



# Capital Regional District Transportation Service Feasibility Study

July 2014



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# Executive Summary

## Introduction

Currently, the Capital Regional District (CRD) is in the midst of a significant evolutionary cross-road in the authority and development of the region's transportation system. The desired future transportation vision has been defined in the recent Regional Transportation Plan (RTP), which consists of outcome statements and specific actions and targets required to achieve these outcomes. However, the success of this plan hinges on the ability to implement the stated actions by obtaining the required funding, managing projects, and delivering services.

A key risk in the accomplishment of the RTP lies in the ability and authority to deliver transportation investments within required timelines. Options for delivery models to achieve the RTP have been identified and an understanding as to the viability of these options is desired. Specifically, is the question of the feasibility of an expanded transportation service at the regional level to support the delivery of actions identified in the RTP. This includes identifying necessary requirements in the consideration of an option to consolidate existing transportation functions within the CRD, as well as expanding the overall scope of transportation service beyond the CRD's current functions to support the implementation of the RTP.

This report provides an assessment of the need and feasibility in establishing a more formalized governance and organizational structure that can adequately deliver the desired outcomes of the RTP. To do this, the **policy need and theoretical basis** for renewed governance is explored, as well as the **conceptual and practical feasibility** of such an endeavour.

To demonstrate feasibility, a three-step governance model is proposed to evolve the current governance structure and arrangement into a consolidated service, and then an expansion of services, with the potential to eventually have an authority established that considers the planning, capital management, and delivery of transit in the CRD. This incremental approach would entail:

- Consolidating the CRD's regional transportation activities and responsibilities (information service, transportation modelling and data collection, transit service agreements in electoral areas, regional trails and regional docks in the Gulf Islands) under a new service;
- Enabling the CRD to own property, borrow and spend money and enter into contracts to provide regional transportation services; and

- Establishing a framework for further development, including involvement in a regional multi-modal network (RMN) and eventual merger of all or part of the existing transit service into the CRD.

## Current Trends and Desired Outcomes

### Current Trends

Currently, the state of transportation in the CRD can be illustrated through the results of a decade of monitoring the travel choices and patterns of residents. From regional travel surveys conducted in 5-year cycles in 2001, 2006, and 2011, it can be seen that total trips have leveled off at just over 1 million daily trips by 2006. Although mode shares have changed over the years, with marked increases in walking and cycling from 11.7% and 2.6% in 2001, to 12.8% and 2.8% in 2011, respectively, other modes such as transit and auto passengers have dropped over this 10 year period (transit: 6.9% to 6.4%; auto passenger: 14.5% to 13.0%). This has resulted in a stagnant, if not slight, increase of auto driver mode shares from 63.2% in 2001 to 63.6% in 2011 (see [Table ES1](#) and [Figure ES1](#)).

**Table ES.1: 2001-2011 Daily Trip Totals and Mode Share**

	Totals			Mode Share		
	2001	2006	2011	2001	2006	2011
Auto Driver	606,899	667,253	656,666	63.2%	64.3%	63.6%
Auto Passenger	138,772	140,258	134,612	14.5%	13.5%	13.0%
Transit	66,539	73,125	66,440	6.9%	7.0%	6.4%
Walk	111,863	103,434	131,844	11.7%	10.0%	12.8%
Cycle	25,064	35,954	29,403	2.6%	3.5%	2.8%
Other	11,046	18,022	13,810	1.2%	1.7%	1.3%
Total	960,183	1,038,046	1,032,775	100.0%	100.0%	100.0%

Regional planning area, residents 11+years of age

On-road GHG emissions rose by 16%, from 1.9 tonnes of CO<sub>2</sub>e per capita in 2007, to 2.2 tonnes of Co<sub>2</sub>e per capita by 2010. An increasing population that maintains the current travel pattern will invariably increase vehicular emissions.

Overall, the trends over the past 10 years of monitoring the transportation patterns of CRD residents do not show much promise for significant positive change under the status quo. The effectiveness of the RTP will be crucial in improving these trends toward desired outcomes.

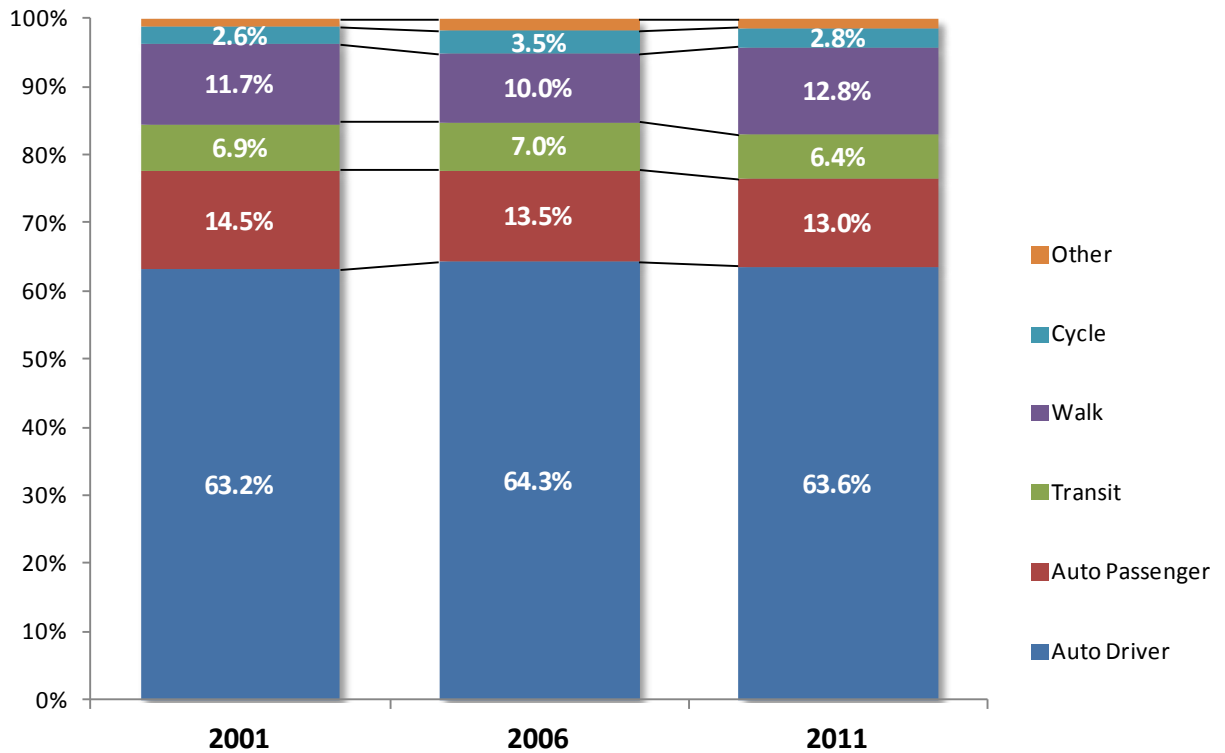


Figure ES1: 2001-2011 Mode Shares

### Desired Outcomes

In contrast to the current trend of regional travel patterns, the RTP defines the desired state of the region over the next 25 years. The RTP essentially establishes the Gap from status quo to where the region would like to be by 2038. In doing so, the RTP combines and builds on the foundation of previous transportation and mode-specific plans. These include the following plans:

- Pedestrian and Cycling Master Plan (PCMP), Mar. 2011
- Pedestrian and Cycling Master Plan – Salt Spring Island Edition (PCMP – SSI Edition), Oct. 2013
- Southern Gulf Islands Cycling and Pedestrian Draft Trails Plan (SGI-CPT) – in progress
- Phase 1 Transportation Corridor Plan (TCP), Sept. 2010
- Transit Future Plan – Victoria Region (BC Transit), May 2011

The RTP identifies a number of outcomes that support a multi-modal transportation network connecting local communities in ways that provide viable alternatives to the automobile while supporting livable communities.

Central to the RTP is the establishment of a Regional Multi-modal Network (RMN) that consists of regionally-significant transportation corridors that include major transit routes and trails to connect with local and provincial road networks and regional activity centres.

The focus of the RTP is to deliver actions and outcomes organized in five themes.

### *Outcome Themes*

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

Each outcome theme is supported by specific “outcome statements” that define actions required to achieve the vision of the RTP. [Table ES2](#) outlines the eight regional outcome statements categorized in the five outcome themes

The RTP itself does not directly establish a set of overarching regional targets to be achieved by 2038. Instead it identifies the active transportation and transit modal targets set by the Pedestrian and Cycling Master Plan and BC Transit’s Transit Future Plan (based on the 2008 Provincial Transit Plan):

- **Cycling and walking mode share** targets (24hr) of **15%** each by **2038**
- **Transit mode share** targets (24hr) of **9.5%** by **2020** and **12%** by **2030** (from a current total of 24 million to 55 million passengers annually)

These quantitative targets essentially double both the current (2011) daily transit mode share of 6.4% and aggregate active transportation mode share of 15.6%.<sup>1</sup>

The RTP suggests the solution to achieving its outcomes and targets is the establishment of an expanded transportation service authority and appropriate funding strategy to fuel the RTP to success. The RTP suggests it is as much a “process of building a collaborative and integrated regional approach to transportation as it is about specific actions.” It further emphasises that “it is

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<sup>1</sup> It should be noted that the previous Travel Choices plan (2006) targeted daily mode shares of 15% for walking, 5% for cycling, and 10% for transit. However these are for the horizon year of 2026. Given the significance of plan targets as the main means of measuring success, ideally targets should be set for a single or set of horizon years.



intended that the RTP remain a living document to be revised and updated on a regular basis.”

The RTP envisions the establishment of a new Transportation Standing Committee (TSC) of the CRD Board with an ongoing Transportation Advisory Committee (TAC) reporting to the TSC. The TAC would be comprised of members from CRD municipalities, electoral areas, and the Ministry of Transportation and Infrastructure (MoTI). The TAC’s mandate would be to recommend policies and priorities as well as guide and facilitate actions based on predetermined performance metrics. Reporting to the TAC, working groups representing sub areas could be established to provide consideration to local priorities and initiatives.

**Table ES2: RTP Regional Outcome Statements**

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

Source: Regional Transportation Plan – Draft, IBI Group, Oct 2013.

This model would consolidate existing and proposed CRD assets, facilities and services such as Regional Trails, Electoral Area Transit Service agreements, and local docks, into a single service area under the expanded service authority.

Overall, without the establishment of an expanded transportation authority and supporting funding structure, it is expected that the region's transportation system will continue to be developed in a piecemeal fashion, resulting in only partial achievement of the RTP's vision.

## Institutional Context

A number of agencies at various levels of government have a range of authority in the planning, delivery and provision of transportation infrastructure and services within the Capital Region. An understanding of their institutional context in terms of current roles, responsibilities and institutional capabilities, as well as the legislative framework surrounding these agencies is an important consideration in the review of potential transportation governance arrangements.

The institutional structures reviewed were:

- BC Ministry of Transportation and Infrastructure (MoTI)
- BC Transit
- Local Municipalities
- Capital Regional District

The individual organizations involved in the planning and delivery of transportation infrastructure and services within the Capital Region have distinct roles and responsibilities mandated by legislation and outlined in partner agreements. The legislation provides the scope and guidance for all transportation related-responsibilities to be covered adequately (in full) by one or multiple agencies.

However, although all areas of transportation are covered by the established agencies and the need for a multi-modal approach is clearly identified in legislation and plans, the distribution of roles is specified under a legislative structure that is more-or-less mode-specific. This is evident at the provincial level: MoTI is primarily focused on inter-municipal and regional highways and BC Transit is required to focus mainly on transit even though it is understood they are to consider a multi-modal perspective. Similarly, while local governments may approach the planning and delivery of transportation from a multi-modal perspective, their natural focus is on local-in-scope active transportation modes.

## Policy Need and Theoretical Basis

The evolution of a transportation governance structure towards increased scope and authority should be founded on sound principles that guide the development of a sustainable transport system in a holistic and unbiased manner. This will ensure a modern structure that is accountable yet flexible in its ability to achieve its desired and intended outcomes. Identifying the policy basis and theoretical need

for an increase in the **formalization of a collaborative multi-modal governance model** provides the foundation on which to establish feasibility and the case to move forward.

A key principle in modern governance models is the adoption of a **complete and integrated multi-modal** purview. It is now a universal understanding that a single-mode approach to transportation planning in an urban setting is not only inefficient, but can be ineffective and counteract the goals of sustainability. Single-mode agencies, such as BC Transit, although limited by their governing legislation to public transportation, acknowledge the need to integrate with other sustainable modes in order to achieve common goals.

Most recently, BC Transit's *Strategic Plan | 2030* acknowledges that the achievement of healthier and more livable communities will require the building of sustainable transportation networks that integrate and promote walking, cycling, and transit, while linking land use and transportation decisions. The document identified that the *"lack of integration between land use and a full spectrum of transportation options results in poor value for public dollars spent. It also misses the tremendous responsibility we have to build neighbourhoods that will be livable and sustainable over the long term."* In order to address this issue, the Plan's Priority 2.1 seeks to *"Increase integration with other types of sustainable travel"*<sup>2</sup>.

In order to address the deficiencies in the "silo" process of transportation system planning, design, and operation within an institutional context of multiple agencies and levels of government, it is necessary to examine how and when the various activities including policy, planning, financing, construction, and operation are undertaken and which entities are involved. However, according to Vuchic<sup>3</sup>, there is not simply one level of transportation planning activity, there are at least four and they vary from the tactical to the strategic (**Figure ES2**).

A sustainable planning framework is a **cyclical process** in which the outcome of one planning cycle is reviewed and evaluated against the initially stated visions, goals, and objectives, and then contributes to the next planning cycle. This cyclical process provides the opportunity for any corrections along the way (e.g., mid-term plan implementation remediation measures), as well as a means of accountability (e.g., progress toward goals) to ensure a realistic and feasible process. **Figure ES3** illustrates the cyclical nature of this sustainable planning framework.

