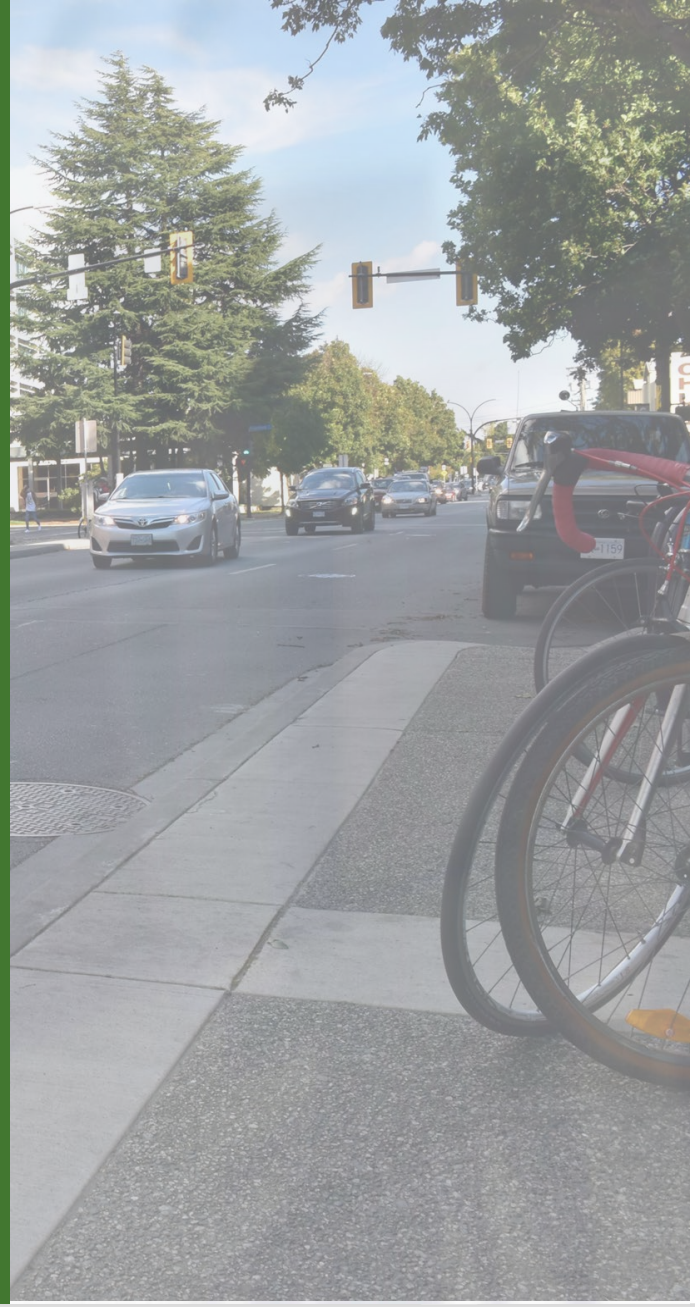
- New mobility
- Behaviour change (TDM)
- Transit partnerships
- Increased support to local governments for active transportation

Level 3: New authority

- TBD

Scope of change the CRD Board could deliver this term.
Requires a new CRD transportation service.

Out of scope. Requires more dialogue & new legislative authorities.



Concept Development & Analysis

- Identify service, governance, operating and funding requirements for level one and level two governance change.
- Grants and funding to be addressed as part of developing a funding strategy.
- Consistent with advice to CRD Board that governance change should progress iteratively.
- Level one and two governance change could be made this term, by establishing a new CRD transportation service.

Next Steps

Q4 2023 – Q2 2024

Concept Development and Analysis
Complete a service design and feasibility study to advance level one and level two governance change.