The process of monitoring and evaluation is a necessary process required to complete the "full circle" of **accountability** within transportation planning and implementation processes.

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<sup>2</sup> "Shaping our Future: BC Transit's Strategic Plan | 2030", BC Transit, March 26, 2010.

<sup>3</sup> Vuchic, V.R. "Transportation for Livable Cities" Center for Urban Policy Research, Rutgers, The State University of New Jersey, New Brunswick, New Jersey, 1999, pp. 82-87.

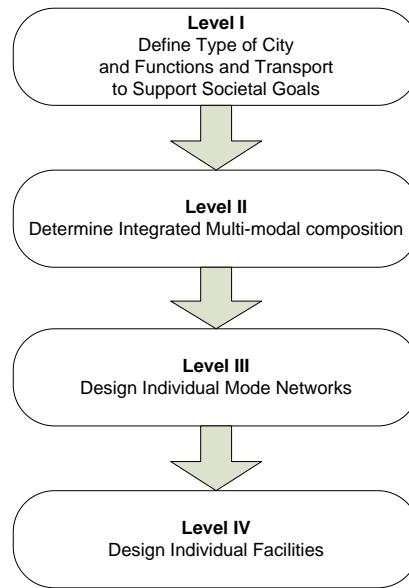


Figure ES2: Proper Urban Transportation Planning Process

This concept should be no more foreign to the planning process than the required balancing of books in generally accepted accounting principles (GAAP). Monitoring and evaluation not only provides the verification of outcomes, but conducted on a consistent basis, allows for correction of incremental implementation to **increase the likelihood of achieving desired outcomes**.

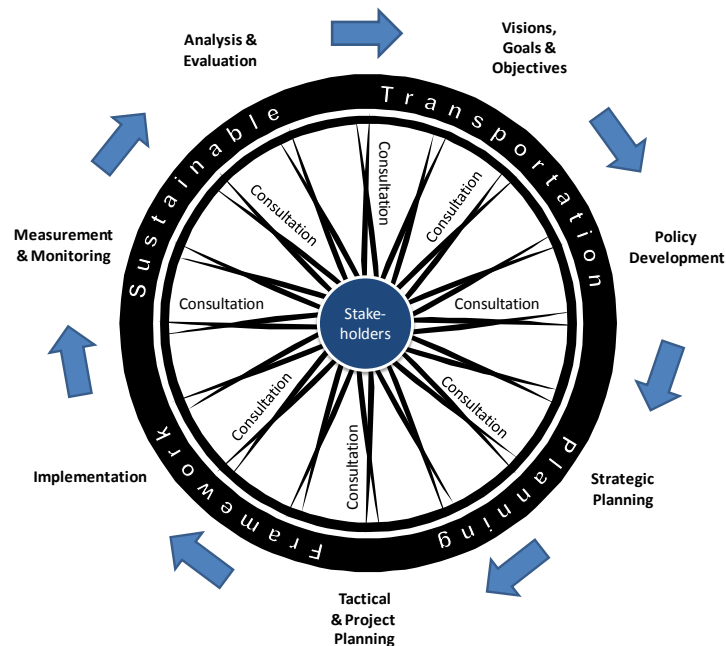


Figure ES3: The Cyclical Sustainable Transportation Planning Framework and Process

The following fundamentals should be considered in the establishment of a regional transportation service that can develop and maintain a sustainable transportation system consisting of local, regional, and provincial transport systems:

- Holistic and sustainable
- Community values and aspirations
- A complete system-view (multi-modal)
- Proper planning and decision processes
- Ability to implement

To achieve desired outcomes, an institutional framework of agencies sharing common goals and values with the intent to work collaboratively is required. Central to a sustainable transportation system is a governance structure able to adapt to growing needs and to implement required actions. This also includes the ability to raise and attract requisite funding to develop, maintain, and operate the system.

Within the context of transportation, there are six dimensions of governance that can be considered. Collectively these may be seen as reflecting the overall “fitness for purpose” of the governance system or framework. These dimensions of governance can be demonstrated using an analogy of a series of interlocking gears in a “governance machine” that ideally are all fully engaged, functional and synchronized for optimum results (**Figure ES4**).



**Figure ES4: The “Gears of Governance”**

## Conceptual Model for Governance Formalization

To consider the **conceptual feasibility** of a Transportation Service within the CRD, three institutional dimensions can be used:

1. Transport scope: the degree of the institutional scope or modal completeness (from the view of establishing a multi-modal system from independent modes to a complete and integrated system);
2. Institutional formalization: the degree of institutional and decision making formalization (which can range from informal or ad-hoc committees to legislatively established structures) and;
3. Funding potential.

The increase in the strength of the first two institutional dimensions increases the potential for the third dimension (i.e., funding). **Figure ES5** illustrates the conceptual relationship between increasing transport scope, institutional formalization, and funding potential.

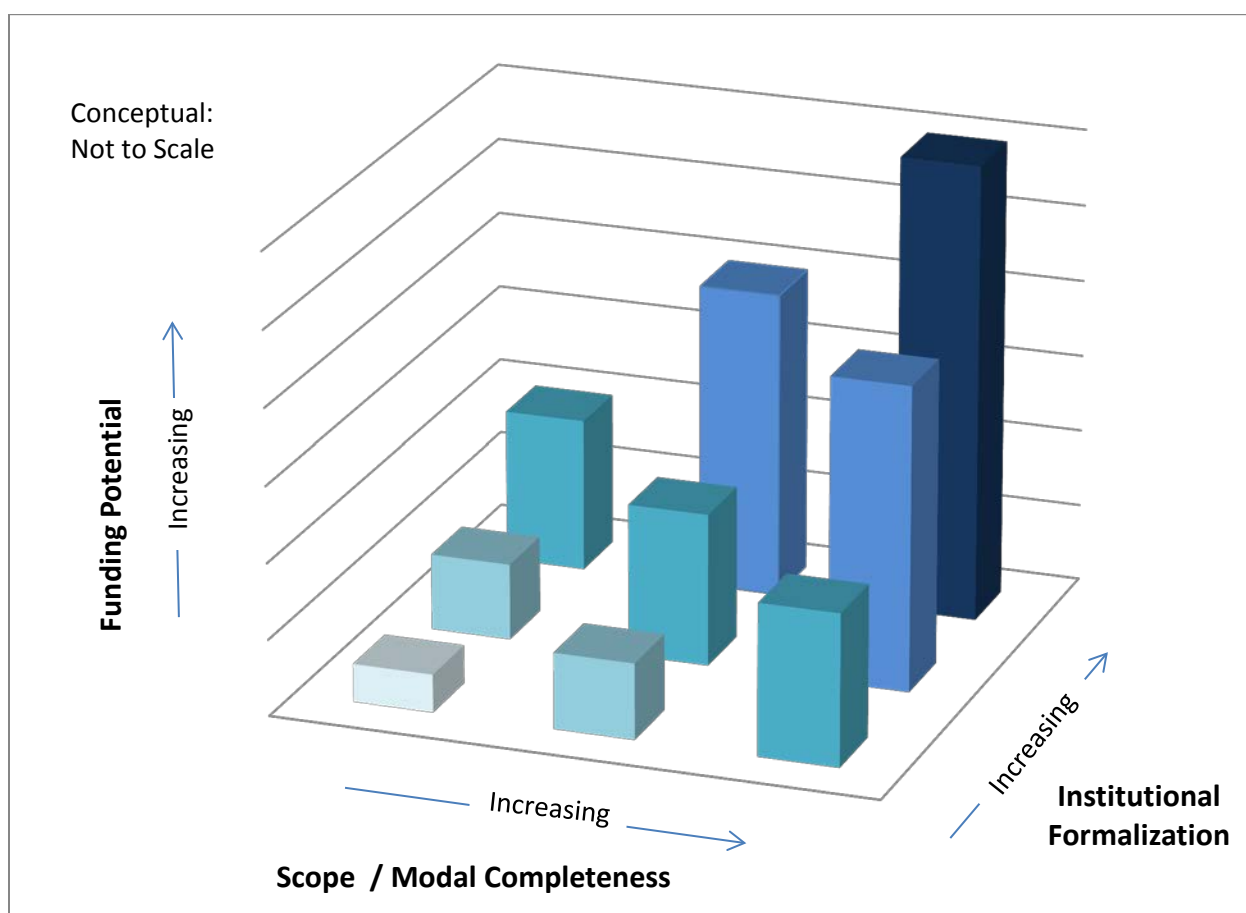


Figure ES5: Funding Potential with Respect to Institutional Formalization and Scope

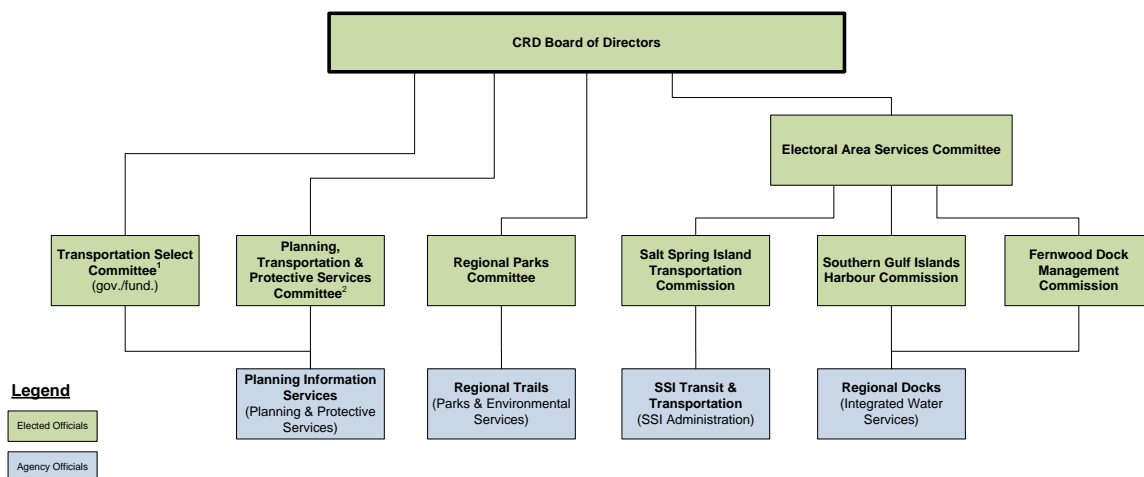
### Current Arrangement

Currently within the CRD, there are a variety of transportation-related services distributed across four service divisions (**Table ES3**). Planning Information Services, under the Planning & Protective Services, provides the planning, analysis, advocacy and monitoring services for most of the CRD. With a similar scope, however to a lesser degree, the Salt Spring Island (SSI) Administration administers transit and transportation services and functions. Although the SSI Administration manages transportation in a more autonomous manner than the rest of the CRD, Planning Information Services provides a coordinating and supportive role for SSI Administration.

**Table ES3. Current Transportation-Related CRD Services**

Transportation-Related Service	Current Services Division
Planning Information Services	Planning & Protective Services
Regional Trails	Parks & Environmental Services
SSI Transit & Transportation	Salt Spring Island (SSI) Administration (under Planning & Protective Services)
Regional Docks	Integrated Water Services

The four transportation-related services report to the CRD Board through a number of committees and commissions, as seen in the CRD decision and reporting Structure provided in **Figure ES6**.



**Figure ES6. Current Transportation-Related CRD Decision and Reporting Structure**

While the current arrangement of transportation-related services is functional, there are a number of issues and limitations to the existing structure in relation to achieving the RTP Outcomes. Some of the main issues are:

- the current transportation-related services are fragmented across various services divisions
- the current internal transportation services arrangement inhibits coordinated planning towards a multi-modal system
- the current structure hampers the ability to efficiently absorb additional scope of services
- the reporting and decision process is complex, with the CRD Board of Directors and seven committees and commissions overseeing the four transportation-related services

An evolutionary model of governance formalisation is proposed. This model demonstrates the **conceptual feasibility** of a Transportation Service within the CRD—from a simple consolidation of existing transportation-related services, to a full-scale governance structure with authority over all regional modes of transportation, including transit.

#### *Step1: Consolidated Transportation Services*

The first step (Step 1) in the evolution of the CRD's transportation governance proposes to consolidate the existing four transportation-related CRD services (as defined in [Table ES3](#)). This consolidation proposes no increase in scope, additional resources or staffing—it is simply a reorganization of functions and resources to centralize transportation planning and services, and aligns the CRD towards further formalized structures (to be defined in Steps 2 and 3).

The consolidation of existing services into a single CRD Transportation Services division can be implemented through a CRD bylaw. This bylaw would be drafted to enable ownership of assets, the ability to legally enter into lease agreements and contracts, and to borrow and administer funds for its purposes.

The consolidated CRD Transportation Services organisational reporting and decision structures are illustrated in [Figures ES7](#) and [ES8](#).



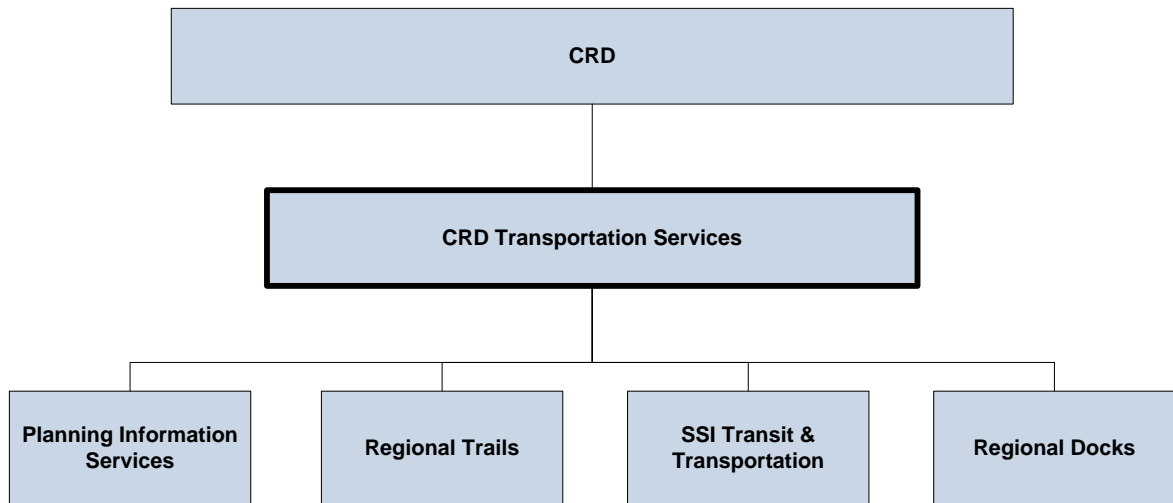


Figure ES7. Step 1: Consolidated CRD Transportation Services Structure

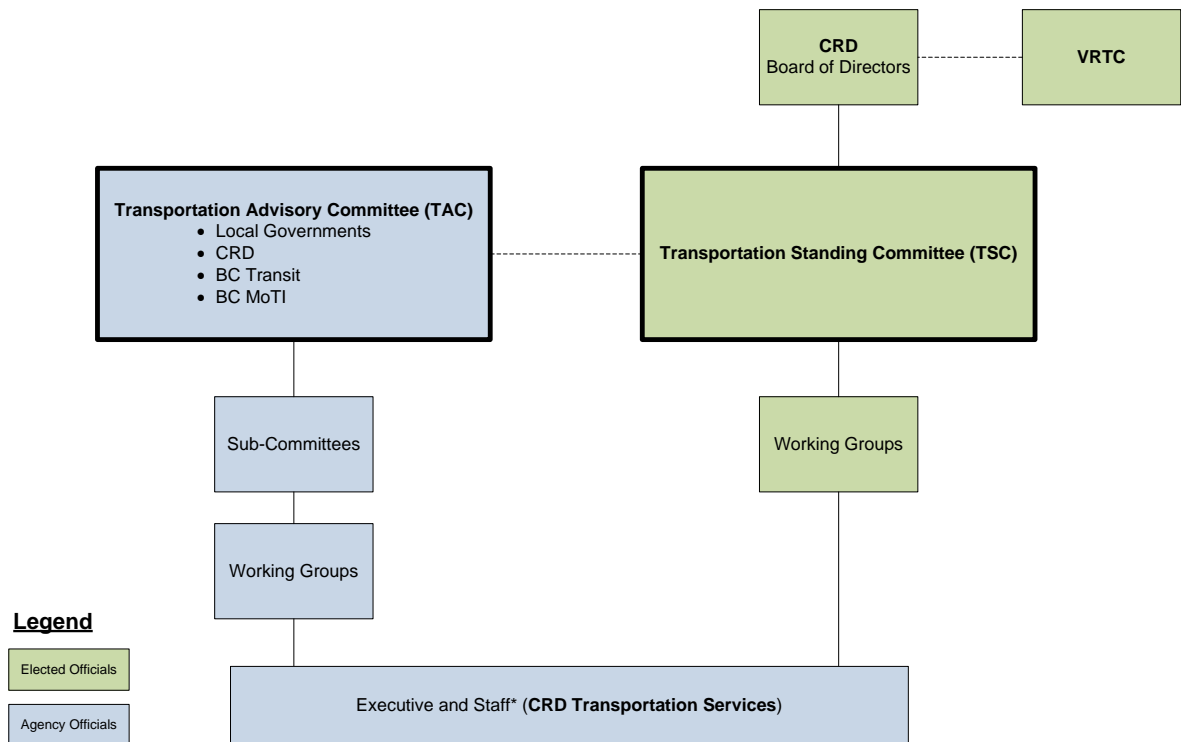


Figure ES8. Step 1: Consolidated CRD Transportation Services Decision & Reporting Structure

\* Collaborative approach working with municipal and agency staff.

The value in the consolidation of existing CRD transportation-related services are:

- synergy of planning under an initial multi-modal framework
- reduced duplication of efforts and increased impact through a more concerted effort
- reduced complexity in reporting and decision making
- clarity and simplification of transportation services within the CRD for external stakeholders and general public
- taking the first step towards a more formalized governance model to achieve the RTP Outcomes.

Although Step 1 is a necessary and critical transformation of the CRD's transportation services, this new structure will not be able to achieve the full extent of the RTP Outcomes and mode share targets.

#### *Step 2: Expanded Transportation Services*

In the evolution of the CRD's transportation governance, Step 2 proposes to expand the scope of transportation services to move closer to achieving the RTP Outcomes. This would require an increase in resources, staffing, and budget.

The expansion of scope from the Consolidated Transportation Services structure would essentially be a formalization of existing functions into "departments", supported by an increase in capacity (i.e. staffing, resources, and budget). This change can be implemented as a CRD bylaw or coded into the original bylaw that established the consolidation of transportation services in Step 1. The Expanded Transportation Services structure could formally define functions as "departments" that report to a senior-level administrator. The addition of new staff resources could further adjust the roles and responsibilities of existing staff.

The proposed five departments under an Expanded Transportation Services division are:

- Planning and Evaluation
- Transportation Projects and Infrastructure
- Transportation Programs
- Marketing & Communications
- SSI Transit & Transportation

The consolidated CRD Transportation Services organisational reporting and decision structures are illustrated in [Figures ES9](#) and [ES10](#).

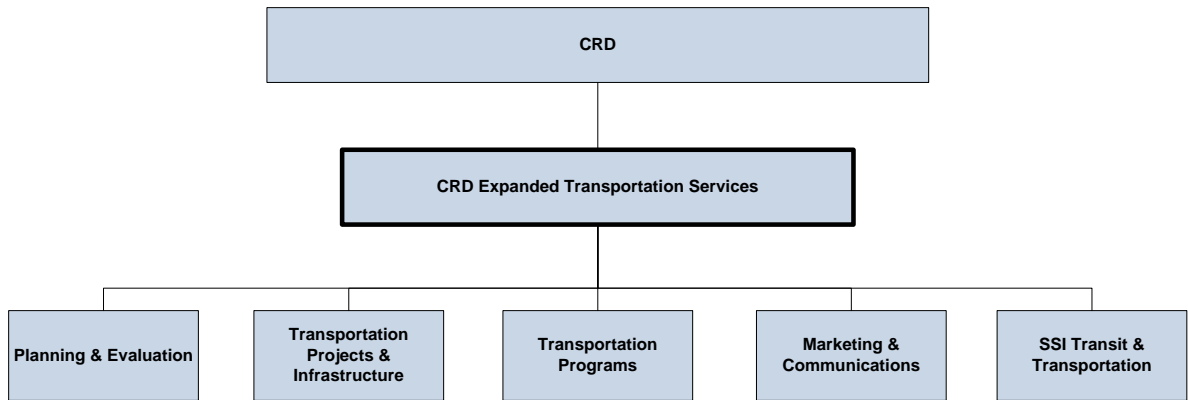


Figure ES9. Step 2: Expanded CRD Transportation Services Structure

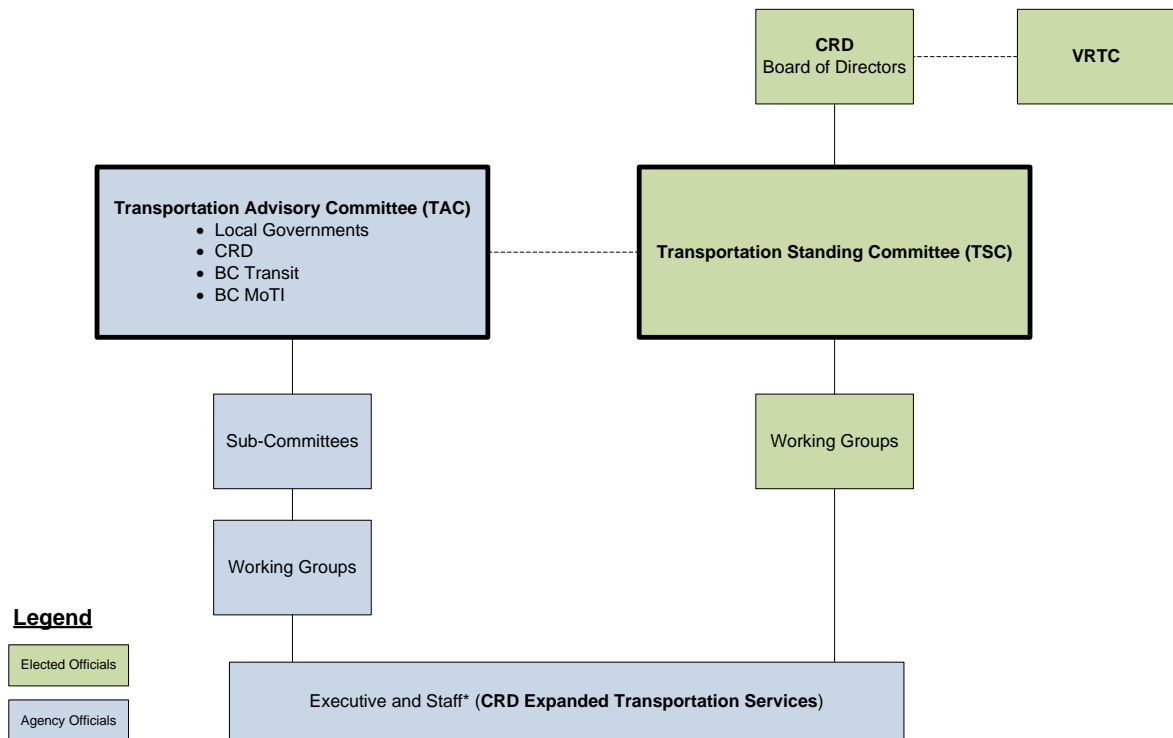


Figure ES10. Step 2: Expanded CRD Transportation Services Decision & Reporting Structure

The value in expanding the scope from the consolidated transportation services structure is:

- increased capacity for the various and complex needs of multi-modal planning and implementation
- increased formalization to allow for efficiencies under each of the specific functions/departments
- an organizational structure that demonstrates a more organized and serious approach to external stakeholders and general public
- a more formalized governance model moving the CRD towards the ability to achieve the RTP Outcomes.

Although Step 2 moves the CRD closer to its transportation goals, the lack of transit planning authority in this new structure will prevent the full achievement the RTP Outcomes and targets given the significance of transit to a fully-functional multi-modal system.

### *Step 3: Capital Region Transportation Authority*

To be in a position to fully achieve the RTP Outcomes, a final Step 3 in the evolution of the CRD's transportation governance model may need to be considered. This final step, the establishment of the Capital Region Transportation Authority (CRTA), sees the CRD incorporating transit planning, program administration, and the oversight of transit-related budgets and capital decisions. With transit under the same authority as the other modes of transportation, a fully-functional and integrated multi-modal transportation system can be achieved.

A key process in establishing the CRTA is the drafting and enacting of new legislation similar to that which established TransLink (i.e. GVTA ACT, now SCBCTA Act). This process would require negotiations between the Province and the CRD, and would also result in amendments to existing legislation.

The proposed departments under a Capital Region Transit Authority are:

- Strategic Planning and Evaluation
- Implementation Planning
- Transportation Projects and Infrastructure
- Transportation Programs
- Marketing & Communications
- Transit

Special consideration may also be given to the relative autonomy of SSI Transit and Transportation.

Under this new step, significant levels of resources will be required to support the changes to the scope of services and magnitude of levels of effort required. Most of the additional resources would be shifted from BC Transit. However, there may be a need of increased resources and budgets to tackle the increased complexity that comes with an integrated multi-modal transportation system.

The CRTA organisational reporting and decision structures are illustrated in [Figures ES11 and ES12](#).

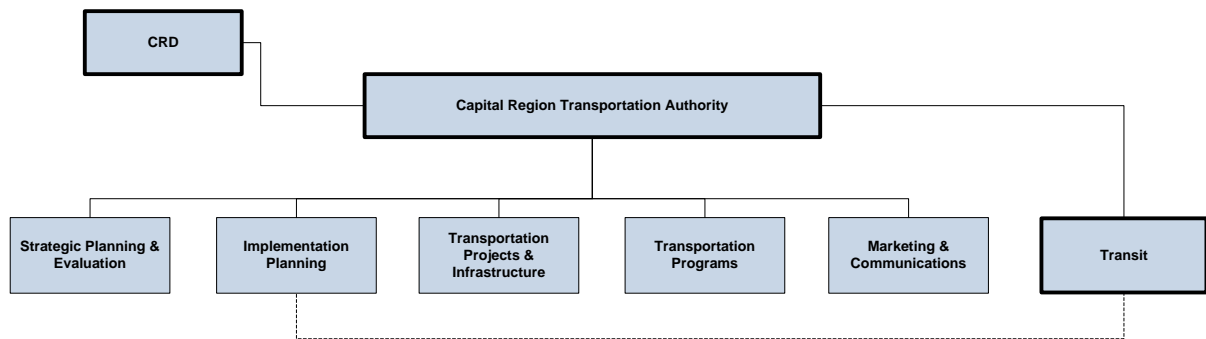


Figure ES11. Step 3: Capital Region Transportation Authority Structure

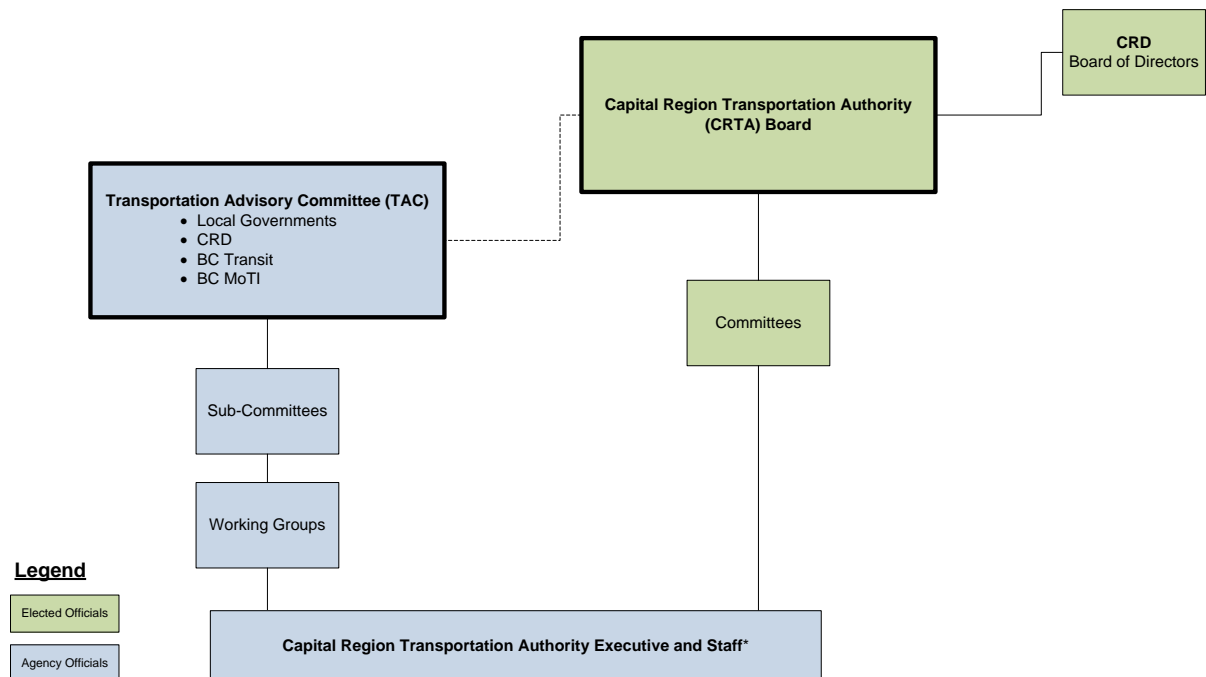


Figure ES12. Step 3: Capital Region Transportation Authority Decision & Reporting Structure