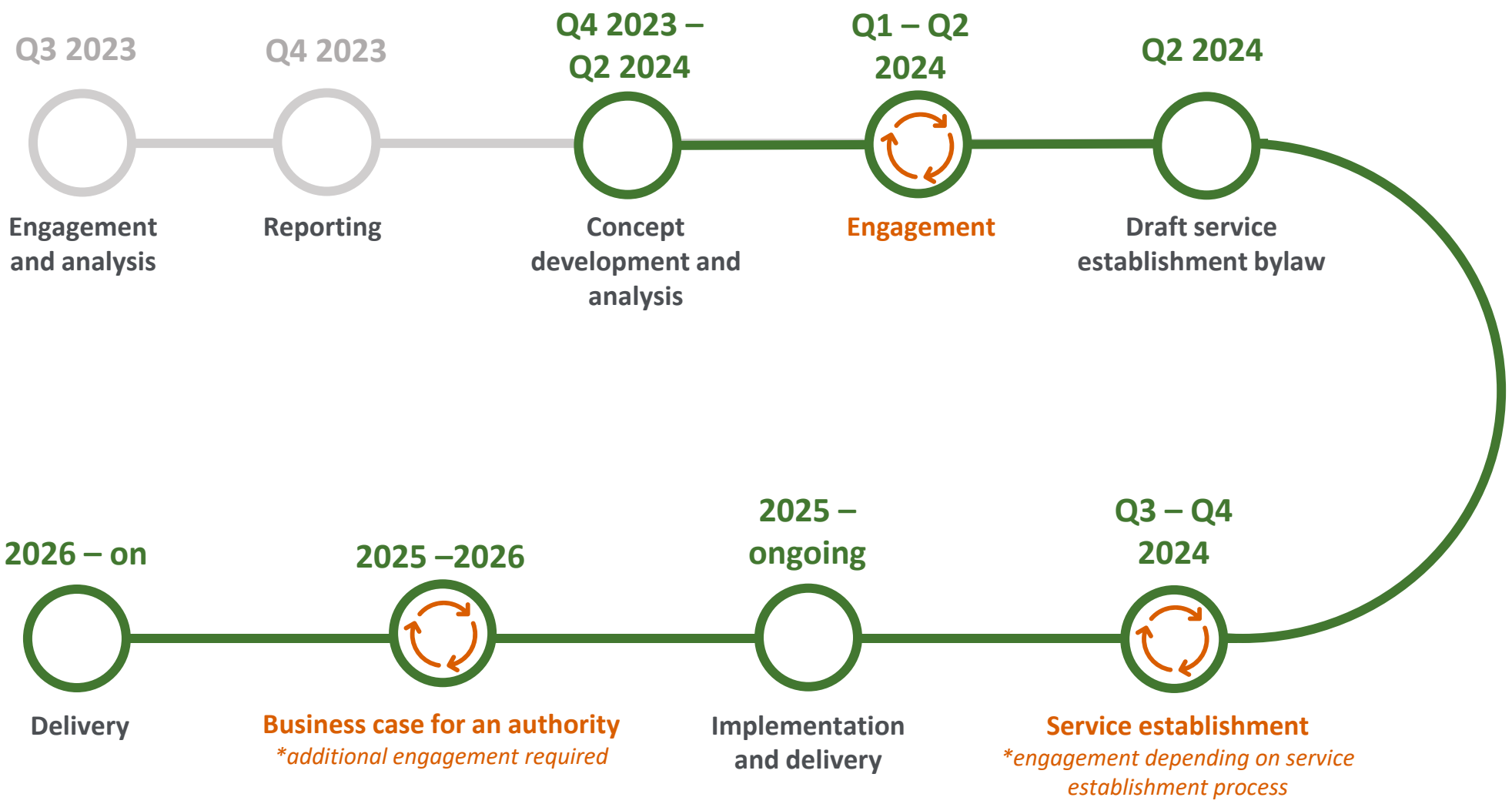
Q1 – Q2 2024

Engagement
Prepare an engagement plan and hold a workshop for input on service design. Use input in the service design and feasibility study.

Q2 2024

Draft service establishment bylaw
Prepare a draft service establishment bylaw based on the results of the service design and feasibility study.

Long-term timeline



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

Questions?

CAPITAL REGIONAL DISTRICT

BYLAW NO. 4551

****

A BYLAW TO AMEND THE LAND ASSEMBLY, HOUSING AND LAND BANKING SERVICE ESTABLISHMENT BYLAW NO. 1, 2010

****

WHEREAS:

A. By Supplementary Letters Patent, Division XII dated July 25, 1974, as amended by further Supplementary Letters Patent, the Capital Regional District was granted the function of Land Assembly, Housing and Land Banking which included the power to undertake land assembly for the purpose of housing, either public or private and, public housing pursuant to the provisions of the *National Housing Act*, the *Municipal Act*, the *Housing Act*, and other legislation pertaining to land assembly and public housing, as if the regional district were a municipality;

B. Under Bylaw No. 3712, Land Assembly, Housing and Land Banking Service Establishment Bylaw No. 1, 2010, the Capital Regional District converted this to a service under the *Local Government Act* in all member municipalities and electoral areas (the "Service");

C. The Board desires to increase the maximum requisition, in order to implement housing initiatives in the Capital Regional District, and Bylaw No. 4552, “Land Assembly, Housing and Land Banking Loan Authorization Bylaw No. 3, 2023”, details anticipated borrowing to be supported by the increased requisition;

D. Under Sections 345 and 346 of the *Local Government Act*, participating area approval in the municipalities shall be obtained by consent on behalf and in the electoral areas by Alternative Approval Process; and