The value in establishing the CRTA is:

- a complete integrated multi-modal planning and implementation framework
- increased formalization through legislation allows for a greater range of funding options
- an organizational structure that matches the significance of transportation in the Capital Region, demonstrating action to external stakeholders and general public
- a formalized governance model that provides the CRD with the ability to fully achieve the RTP Outcomes.

The establishment of the CRTA is estimated to fully provide the required capacity to achieve the RTP Outcomes.

## Implementation

The remaining test for feasibility in the evolution of the CRD's transportation governance is the **practical feasibility**, which defines the capacity and serviceability needs to establish increasingly formalized structures.

Key considerations<sup>4</sup> required to implement Steps 1 to 3 in the evolution of CRD's transportation governance are:

- scope of services and organization
- legal basis
- decision and reporting
- budget and funding
- implications

### *Scope of Services and Organization*

Defining the scope and description of services in detail is 'Step 1' of developing a Consolidated Transportation Service. For this revised governance structure, the scope of services is to remain the same. However, the initial organizational structure of service delivery would reflect the newly consolidated model; essentially a centralized reporting of transportation-related services under a new services division called "CRD Transportation Services."

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<sup>4</sup> Details identified are examples only for purposes of demonstrating practical feasibility. They can be used to provide a gross estimate of expected increases in capacity needs.

### *Legal Basis*

As Step 1 is simply a consolidation of existing transportation functions at the CRD it should not require any additional authority. However, a service-establishing bylaw could be used to confirm the establishment of Step 1 and be further coded to allow for the establishment of Step 2 (expanded services), when required, without the need for bylaw amendment or a new bylaw.

A service-establishing bylaw would need to describe the function in broad terms and the means by which it would be governed and financed (see LGA § 800.1).

The CRD's **New Service Request Toolkit** should be used to establish Step 2 (expanded services).

Step 3 would involve amendments to existing legislation, such as the BC Transit Act, which would likely be best accomplished in a separate piece of legislation and require the involvement and approval of the Province.

### *Decision and Reporting*

Currently, the four transportation-related services report to the CRD Board through one or more of the following committees/commissions:

- Transportation Select Committee
- Planning, Transportation & Protective Services Committee
- Regional Parks Committee
- Electoral Area Services Committee
- Salt Spring Island Transportation Commission
- Southern Gulf Islands Harbour Commission
- Fernwood Dock Management Commission

It is assumed a number of changes to some of these committees and commissions would be made upon establishment of a consolidated CRD Transportation Services division.

Replacing the current reporting and decision structure would be a new Transportation Standing Committee (TSC) of the CRD Board with an ongoing Transportation Advisory Committee (TAC) reporting to the TSC comprising of members from CRD municipalities, electoral areas, and the Province. The TAC's mandate would be to recommend policies and priorities, guide and facilitate actions based on predetermined performance metrics.

### *Capacity and Service Delivery*

An estimated staff total of 4.2 FTE has been identified within the four transportation-related services that are potentially subject to being reorganized into the consolidated CRD Transportation Services division.

For Step 1, consolidated services, it is expected this staff total would not change, however some reorganization of staff and resources may be required. This would need further discussions and cooperation of all services divisions involved, including affected staff. The same senior-level management support would be required to oversee the consolidated CRD Transportation Services. Their FTE levels are not included in this initial capacity assessment.

For Step 2, expanded services, it is estimated a total of 8.7 FTE could be required under the proposed 5 departments. This includes a newly appointed senior-level manager.

A collaborative approach is expected in which regional staff work with municipal and agency staff under a collaborative governance model. This allows for staff from partnering agencies to gain regional experience, while the CRD benefits from local government and provincial expertise. Initial work plans would focus on key items and priorities as identified in the RTP, such as the development of the RMN, TDM, establishment of performance and evaluation targets, and supporting the establishment of the new decision and reporting structures.

### *Budget and Funding*

The budgets for each of the governance steps would grow respectively. The budgets for the initial two steps would be expected to allocate most of the financial resources to staffing, contracts/consulting, analytical tools, and data. Materials for programs and marketing/communications would increase proportionally, with a sharp increase in capital budgets beginning near the end of Step 2 and furthermore in Step 3.

The estimated budgets for Steps 1 and 2 are as follows<sup>5,6</sup>:

- Step 1: \$1.4 million average annual budget
- Step 2: \$3.5 – 4.0 million average annual budget

The current funding source is derived from regional revenues (majority from conditional transfer from government and sale of services). There are a number of

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<sup>5</sup> Estimated budgets based on current and forecasted budgets, as well as estimated costs of initial priority actions as identified in the RTP.

<sup>6</sup> Other than staff costs (Parks Planner), it is assumed the operating and maintenance budget for regional trails would be remain with Regional Parks. This is subject to further discussions and change could take place in Step 1 or Step 2, affecting annual budgets. In such a case, Regional Parks would manage trails under contract.



possible funding sources that could be considered and pursued to expand the suite of funding potential. It is expected that this will be required, at least under Step 3.

A significant funding source is the Federal Gas Tax Fund (administered by the Province under the current Gas Tax Agreement, recently renewed in May 2014). Starting in 2014, the Strategic Priorities Fund (SPF) is expected to deliver approximately \$145.2 million in funding over a 5 year term.

A strategy should be developed to pursue the direct provisioning of per capita allocations of the SPF to the CRD for use in funding transportation-related projects. The estimated allocation available to the CRD would be approximately \$25.3 million, or just over \$5 million annually. This amount would be needed to support the RTP's identified capital project program. However, a significantly greater amount of funding would eventually be required. To put this into context, approximately \$250 million is required for pedestrian and cycling infrastructure alone.

Funding strategies to consider include:

- repurposing of existing funding source
- jointly, through one common voice, apply for additional senior-level government funding (e.g. consolidating funds from member Community Works Fund approximately-\$78.8 million available over the next 5 years) to create a larger regional pool from which to co-fund municipal and EA projects through contributions to capital and program costs using performance-based metrics
- develop a funding strategy based on a thorough review and prioritization of funding sources, considering a framework of funding principles:
  - Yield, Adequacy, Stability & Predictability
  - Fairness and Equity
  - Sustainability
  - Feasibility
  - Transparency and Neutrality
  - Implementation & Administration
- consider opportunities for cost recovery in all services provided
- effectively utilize existing operating budgets of project partners through in-kind contributions of staff time on the TAC

### *Implications*

There are a number of implications when establishing a new governance structure. As discussed, changes will be required at all levels from committees represented by elected officials, to relationships with local and provincial governments, and the reallocation of staff and internal resources. Implications to these changes will require amendments to bylaws and possibly legislation. Adding additional scope will trigger further implications proportional to the increase in scope. However, it is believed the benefits for governance change outweigh the issues and implications as a result of change. Other than increase in efficiency and cost savings, the main benefits are considered in the form of the desired outcomes as identified in the RTP.

## Conclusion

This study has demonstrated that **it is conceptually and practically feasible to evolve the current arrangement of transportation-related services within the CRD to a more formalized collaborative multi-modal governance model** that provides the ability to eventually assume the required scope and services to achieve the RTP Outcomes. The first two steps, which involve the consolidation and expansion of the current scope of services, can be established within the CRD's existing authority. However, these first two steps are not expected to fully achieve these desired outcomes. The CRD's transportation governance structure will need to continue to evolve with increased scope, authority, and subsequent funding arrangements of which potential sources have been identified in order to support expected budgets and financing capacity. Nevertheless, taking a multi-phased approach allows the region to ease into increased responsibilities and authority over the region's transportation system.

In conclusion, it is recommended upon adoption of the RTP, that arrangements be made to **consolidate current transportation-related services into a CRD Transportation Services division** (i.e. Step 1). This course of action will require technical and political considerations, as identified in this feasibility study. However this initial step can be taken immediately.

A commitment to the RTP is a commitment to evolving the region's transportation governance. Doing so will put the CRD in the best position to achieve its transportation vision, and the collective values and aspirations of its member local governments and provincial partners.

# 1. Introduction

## 1.1 Background

Sustainable transportation is a required<sup>7</sup> pillar in the development of the Capital Regional District (CRD) towards a livable future that optimizes the balance of social, economic, and environmental needs of its citizens, visitors, and businesses. Local, regional, and senior government policies and plans all have documented the need for a sustainable transportation system in the CRD. This system includes provincial highways, local roads, transit services, active transportation corridors, and regional docks.

Currently, the Capital Regional District (CRD) is in the midst of a significant evolutionary cross-road in the authority and development of the region's transportation system. The desired future transportation vision has been defined in the recent **Regional Transportation Plan (RTP)**, which consists of outcome statements and specific actions and targets required to achieve these outcomes. However, the success of this plan hinges on the ability to implement the stated actions by obtaining the required funding, managing projects, and delivering services.

A key risk in the accomplishment of the RTP lies in the ability and authority to deliver transportation investments within required timelines. Options for delivery models to achieve the RTP have been identified and an understanding as to the viability of these options is desired. Specifically, the question is the **feasibility of an expanded transportation service at the regional level to support the delivery of actions identified in the RTP**. This includes identifying necessary requirements in the consideration of an option to consolidate existing transportation functions within the CRD, as well as expanding the overall scope of transportation service beyond the CRD's current functions to support the implementation of the RTP.

## 1.2 Study Purpose and Scope

The CRD has developed an extensive framework of plans for growth management, sustainability and transportation. Successful implementation of these plans requires an active engagement on the part of the CRD in various

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<sup>7</sup> The Local Government Act (LGA) identifies the purpose of regional districts to foster the current and future economic, social, and environmental well-being of its community (Chapter 323, Part 1, Section 2.d), and requires regional governments to adopt regional growth strategies that avoid urban sprawl, minimize use of automobiles and encourage walking, cycling, and efficient use of public transit, and the efficient movement of goods and people (Chapter 323, Part 5, Section 849.2a-c).

aspects of transportation which are currently under the jurisdiction of the Province and local municipalities.

Although significant progress has been made through voluntary cooperation with the implementing agencies, the general reaction from consideration of the recent Regional Transportation Plan by local governments is that changes in governance, including a more definitive role in transit, will be needed for the Plan's eventual implementation.

There are two plausible scenarios for developing this role:

- Circumstances may arise that would lead the Province to be supportive of moving more of its transit and transportation responsibilities to the regional level. Such a step would likely involve the preparation of **specific legislation** to set out the scope, responsibilities, governance and funding of a regional transportation authority; or
- A more incremental approach can be pursued through the development of a regional transportation "service" supplied by the CRD under the **provisions of the Local Government Act (LGA)**. Such a service would entail:
  - Consolidating the CRD's regional transportation activities and responsibilities (information service, transportation modelling and data collection, transit service agreements in electoral areas, regional trails and regional docks in the Gulf Islands) under a new service;
  - Enabling the CRD to own property, borrow and spend money and enter into contracts to provide regional transportation services; and
  - Establishing a framework for further development, including involvement in a Regional Multi-modal Network (RMN) and eventual merger of all or part of the existing transit service into the CRD.

The task is to provide a solid basis for the pursuit of the second scenario in a way that would also prepare for the first should it materialize at some point in the future.

## 2. Current Trends and Desired Outcomes

### 2.1 Current State of Transportation in the Region

The most recent travel statistics for the CRD were obtained from the 2011 Household Travel Survey<sup>8</sup>. Previous household travel surveys conducted in 2001 and 2006 provide a trend of changes to resident travel patterns and choices within the region. The trend data not only allows for the analysis of changes but also allows for the assessment of policies and investments to the region's transportation system.

#### *Regional Demographic Context*

**Table 1.1** provides the backdrop of key regional statistics such population, household, employment and vehicle totals, as well as trip rates (per regional planning area resident) and vehicle ownership per capita. Over a 10 year period between 2001 and 2011, the regional population increased by 10.5% while the number of households increased by 13.1%, resulting in a drop in persons per household from 2.30 to 2.25. During this period, the number of vehicles increased at a higher rate of 14.1%, resulting in an increase of vehicles per person from 0.68 to 0.70. A significant trend is the decrease in trips per resident, which was 3.08 in 2001, dropping to 2.99 in 2011.

**Table 1.1: 2001-2011 Key Regional Statistics**

	2001	2006	2011	'01-'11%
Population	312,168	330,423	344,889	10.5%
Households	135,720	145,530	153,441	13.1%
Trips per RPA Resident	3.08	3.15	2.99	-2.9%
Employment (Workers)	158,271	173,209	183,284	15.8%
Vehicles	210,773	223,135	240,474	14.1%
Persons/Household	2.30	2.27	2.25	-2.3%
Vehicles/Person	0.68	0.68	0.70	3.3%

Regional Planning Area

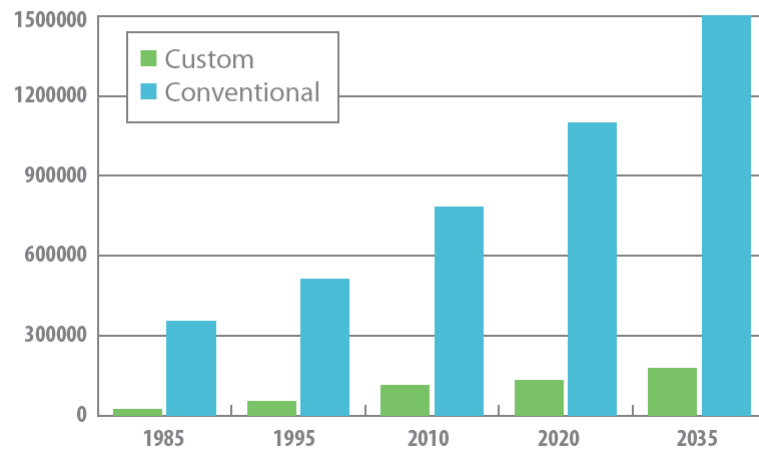
#### *Transit Context*

Currently transit is mainly serviced by the Victoria Regional Transit System (VRTS), operating 54 fixed routes with a fleet of 285 conventional and community buses. The supply of transit has increased steadily since 1985 and is expected to continue

<sup>8</sup> 2011 CRD Origin-Destination Household Travel Survey Daily Travel Characteristics Report, R.A. Malatest & Associates Ltd., Sept. 2012. – all travel statistics from travel surveys unless otherwise noted.

to 2035. Ridership increased by 13.7% from 21.85 million passenger trips in 2006, to 24.8 million passenger trips in 2010. At the same time, service expanded by 28.4% from 623,000 revenue service hours to over 800,000 revenue service hours. Figures 1.1 and 1.2 respectively show the increase in transit service and fleet for the Victoria region transit system since 1985, and projected requirements for 2020 and 2035.

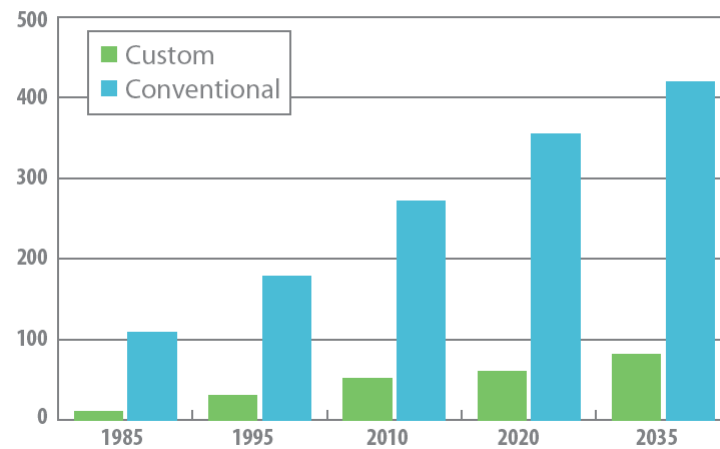
**Historical and projected annual service hours –  
conventional and custom transit**



**Figure 1.1: Historical Transit Service & Supply, 1985-2035**

Source: Transit Future Plan – Victoria Region, BC Transit, May 2011

**Historical and projected fleet requirements –  
conventional and custom**



**Figure 1.2: Projected Transit Service & Supply, 1985-2035**

Source: Transit Future Plan – Victoria Region, BC Transit, May 2011

### Regional Mode Shares

**Table 1.2** provides the daily trip totals by mode and the mode share between 2001, 2006, and 2011. Between 2001 and 2011, the total daily trips by residents increased from 960,200 to 1,032,800 or 7.6%. **Figure 1.3** illustrates the changes in mode share over the survey years, exhibiting reverse trends in each mode possibly due to a “regression-to-the-mean” pattern<sup>9</sup> innate in most time-series mode choice data. Within the 10 year period from 2001 to 2011, active transportation (cycling and walking) modes have increased from 14.3% to 15.6%. Conversely, transit and auto passenger modes decreased from 6.9% to 6.4% and 14.5% to 13%, respectively. Ultimately the slight **0.4% increase in the auto driver mode share from 63.2% in 2001 to 63.6% in 2011** shows an **overall trend of increase automobile use**.

**Table 1.2: 2001-2011 Daily Trip Totals and Mode Share**

	Totals			Mode Share		
	2001	2006	2011	2001	2006	2011
Auto Driver	606,899	667,253	656,666	63.2%	64.3%	63.6%
Auto Passenger	138,772	140,258	134,612	14.5%	13.5%	13.0%
Transit	66,539	73,125	66,440	6.9%	7.0%	6.4%
Walk	111,863	103,434	131,844	11.7%	10.0%	12.8%
Cycle	25,064	35,954	29,403	2.6%	3.5%	2.8%
Other	11,046	18,022	13,810	1.2%	1.7%	1.3%
Total	960,183	1,038,046	1,032,775	100.0%	100.0%	100.0%

Regional planning area, residents 11+years of age

### Regional Trip Purposes

The purpose of trips made in a typical fall weekday in 2011 is shown broken down into trip purpose categories in **Figure 1.4**. Outside of the return-home trip purpose, the to-work trip purpose was the largest trip purpose at 16%, mostly occurring in a relatively short period in the morning peak period. However, personal and social-related trips, including recreation, shopping, and dining, combined for 32.4%.

<sup>9</sup> “Regression to the mean” is a statistical phenomenon that causes a statistic to fluctuate up and down between time periods. In the case of sustainable behaviours, unless there is an increase due to some program, infrastructure, incentive, or strategy to create change, a group of people typically behave in an unchanging or steady state. As the data collected was based on a sample, the effects of the statistical properties in measuring such a sample can cause a “regression to the mean” effect to cause a consecutive measurement (m+1) to be slightly higher or lower than the previous measurement (m), with the following measurement (m+2) trending in the opposite direction. The variation in the “ups and downs” is a consequence of both resulting statistical sampling properties and the natural variance inherent in behaviours.

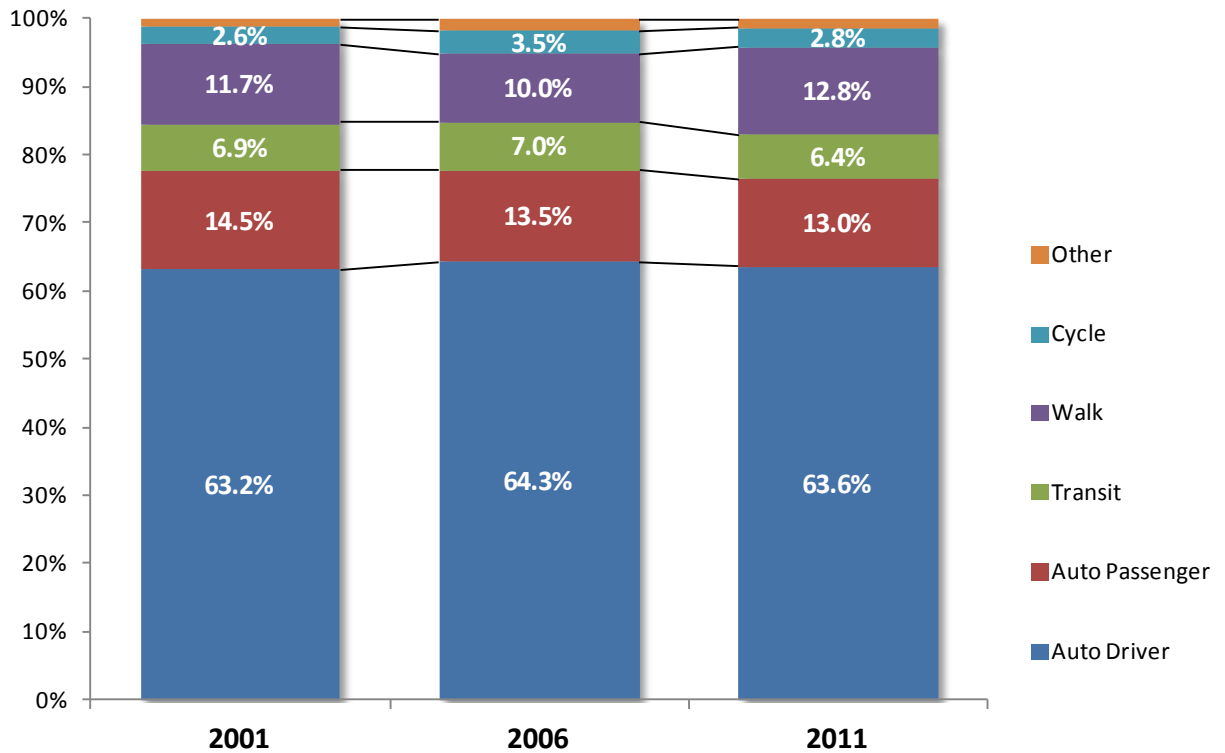


Figure 1.3: 2001-2011 Mode Shares

#### *Average Trip Lengths*

The average length of trips provides an indication of the intensity of travel and modal viability as short distance trips are within the market for active transportation modes. The average trip distance grew from 4.7 km in 2001 to 5.1 km in 2006 and held steady at that distance in 2011. The relatively low average trip distance indicates that a large portion of trips could be made on foot or bicycle currently at a combined mode share of 15.6%.

#### *Population Travel Patterns and GHGs*

Approximately 58% of all travel by residents within the CRD crossed municipal boundaries in 2011. This may continue to grow with suburban areas projected to receive most of the population growth. With the population of the CRD expected to grow by 27% in 25 years from 375,000 in 2011 to 475,000 in 2038 (with the majority of this growth expected in the West Shore area), it is imperative that a strategy be developed to mitigate the negative consequences of growth.



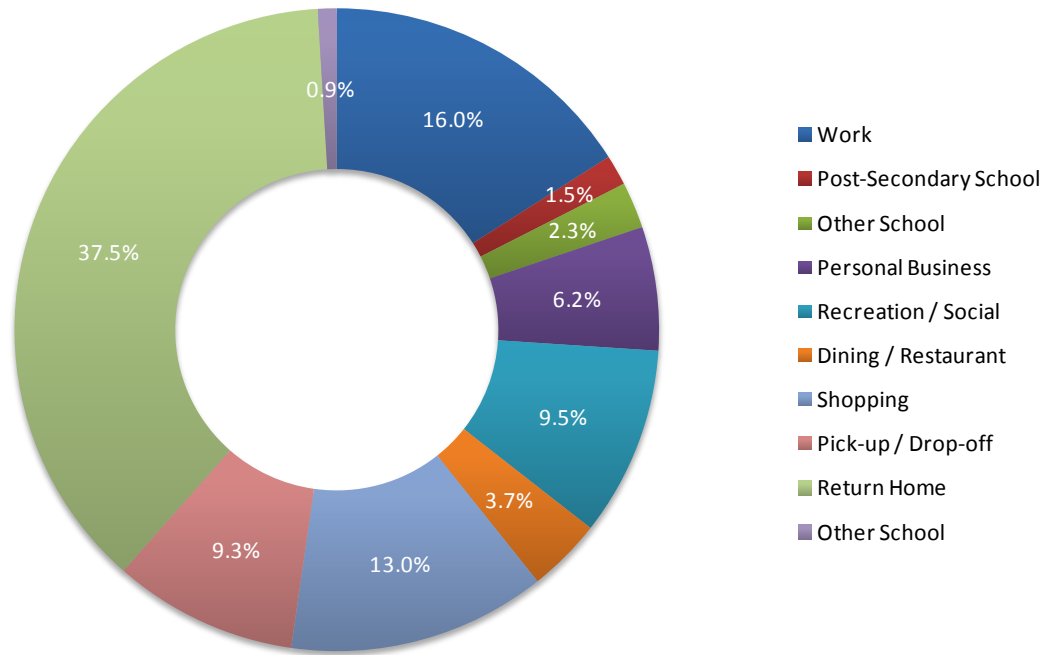


Figure 1.4: 2011 Daily Trip Purpose

An increasing population that maintains the current travel pattern will invariably increase vehicular emissions. On-road GHG emissions **rose by 16%**, from 1.9 tonnes of CO<sub>2</sub>e per capita in 2007, to 2.2 tonnes of Co<sub>2</sub>e per capita by 2010<sup>10</sup>.

Overall, the trends over the past 10 years of monitoring the transportation patterns of CRD residents do not show much promise for significant positive change under the status quo. The effectiveness of the RTP will be crucial in improving these trends toward desired outcomes.

## 2.2 Desired Transportation Outcomes

The RTP was developed to guide the planning and development of the CRD's transportation system over the next 25 years, or to a horizon year of 2038. Rather than starting from scratch, the RTP seeks to combine and build on the foundation of previous transportation and mode-specific plans. These include the following plans:

<sup>10</sup> 2010 Community Energy and Emissions Inventory - Capital Regional District (Draft), BC Ministry of Environment, Jan. 2013.

- Pedestrian and Cycling Master Plan (PCMP), Mar. 2011
- Pedestrian and Cycling Master Plan – SSI edition (PCMP SSI ), Oct. 2013
- Southern Gulf Islands Cycling and Pedestrian Draft Trails Plan (SGI-CPT) – in progress
- Phase 1 Transportation Corridor Plan (TCP), Sept. 2010
- Transit Future Plan – Victoria Region (BC Transit), May 2011

The RTP identifies a number of outcomes that support a multi-modal transportation network connecting local communities in ways that provides viable alternatives to the automobile while supporting livable communities.