E. The approval of the Inspector of Municipalities is required under Section 403 of the *Local Government Act*.

NOW THEREFORE the Board of the Capital Regional District in open meeting assembled enacts as follows:

1. Bylaw No. 3712, “Land Assembly, Housing and Land Banking Service Establishment Bylaw No. 1, 2010” is hereby amended by replacing Section 6, Maximum Requisition, in its entirety as follows:

> In accordance with Section 339(1)(e) of the *Local Government Act,* the maximum amount that may be requisitioned for the cost of the Service is the greater of:
>
> a) Eleven million five hundred thousand dollars ($11,500,000); or
>
> b) A property value tax rate of $0.062 per one thousand ($1,000) dollars that, when applied to the net taxable value of land and improvements in

the Service Area, will yield the maximum amount that may be requisitioned for the Service.

2. This Bylaw may be cited as the “Land Assembly, Housing and Land Banking Service Establishment Bylaw No. 1, 2010, Amendment Bylaw No. 2, 2023”.

READ A FIRST TIME THIS	10th	day of	May,	2023
READ A SECOND TIME THIS	10th	day of	May,	2023
READ A THIRD TIME THIS	10th	day of	May,	2023
APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS	10th	day of	August,	2023
RECEIVED THE ASSENT OF THE ELECTORS THIS	16th	day of	November,	2023
ADOPTED THIS	___th	day of		2023

_____ _____

CHAIR CORPORATE OFFICER

Memorandum

To: CRD Board

From: Dave Thompson, Director

Re: December 13 agenda item 10.2 – Motion re BC Clean Transportation Action Plan

Date: 2023-12-11

Overview

The Provincial Government is due to release the BC Clean Transportation Action Plan (CTAP) early in the new year. The CTAP will outline future provincial policy and action on transportation. Such policy and action is anticipated, and relied upon, in CRD plans and strategies in relation to transportation, regional growth and climate action.

A staff briefing on the implications of the CTAP will assist the board in considering how the CTAP interacts with and supports our plans and strategies, and what future Board direction may be advisable.

Background

The CTAP is:

> "a commitment under the CleanBC Roadmap to 2030. The purpose of the CTAP is to identify the next set of actions to reduce greenhouse gas emissions in the transportation sector by 27-32% by 2030, and increase economic opportunities in clean transportation in British Columbia. The CTAP is intended to take actions across five foundational areas: reducing vehicle kilometers traveled, shifting to more efficient modes, increasing vehicle efficiency, and transitioning the market to zero-emission vehicles and cleaner fuels."[1]

Given those purposes and actions, the CTAP will likely be a key component of achieving the vision and targets of the CRD's Regional Transportation Plan (RTP):

> "The 2014 Regional Transportation Plan (RTP) establishes a vision for transportation in the region and outlines outcomes and actions needed for the CRD to achieve this vision. The RTP aims to improve mobility between communities, expand the range of accessible and affordable transportation choices, and support regional sustainability.
>
> The RTP also establishes a mode share target of 42% for active transportation and transit combined for the region by 2038. As of 2021, the region's mode share is 26.6%.
>
> Responsibility for achieving the vision and taking action is shared by the CRD, member municipalities and electoral areas, the Province, and agencies such as BC Transit and BC Ferries.

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[1] https://www2.gov.bc.ca/gov/content/industry/electricity-alternative-energy/transportation-energies/clean-transportation-policies-programs/clean-transportation-action-plan

Additional multi-modal infrastructure investments and a concerted effort to direct growth to designated centers and corridors will be important for realizing the plan's goals."[2]

The CTAP will also present an opportunity for the CRD to consider updating the 2014 RTP, and taking other steps to achieve the principles and policies of the CRD's 2018 Regional Growth Strategy (RGS) [3] and the goals of the 2021 Climate Action Strategy (CAS),[4] both of which include significant transportation components.

As noted in our December 13 agenda, at the November 15, 2023 Transportation Committee meeting, the following Notice of Motion was provided to be discussed at the CRD Board meeting:

That the Board direct staff to deliver a presentation on the new BC Clean Transportation Action Plan including the Vehicle Kilometres Travelled target and other targets and goals from the Regional Transportation Plan, and Climate Action Strategy, and other plans early in the new year.

[2] https://www.crd.bc.ca/project/regional-transportation/regional-transportation-plan
[3] https://www.crd.bc.ca/docs/default-source/crd-document-library/bylaws/regionalgrowthstrategy/4017--capital-regional-district-regional-growth-strategy-bylaw-no-1-2016.pdf?sfvrsn=ecb611ca_10
[4] https://www.crd.bc.ca/docs/default-source/crd-document-library/plans-reports/climate/crd__climate-action-strategy__2021.pdf?sfvrsn=5e9c31cd_8