Central to the RTP is the establishment of a Regional Multi-modal Network (RMN) that consists of regionally-significant transportation corridors that include major transit routes and trails to connect with local and provincial road networks and regional activity centres.

The focus of the RTP is to deliver actions and outcomes organized in five themes.

#### *Outcome Themes*

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

Each outcome theme is supported by specific “outcome statements” that define actions required to achieve the vision of the RTP. **Table 1.3** outlines the eight regional outcome statements categorized in the five outcome themes. **Table 1.4** lists “priority action” items flagged as critical to the ground work for a sustainable transportation system and should be implemented immediately.

It is understood that significant cooperation and partnerships will be required to undertake the identified action items and are fundamental to achieving the identified outcomes. Furthermore, it is expected that the successful implementation of these actions will require revised governance and funding arrangements.

Table 1.3: RTP Regional Outcome Statements

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

Source: Regional Transportation Plan – Draft, IBI Group, Oct 2013.

Table 1.4: RTP Priority Actions

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

Source: Regional Transportation Plan – Draft, IBI Group, Oct 2013.

## 2.3 Plan Targets

The RTP itself does not directly establish a set of overarching regional targets to be achieved by 2038. Instead it identifies the active transportation and transit modal targets set by the Pedestrian and Cycling Master Plan and BC Transit's Transit Future Plan (based on the 2008 Provincial Transit Plan):

- Mode share targets for **cycling and walking mode shares** (24hr) of **15%** each by **2038**
- **Transit mode share** (24hr) of **9.5%** by **2020** and **12%** by **2030** (from a current total of 24 million to 55 million passengers annually)

These quantitative targets essentially double both the current (2011) daily transit mode share of **6.4%** and aggregate active transportation mode share of **15.6%**.<sup>11</sup>

For predetermined RMN corridors, **Action 1.5** suggests key performance indicators (KPIs) and corresponding targets can be established and monitored by an advisory committee. A recommended set of three "RMN Performance Target Screenline" locations are illustrated in Exhibit 4.5 of the RTP. Furthermore, **Action 7.2** proposes KPIs be established with MoTI through an MOU. This would create a more integrated and transparent planning process and ensure the development of roads under the MoTI's jurisdiction are integrated and consistent with the RMN.

In relating these active transportation (combined **30% by 2038**) and transit (**12% by 2030**) mode share targets to the outcomes, neither the PCMP or BC Transit's Transit Future Plan / Provincial Transit Plan detail any analytical basis for the setting of these targets. Furthermore, the significantly large cycling mode share target and the lack of an auto passenger or carpool mode share target puts the RTP at risk of "mode shift cannibalization" in which the achievement of a particular sustainable transportation modal target (e.g., cycling) may be to the detriment of another sustainable mode (e.g., transit or auto passenger), resulting in a "negative mode shift vector"<sup>12</sup>.

Therefore the risk in achieving these piecemeal targets is in the performance of the actions outlined in the RTP, as well as the related initiatives and investments defined in pre-established mode-specific plans. Effectively, the feasibility in achieving these targets is seemingly lacking and may be subject to the unknown degree of investments required in order to realize the various outcome concepts.

<sup>11</sup> It should be noted that the previous Travel Choices plan (2006) targeted daily mode shares of 15% for walking, 5% for cycling, and 10% for transit. However these are for the horizon year of 2026. Given the significance of plan targets as the main means of measuring success, ideally targets should be set for a single or set of horizon years.

<sup>12</sup> *The AniMode Kingdom: How the Laws of the Jungle Apply to Travel Mode Choice Behaviour*, C. Lim, 2008 Canadian Institute of Transportation Engineers District Annual Conference and Quad Conference, Victoria, BC, April 2008.

From this basis, the RTP suggests the key solution to achieving its outcomes and targets is in the implementation of the plan by establishing an expanded transportation service authority and appropriate funding strategy to fuel the RTP to success. The RTP suggests it is as much a “process of building a collaborative and integrated regional approach to transportation as it is about specific actions.” It further emphasises that **“it is intended that the RTP remain a living document to be revised and updated on a regular basis.”**

## 2.4 Governance and Funding Needs

### 2.4.1 *An Expanded Transportation Service Authority*

The RTP identifies the need to establish an expanded transportation service authority that can support the achievement of the outcomes of the RTP, while respecting local and provincial autonomy, ownership, and responsibility of infrastructure and services. It is envisioned that this model consider the establishment of a new Transportation Standing Committee (TSC) of the CRD Board with an ongoing Transportation Advisory Committee (TAC) reporting to the TSC comprising of members from CRD municipalities, electoral areas, and the Province. The TAC’s mandate would be to set policies and priorities and guide and facilitate actions based on predetermined performance metrics. Reporting to the TAC, working groups representing sub areas could be established to provide consideration to local priorities and initiatives.

This model would consolidate existing and proposed CRD assets, facilities and services such as Regional Trails, Electoral Area Transit Service agreements, and local docks, into a single service area under the expanded service authority.

### 2.4.2 *Funding Needs*

The RTP does not define a total cost of the investments needed other than identifying potential funding allocations from various funding streams. It is envisioned that an expanded transportation service authority would draw from existing and re-purposed funding sources for capital and operational needs. A strategy of coordinating funding requests could allow for greater senior government funding. Revisions to the current gas tax agreement would be sought to allow for 50% of funds to be allocated to regionally significant projects.

Overall, without the establishment of an expanded transportation authority and supporting funding structure, it is expected that the region’s transportation system will continue to be developed in a piecemeal fashion, resulting in only partial achievement of the RTP’s vision.

## 3. Current Institutional Context

The purpose of this chapter is to identify current roles, responsibilities, and institutional capabilities of the various agencies involved in the planning, delivery, and provision of transportation services and infrastructure within the Capital Region. The legislative framework surrounding the following agencies are reviewed to provide the current institutional context:

- Ministry of Transportation and Infrastructure
- BC Transit
- Local Municipalities
- Capital Regional District

### 3.1 Ministry of Transportation and Infrastructure

#### 3.1.1 Overview and Scope

The Ministry of Transportation and Infrastructure plans transportation networks, provides transportation services and infrastructure, develops and implements transportation policies, and administers many related acts and regulations. The Ministry also administers federal-provincial funding programs to build sustainable communities.<sup>13</sup>

The Ministry is committed to opening up BC through innovative, forward-thinking transportation strategies that move people and goods safely, and fuel our provincial economy.

To accomplish its mandate, the Ministry:

- Works to expand and integrate various modes of transportation in consultation with local and regional authorities, and stakeholder groups, and in cooperation with transportation-related Crown corporations;
- Pursues policies and other initiatives to enhance the competitiveness of BC's ports and airports, our gateways for economic growth and development;
- Works with partners and other levels of government, and provides funding, to develop and deliver cost-effective public transit, ferry services, and cycling networks;
- Builds highway infrastructure to fulfill the economic and social needs of British Columbians;

<sup>13</sup> "2014/15 – 2016/17 Service Plan", BC Ministry of Transportation and Infrastructure, Victoria, BC, Feb. 2014

- Maintains highways to a high standard through contracts with private sector road maintenance providers;
- Undertakes vehicle safety inspections and sets commercial vehicle operating standards;
- Licenses and regulates commercial passenger transportation; and
- Manages funding for high-quality, modern public infrastructure that supports the development of strong communities by contributing to long-term economic growth and a clean environment.

### 3.1.2 Legislative Mandate

The B.C Ministry of Transportation and Infrastructure (MoTI) is mandated by the following legislation and regulation<sup>14</sup>:

- BC Rail Benefits (First Nations) Trust Act
- British Columbia Railway Act
- British Columbia Transit Act
- Coastal Ferry Act
- Commercial Transport Act
- Industrial Roads Act
- Land Title Act — (§ 77.2 only)
- Motor Vehicle Act
- Motor Vehicle Transport Act (Canada)
- Passenger Transportation Act
- Public Works Agreement Act
- Railway Act
- Railway Safety Act
- Significant Projects Streamlining Act
- South Coast British Columbia Transportation Authority Act
- Transportation Act
- Transport of Dangerous Goods Act
- Transportation Investment Act

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<sup>14</sup> [http://www.th.gov.bc.ca/key\\_initiatives/legislation/statutes.htm](http://www.th.gov.bc.ca/key_initiatives/legislation/statutes.htm)



Through the above enabling legislation, MoTI is responsible the following Crown corporations relevant to the CRD:

- **BC Transportation Financing Authority (BCTFA)** – The BC Transportation Financing Authority is a provincial Crown corporation operating under the Transportation Act. It owns provincial highways and provides for their rehabilitation and expansion through dedicated fuel taxes and other revenues. The Authority can also acquire, hold, construct, or improve other transportation infrastructure throughout BC
- **British Columbia Railway Company (BCRC)** – BCRC is incorporated under the *British Columbia Railway Act* and supports the *Pacific Gateway Transportation Strategy 2012–2020* by acquiring and holding railway corridor and strategic port lands, and making related infrastructure investments to provide benefit to the province, including the strategic sale of surplus land. BCRC also administers the Canadian National Railway Company (CN Rail) Revitalization Agreement.
- **BC Transit (BCT)** – BC Transit is a provincial Crown corporation that coordinates the delivery of public transit throughout BC (with the exception of Metro Vancouver, which is provided transit through TransLink)
- **Insurance Corporation of British Columbia (ICBC)** – The Insurance Corporation of British Columbia (ICBC) is a provincial Crown corporation established in 1973 to provide universal auto insurance to BC motorists. It is also responsible for driver licensing, and vehicle licensing and registration. Road safety is also part of ICBC’s mandate, with investments to road safety expected to produce positive return on investment.

### 3.1.3 Key Plans and Policies

Continuous plans are produced by MoTI to outline their plans for infrastructure and services for 3-year periods. The 2014/15-2016/17 Service Plan comprises of a range of goals and supporting objectives, with those applicable to CRD noted (\*):

- **Goal 1: Improved infrastructure drives economic growth and trade\***
  - Objective 1.1: Improved mobility servicing major economic gateways \*
  - Objective 1.2: Identify and select priority improvement projects \*
  - Objective 1.3: Use provincial investment dollars as effectively as possible\*
  - Objective 1.4: Improve road access for resource industries and rural residents \*

- Objective 1.5: Initiate discussions with the federal government to leverage available federal funding and administer cost-sharing programs directed at the provision of infrastructure required to support and sustain BC's economic prosperity \*
- **Goal 2: British Columbia's transportation sector is globally competitive**
  - Objective 2.1: Develop Canada's Pacific Gateway
- **Goal 3: Greenhouse gas emissions from the transportation sector are reduced \***
  - Objective 3.1: Increase the use of transit, cycling and other alternative modes of personal transportation \*
  - Objective 3.2: Improve supply chain efficiency for the movement of goods \*
  - Objective 3.3: Reduce greenhouse gas emissions through the adoption of new technologies and promote the use of natural gas as a transportation fuel of choice \*
- **Goal 4: British Columbia's highway system is safe and reliable\***
  - Objective 4.1: Ensure contractors maintain the provincial highway system to a high standard
  - Objective 4.2: Rehabilitate the main highway system on a lowest life-cycle cost basis \*
  - Objective 4.3: Improve highway safety and reliability \*
  - Objective 4.4: Provide effective road safety enforcement, education and programs for the commercial transport industry \*
- **Goal 5: Excellent customer service \***
  - Objective 5.1: Continue to improve service levels provided to the British Columbia business community \*
  - Objective 5.2: Provided excellent customer service to all British Columbians \*

The Service Plan also summarizes the Ministry's current resources and a summary of major transportation investments and programs.

Other relevant plans and targets that the Province of BC has identified include:

- **Double Transit Ridership by 2020** – The Provincial Transit Plan states that "This plan will double transit ridership in British Columbia by 2020." Achieving this target may well require the capacity of the province's transit systems to be more than doubled. In terms of number of rides, it seeks to increase transit

ridership across the province to over 400 million trips a year. Overall, it is estimated that the plan will cost \$14 billion, which include local government contributions of \$500 million and supportive land use decisions. Increases in transit mode share in regions such as the CRD are expected to increase to 9.5% by 2020 and then to 12% by 2030.

## 3.2 BC Transit

### 3.2.1 Overview and Scope

BC Transit is the Provincial Crown agency charged with coordinating the delivery of public transportation throughout British Columbia outside Metro Vancouver. In partnership with local government, the corporation's mandate includes planning, administering agreements, marketing, fleet management and contracting for the operations of transit services. According to the British Columbia Transit Act (§ 3.1) BC Transit is to<sup>15</sup>:

"... plan, acquire, construct or cause to be constructed public passenger transportation systems and rail systems that support regional growth strategies, official community plans, and the economic development of transit service areas", "to provide for the maintenance and operation of those systems, and with the approval of the minister, to pursue commercial opportunities and undertake or enter into commercial ventures in respect of those systems and the authority's assets and resources."

The scope of BC Transit's program in 2013/14 is as follows:

- Services to over 130 communities across BC in collaboration with 58 local government partners, including the Victoria Regional Transit Commission and regional hospital districts.
- Contracts with 18 private management companies, 5 public operating organizations and 14 non-profit agencies.
- Served 49.6 million passenger trips in 2012/13.
- More than 1.5 million people served in BC
- 80 transit systems – conventional, community, custom and paratransit.
- Fleet of 1,030 conventional and double-deck buses, and minibuses.
- Total operating expenditures in 2012/13 of \$266.4 million.
- Total capital expenditures in 2012/13 of \$47.6 million.

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<sup>15</sup> "British Columbia Transit Act", RSBC 1996 Chapter 38, Queen's Printer, Victoria BC, As of May 14, 2014

### 3.2.2 Legislative Mandate

British Columbia Transit Act provides BC Transit its mandate and purposes. The Act specifies BC Transit's purposes and objects of authority as follows:

**(1) The purposes and objects of the authority are**

- to plan, acquire, construct or cause to be constructed public passenger transportation systems and rail transit systems that support regional growth strategies, official community plans and the economic development of the transit service areas,
- to provide for the maintenance and operation of those systems, and
- with the approval of the minister, to pursue commercial opportunities and undertake or enter into commercial ventures in respect of those systems and the authority's assets and resources.

**(2) To carry out its purposes and objects, the authority must do the following:**

- in accordance with section 25, establish and designate local and regional transit service areas;
- in accordance with section 25, establish local and regional transit commissions;
- consult with a municipality in a local transit service area with a view to providing transit services;
- establish annual operating budgets and capital budgets for each public passenger transportation system and rail transit system under this Act after consultation with the local and regional transit commissions, municipalities and regional districts affected by the public passenger transportation system or rail transit system;
- review all annual operating agreements to ensure that they are consistent with the approved budgets and with the general policy of the authority;
- for each regional transit service area, provide the transit services and maintain and operate the public passenger transportation system and rail transit system consistent with the approved budgets and with the general policy of the authority;
- recommend to the Lieutenant Governor in Council the formulas by which a municipality or regional transit commission may exercise the powers under sections 14 (1) (b) and 15 (2) (b) or (c).

Relevant Sections related to transit funding and governance are:

**(11) Cost sharing in municipality** – outlining the requirement for operating cost sharing between municipalities and BC Transit under annual operating agreements

**(12) Cost sharing in regional transit service area**– outlining the requirement for operating cost sharing between a regional transit commission and BC Transit

**(14) Fund raising by municipal tax levies** – outlining the ability to raise funds to cover the municipal portion of transit operating costs by imposing a tax, or under an amended Motor Fuel Tax Act, impose a tax available under the Motor Fuel Tax Act (note tax rate of 3.5¢ per litre of gasoline or motive fuel - see § 12.1 of the Motor Fuel Tax Act regarding Victoria Regional Transit service area tax arrangements).

**(15) Fund raising by regional transit commission tax levy** – outlining the ability for a regional commission to impose land taxes or a motor fuel tax in order to cover operating costs.

**(22) Municipal borrowing authority** – outlines the ability for municipalities to borrow money in order to meet its public transportation obligations.

**(25) Establishment of transit service areas and commissions** – outlines the ability for municipalities or regions to establish transit service areas and a transit commission to oversee the provision of transit services in this area. Furthermore relevant subsections under Section 25 are:

- (11) A local transit commission must
  - prepare plans and, consistent with operating and capital budgets set by the authority, determine service and performance standards for each public passenger transportation system in the transit service area for which it is designated in consultation with municipal officials, operators of public passenger transportation systems and the public in the local transit service area,
  - review and make recommendations to the authority respecting the budget of the commission, the annual operating and capital budgets for and the annual operating agreements of each public passenger transportation system in the designated transit service area, and
  - monitor the service provided by each public passenger transportation system in the local transit service area and report and make recommendations to the authority with respect to the standards of service and the performance of each public passenger transportation system.
- (12) A regional transit commission must
  - prepare plans and, consistent with the operating and capital budgets set by the authority, set fares and determine service and performance standards for each public passenger transportation system in the regional transit service area for which it is designated

in consultation with municipal officials and the public in the regional transit service area,

- review and make recommendations to the authority respecting the budget of the commission and the annual operating and capital budgets for each public passenger transportation system in the designated regional transit service area, and
- exercise its powers and perform its duties under section 15.

### 3.2.3 Key Plans and Policies

BC Transit's recent Strategic Plan | 2030<sup>16</sup> outlines general strategic direction and policies that will help guide the corporation over the next 20 years. With renewed vision, mission, and value statements, BC Transit identified five major plan objectives that will be the priorities that guide their actions:

1. Develop Financial Sustainability
2. Support and Shape Livable Communities
3. Change the Perception of Transit
4. Deliver Operational Excellence
5. Strengthen Our People and Partnerships

BC Transit 3-year Service Plans<sup>17</sup> describe the transit improvement program to be undertaken as guided by the Strategic Plan. The 2014/15-2016/17 Service Plan comprises of a range of goals and supporting measures:

#### ■ Goal 1: Develop Financial Sustainability

- Measures: Passenger trips per service hour; Operating cost recovery; Operating cost per passenger trip

#### ■ Goal 2: Support and Shape Livable Communities

- Measures: Proportion of Transit Future plans completed in major urban centers; Percentage of communities that have had a service optimization review completed in the past five years

#### ■ Goal 3: Change the Perception of Transit

- Measures: Customer satisfaction; Online communication strategy impact; Brand recognition

#### ■ Goal 4: Deliver Operational Excellence

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<sup>16</sup> "Shaping our Future: BC Transit's Strategic Plan | 2030", BC Transit, March 26, 2010.

<sup>17</sup> "2014/15 – 2016/17 Service Plan", BC Transit, Victoria, BC, Feb. 18, 2014.

- Measures: Service hours per capita; Number of passenger injury claims; Workplace injuries per 100 employees; NEW: Percentage of trips delivered as scheduled

#### ■ Goal 5: Strengthen our People and Partnerships

- Measures: Carbon intensity per service hour; Employee engagement; Partnership satisfaction

A shareholder's letter of expectations between MoTI (shareholder) and BCT (corporation) further outlines the respective roles and responsibilities by both parties, including: corporate accountabilities; shareholder responsibilities; and areas of shared accountability between the two parties.<sup>18</sup>

## 3.3 Municipalities

### 3.3.1 Overview and Scope

Within their jurisdictions, municipalities are autonomous, responsible and accountable to their citizens and to the province. They have the power of a natural person, the power to expropriate, and the power to establish and enforce bylaws. They are able to raise funds through property taxes and user fees, and borrow through the Municipal Finance Authority to pay for services and capital costs.

Their powers and responsibilities are regulated through the LGA<sup>19</sup> and Community Charter<sup>20</sup>, which enable municipalities to provide a wide variety of services that are reflective of their community's needs and desires.

Provincial legislation provides municipalities with a broad range of service authority that include, but are not limited to, the following core responsibilities:

- transportation – streets and roads, and in some cases urban transit;
- protection – police, fire;
- environment – water treatment and supply, waste water treatment, refuse collection/disposal;
- recreation and culture – recreation centres, playing fields, parks, libraries;
- land use planning and regulation, building regulation, zoning; and
- regulation – animal control, public health, signs, business licensing, municipal services, license and regulate commercial vehicles and carriers.

<sup>18</sup> "Shareholder's Letter of Expectations between the Minister of Transportation and Infrastructure and the Chair of British Columbia Transit for 2013/14", Province of BC, Victoria, BC

<sup>19</sup> "Local Government Act", RSBC 1996 Chapter 323, Queen's Printer, Victoria BC, As of May 14, 2014.

<sup>20</sup> "Community Charter", SBC 2003 Chapter 26, Queen's Printer, Victoria BC, As of May 14, 2014.

However, municipalities are not responsible for schools, social assistance, hospitals. These are the under the responsibility of the province.

Municipalities have flexibility in how and what services they provide, including the ability to enter into private partnerships<sup>21</sup>. Municipalities have flexibility in their ability to generate revenue to finance operations. Financial options vary and allow for the generation of revenue to finance operations:

- property taxes and utility rates
- user fees
- development cost charges
- grants from senior levels of government
- specified area levies/local improvements/developer construct
- building permits
- rental of recreational facilities
- borrowing through the Municipal Finance Authority of BC (MFA)
- reserves-on-hand and interest earned on investments

### 3.3.2 Legislative Mandate

The LGA and Community Charter provide the main legislative mandate for municipalities. Key sections within the LGA related to transportation are:

- Regulation of Carriers and Commercial Vehicle Licensing (Part 20)
- Planning and Land Use Management (Part 26), which includes regulation pertaining to:
  - OCPs
  - off-street parking
  - street signage
  - screening and landscaping
  - permits and fees
  - development cost recovery
  - sub-division servicing
  - highways

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<sup>21</sup> “Public Private Partnership: A Guide for Local Government”, BC Ministry of Municipal Affairs, Victoria BC, May 1999.



Significant sections within the Community Charter pertaining to transportation are:

- ability to enter into agreements with exclusive or limited franchises for the provision of public transportation
- ability to enter into agreements with other public authorities with respect to activities and services under municipal mandate
- ownership and possession of highways, and limitations related to provincial and federal jurisdictions, and reserve and private lands.
- authority in relation to highways, such as parking and temporary traffic restriction and traffic control
- accommodation of municipal utility poles and wires along highways
- agreements to reserve land for highway purposes

Of specific interest is § 906 regarding Off-street parking and loading space requirements. Under subsections (1d) and (7), payments specified according to local bylaw can be made in lieu of the provision of parking, with funds directed towards “infrastructure that supports walking, bicycling, public transit, or other alternative forms of transportation.”

## 3.4 Capital Regional District

### 3.4.1 *Overview and Scope*

As outlined in the LGA, regional districts are board-run corporations formed to provide an independent, responsible and accountable order of government within their jurisdiction than can be include a number of local municipalities and areas. Municipal councils appoint one or more members to sit as municipal representatives on their respective regional board. Through this coordination, shared regional services can be provided, as well as the stewardship of public assets, and the fostering of current and future economic, social, and environmental well-being of the community.

Specific principles for provincial relations that a regional district must adhere to are:

- a. cooperative relations between the Provincial government and regional districts are to be fostered in order to efficiently and effectively meet the needs of the citizens of British Columbia;
- b. regional districts need the powers that allow them to draw on the resources required to fulfill their responsibilities;

- c. notice and consultation is needed for Provincial government actions that directly affect regional district interests;
- d. the Provincial government recognizes that different regional districts and their communities have different needs and circumstances and so may require different approaches;
- e. the independence of regional districts is balanced by the responsibility of the Provincial government to consider the interests of the citizens of British Columbia generally.

The Capital Regional District (CRD) is the regional government for 13 municipalities, and 3 electoral areas situated on the south eastern part of Vancouver Island. The urban centre of the CRD is the City of Victoria, and the regional district includes many of the Gulf Islands, a number of rural municipalities, and a vast tract of wilderness that lies along the south-western coast of Vancouver Island. In addition, the CRD is the local government for areas which are not in a municipality but known as electoral areas.

The CRD is generally recognized by its policy making role in relation to regional authorities and services that it provides. These include:

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

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

### 3.4.2 *Legislative Mandate*

Key legislative mandate given to regional districts include the following from the LGA:

- a. **to make agreements respecting**

(i) the regional district's services, including agreements respecting the undertaking, provision and operation of those services, other than the exercise of the board's regulatory authority,

(ii) operation and enforcement in relation to the board's exercise of its regulatory authority, and

(iii) the management of property or an interest in property held by the regional district;

**b. to make agreements with a public authority respecting**

(i) activities, works or services within the powers of a party to the agreement, other than the exercise of regulatory authority, including agreements respecting the undertaking, provision and operation of activities, works and services,

(ii) operation and enforcement in relation to the exercise of regulatory authority within the powers of a party to the agreement,

and

(iii) the management of property or an interest in property held by a party to the agreement;

**c. to provide assistance for the purpose of benefiting the community or any aspect of the community;**

**d. to acquire, hold, manage and dispose of land, improvements, personal property or other property, and any interest or right in or with respect to that property;**

**e. to delegate its powers, duties and functions, including those specifically established by an enactment, to its officers and employees, its committees or its members, or to other bodies established by the board;**

**f. to engage in commercial, industrial and business undertakings and incorporate a corporation or acquire shares in a corporation for that purpose;**

**g. to establish commissions to**

(i) operate regional district services,

(ii) undertake operation and enforcement in relation to the board's exercise of its regulatory authority, and

(iii) manage property or an interest in property held by the regional district.

Regional districts are also required to develop and adopt Regional Growth Strategies in coordination with local municipalities. Refer to sections 2, 3, and 173-176 of the LGA for more information.

### 3.5 Summary of Current Institutional Roles

The individual organizations involved in the planning and delivery of transportation infrastructure and services within the Capital Region have distinct roles and responsibilities mandated by legislation and outlined in partner agreements. The legislation provides the scope and guidance for all transportation related-responsibilities to be covered adequately (in full) by one or multiple agencies.

However, although all areas of transportation are covered by the established agencies, and the need for a multi-modal approach is clearly identified in legislation and plans, the distribution of roles is specified under a legislative structure that is more-or-less mode-specific. This is evident, for example, at the provincial level; MoTI is primarily focused on inter-municipal and regional highways and BC Transit is required to focus mainly on transit even though it is understood they are to consider a multi-modal perspective.

Similarly, while local governments may approach the planning and delivery of transportation from a multi-modal perspective, their natural focus is on local-in-scope active transportation modes.

**Table 3.1** summarizes the depth of the general responsibilities of each of the agencies.

Table 3.1: General Transportation Agency Responsibilities<sup>22</sup>

Agency	Agency Functions							Overall Transportation Authority / Scope
	Multi-modal Strategic Planning	Project Planning & Design	Funding Provision	Operations & Maintenance	Revenue Collection	Marketing & Public Relations	Multi-modal Monitoring & Evaluation	
BC MoTI	●	●	●	●	●	●	●	●
BC Transit	○	●	●	●	●	●	○	●
Regional District	●	○	○	●	○	●	●	●
Municipal	●	●	●	●	●	●	●	●

Low: ○  
Medium: ●  
High: ●

<sup>22</sup> Scope of transportation functions include planning, designing, constructing, and operating grade-separated and at-grade highways, arterials, collectors, and local roads, bike routes, sidewalks, and transit components, systems and programs. These also consist of transit fleet, services, amenities and facilities; road-side facilities and furniture; intersection controls; signage; street lighting; pre-emption systems; monitoring & data collection; etc.

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## 4. Towards Sustainable Transportation

The evolution of a transportation governance structure towards increased scope and authority should be founded on sound principles that guide the development of a sustainable transport system in a holistic and unbiased manner. This will ensure a modern structure that is accountable yet flexible in its ability to achieve its desired and intended outcomes.

### 4.1 Holistic Nature of Sustainable Transportation

If the Central Region local governments are to have a more sustainable transport system, it will require a transportation system that embodies and reflects a broader sustainability framework. While there may be many definitions of sustainability, one common definition<sup>23</sup> refers to “sustainable development,” which recognizes the interdependence between the economy, society, and the environment (the so-called “three legged stool of sustainability”). It recognizes economic development needs to occur, but that it must occur within limits.

Sustainability is an approach to decision-making that requires recognition of the complex interrelationships and dependencies between economic, environmental and social elements of strategies and decisions. In order to be effective, decision-making in the three dimensions cannot occur in “silos”: environmental policies need to be socially and economically feasible, social policies need to be environmentally and economically considerate, and economic policies need to be environmentally and socially sensitive. Moreover, in the context of transportation, modal “silos” working in isolation, where different agencies are responsible for different parts of the system and operate according to their own mandate, cannot achieve optimum results.

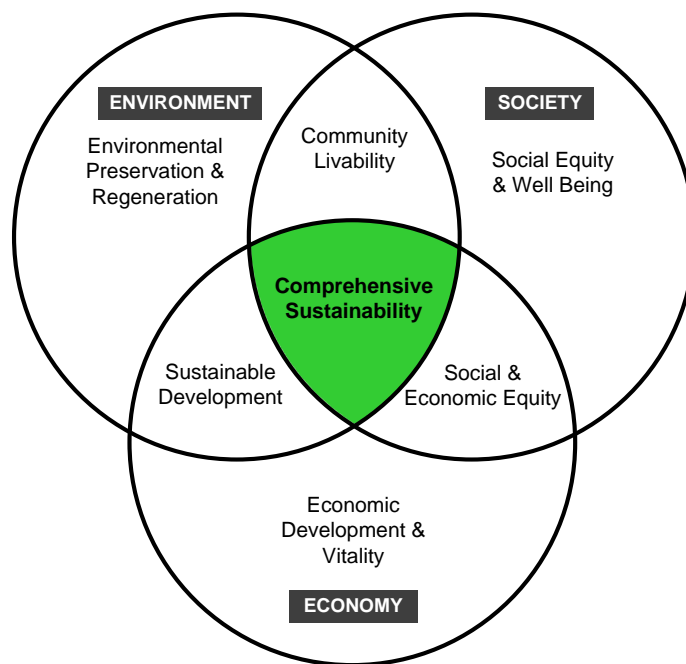
The inter-relationships between these three dimensions are illustrated in **Figure 4.1**. The intersection of strategies that support all three dimensions simultaneously represent “comprehensive sustainability.”

In order to undertake the challenge in meeting the goals of sustainable transportation and the creation of livable communities, a team-approach is required amongst various institutional organizations—organizations that not only govern spatial jurisdictions, but organization and industry leaders that also oversee

<sup>23</sup> The emergence of the term sustainable development as a concept in the public arena can be traced back to the Brundtland Report (officially titled “*Report of the World Commission on Environment and Development: Our Common Future*”, United Nations World Commission on Environment and Development, <http://www.un-documents.net/wced-ocf.htm>, 1987), commissioned by the United Nations World Commission on Environment and Development in 1987. The definition offered at that time was: “*Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs*”.

functions such as transit operations, traffic management, road operations, parking provisions, emergency services, and land development. The complex nature of a multi-modal transportation system further necessitates the need for regional coordination in all aspects ranging from strategic planning to design, and the upkeep and operations of the system.

Initiatives such as Transport Demand Management (TDM) and Intelligent Transportation Systems (ITS) require increasingly high-degrees of coordination, especially with increasing numbers of institutional organizations partaking in regional-level coalitions. Regional coordination is also essential in the creation of “competitive economic ecosystems”, as healthy economies provide a solid foundation from which stable funding can be established to support sustainable transportation systems. Furthermore, through regional coordination, the resulting “unified voice” is advantageous when advocating and competing for limited senior government funding.



**Figure 4.1: The Three Dimensions of Sustainability**

## 4.2 Natural Friction Points

In simple terms, a sustainable transportation system, whether at the regional scale or at the level of a specific facility or corridor, is one that meets mutually reinforcing economic, social and environmental objectives; it achieves financial



and efficiency targets; adequately addresses users' needs; and is environmentally sound.

However, due to the multi-dimensional and interconnected nature of a framework based on the spheres of environment, society, and economy, a number of "friction" or conflict points can occur within such a system at the interface between spheres. Such is the case when economic growth is in conflict with environmental preservation. Although both are desired and beneficial to society, political decisions can be one of short-term vs. long-term goals which, more commonly than not, can be in conflict. Furthermore, conflicts within individual spheres can occur as in the case of the competitive funding between roads and transit towards the goals of increasing economic vitality and livability.

Likewise, these points of interaction can produce synergistic opportunities where greater value can be produced if mutually-benefiting opportunities are identified and exploited. In a manner similar to the eastern concept of "yin and yang", the combination of natural conflict and synergy between the various elements of a system, viewed in the lens of sustainability, is what produces the "correcting" of the system towards an optimum, balanced—and ultimately—sustainable state of equilibrium. However, without a thorough understanding of these issues and interactions, unintended consequences may arise from the implementation of well-intended, yet prematurely developed, policies.

In the challenge of facing complex decisions, there are usually no ways around the friction points of competing interests. And as friction increases, sparks can fly. It should therefore be expected that degrees of parochialism would naturally be expected from a body of local officials. The healthy approach to such "friction points" is to mutually acknowledge the existence of similar and competing interests to be dealt with fairly and respectfully through established rules of engagement, regardless of how controversial the issues may be. A publically-open "debate and decide" approach should be expected, with the intensity of the debate increasing in relation to the significance and importance of the decision at hand. The converse – quick decisions on matters of utmost significance conducted in private – might indicate the possibility of political interference and symptoms of groupthink that may not serve the best interests of society.

## 4.3 Multi-Modal Planning

### 4.3.1 *Rise of Multi-Modalism*

In the US during the 1970s and 80's, a series of laws combined highway and transit planning and investment programs into a more unified model called multi-modalism. Although highway budgets were many times greater than that of transit, the combined planning of both modes eventually gave way towards

greater transit funds. However, the programming of infrastructure was done in a categorical and piece-meal approach, giving regional authorities relatively little flexibility in implementing their plans in a coordinated and timely fashion<sup>24</sup>.

The move towards a more integrated multi-modal system was realized through the passing of legislation such as the *Intermodal Surface Transportation Efficiency Act* (ISTEA) in 1991, allowing for funds to be used across several modes for the first time.

Following ISTEA, the US government passed the *Transportation Equity Act for the 21<sup>st</sup> Century* (TEA-21) in 1998, and the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU) in 2005. These legislation decreed that federal government, states, and metropolitan areas should “level the playing field” among the modes by developing solutions to transportation needs without a modal bias.

Similar funding legislation and policies have been passed and adopted in Canada and worldwide, creating a now universal understanding that a single-mode approach to transportation planning in an urban setting is not only inefficient, but can be ineffective and counteract the goals of sustainability.

In an urban environment, numerous travel options are typically available for residents and visitors. The availability of a range of transportation infrastructure and services allow for travel in whole, or part, by modes such as the automobile, transit, cycling and walking. A “full-suite” of travel over multi-modes permit trips to be made in the most appropriate and cost-effective manner. A multi-modal system-approach is the modern approach to planning, financing, building, and operating sustainable transportation systems.

#### 4.3.2 Multi-Modal Competition and Bias

##### *Modal Competition*

Based on economic principles, transportation choice is a zero-sum game balanced through a competitive environment. In a multi-dimensional and interconnected framework (environment, society, and economy) “friction points” can occur at the interface between spheres. However, conflicts can also occur within individual spheres as in the case of the competitive funding between roads and transit towards the goal of increasing livability, environmental sustainability, and economic vitality.

A focus of any planning should consider the roles of the various transportation modes and infrastructure needs in light of their effectiveness, given the competitive nature within the market of choices for travel. An understanding of the socio-economic factors behind mode choice will better establish realistic

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<sup>24</sup> “Governance and Opportunity in Metropolitan America”, National Academic press, Washington, DC, 1999

expectations and support the development of a more feasible and affordable transportation system. For example, the rate of uptake will eventually slow and the marginal cost of attracting new users will increase (i.e. “the “law of diminishing returns”).

Overall, it is without question that equity and effectiveness in the provision of transportation infrastructure and services can only be truly realized with a multi-modal viewpoint, and a modal-bias only limits the ability to achieve a sustainable transportation system. A perspective of “modal neutrality” is not only a sustainable approach, but a realistic one that will meet the needs of all transportation system users without polarizing groups within communities, or building factions and fragmentation amongst modes.

### *Modal Bias*

With the perspective of a multi-modal system, most urban jurisdictions have in place policies that prioritize personal travel modes in the following order:

1. Walking
2. Cycling
3. Transit
4. High-Occupant Vehicle (Carpool/Vanpool)
5. Single-Occupant Vehicle

With a focus in the reduction of automobile use, it can be considered that there are essentially two types of travel modes when considering travel from a sustainability perspective. This simplifies the matter and considers all modes outside of the SOV as sustainable:

1. Sustainable Modes (walking, cycling, transit, HOV)
2. Un-Sustainable Mode (SOV)

With most transportation policies fixed on the reduction of single-occupant vehicle trips, and conversely the increase in trips made by sustainable modes, the sustainability goals of a multi-modal system approach should not solely be focused on the increase of just one sustainable mode, such as transit, but the net total increase of all sustainable modes, such as walking, cycling, transit, and HOV. Without such a mindset, unintended consequences can occur if policies are still single-mode biased. Such consequences can be the well-intended investment of funds into sustainable modes that do not produce the results expected.

The reason for this lies in the fact that transportation modes essentially compete with each other in an “open, zero-sum transportation market” and that

competition between “sustainable modes” seems to be higher than with the SOV<sup>12</sup>. Rather than engaging in a zero-sum game between sustainable modes, where solutions solve one problem but create another, a clear understanding of the interconnections between all modes must be made to ensure solutions truly provide net positive outcomes at levels expected.

Single-mode agencies, such as BC Transit, although limited by their governing legislation to public transportation, acknowledge the need to integrate with other sustainable modes in order to achieve common goals. Most recently, BC Transit’s *Strategic Plan | 2030* acknowledges that the achievement of healthier and more livable communities will require the building of sustainable transportation networks that integrate and promote walking, cycling, and transit, while linking land use and transportation decisions.

The document identified that the “lack of integration between land use and a full spectrum of transportation options results in poor value for public dollars spent. It also misses the tremendous responsibility we have to build neighbourhoods that will be livable and sustainable over the long term.” In order to address this issue, the Plan’s Priority 2.1 seeks to “Increase integration with other types of sustainable travel”<sup>25</sup>.

One of the challenges of a multi-modal system is the need to integrate modes, yet provide a degree of accommodation in the design of the system to allow for the safe and efficient co-existence between motorized and non-motorized means of travel. Planning concepts such as “Complete Streets”<sup>26</sup> provide methods and advice in the adoption of policies and implementation of best practices to reduce the negative aspects of combining disparate modes. However, the challenge in these measures is the assurance of a net positive gain, as focusing on only one or a few modes may be to the detriment of others.

Overall, it is without question that equity and effectiveness in the provision of transportation infrastructure and services can only be truly realized with a multi-modal viewpoint and a modal-bias only limits the ability to achieve a sustainable transportation system.

## 4.4 Levels and Order of Transportation Planning

In order to address the deficiencies in the “silo” process of transportation system planning, design, and operation within an institutional context of multiple agencies and levels of government, it is necessary to examine how and when the various activities including policy, planning, financing, construction, and operation are

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<sup>25</sup> “Shaping our Future: BC Transit’s Strategic Plan | 2030”, BC Transit, March 26, 2010.

<sup>26</sup> “Complete Streets: Best Policy and Implementation Practices”, American Planning Association, Planning Advisory Service, Report No. 559, 2010

undertaken and which entities are involved. However, there is not one level of transportation planning activity but four, according to Vuchic<sup>27</sup>, and they vary from the tactical to the strategic. Vuchic identifies a framework in which the planning, organization, and operation of urban transportation may be classified into four levels, ranging from individual system elements to the overall city/urban area level as identified below:

1. **Level I: City-Transport Relationship**
  - coordination between transportation system and city's physical components and functions
2. **Level II: Multi-modal Coordinated System**
  - incorporates street networks with transit systems and pedestrian zones
3. **Level III: Single Mode Network or System**
  - street network, rail system, bike network
4. **Level IV: Individual Facilities**
  - boulevards, intersections, bus lines

From a review of practices in different cities, Vuchic reveals the nature of the most common successes and failures, as well as typical problems at each level.

**Level I** – This is where transportation, as a functional system, is planned in relation to other activities, whether economic, environmental or social.

Vuchic notes that *"This planning is the most complex, both theoretically and practically; but, in the long run, it is most important..."* and that *"Without Level I planning, cities can seldom achieve satisfactory levels of efficiency and livability." The increasing efforts to achieve more sustainable forms of urban development will further increase the need for such planning. The problem in most cities is not only insufficient or inadequate planning at Level I, but inability to implement its results."*

Vuchic also notes that the weakness or lack of powers by local entities can tend to defeat much of Level I work, which is *"most critical for achievement of both transportation system efficiency as well as a city's livability."*

**Level II** – The need for Level II planning has increasingly been recognized for several decades. For example, in the US where the Federal Government plays an ongoing and active role, the Intermodal Surface Transportation Efficiency Act of

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<sup>27</sup> Vuchic, V.R. "Transportation for Livable Cities" Center for Urban Policy Research, Rutgers, The State University of New Jersey, New Brunswick, New Jersey, 1999, pp. 82-87.

1991 (ISTEA) placed great emphasis on intermodal coordination. However, in practice, it is seen that many problems have to be overcome to achieve the needed levels of cooperation between players.

The challenges in Level II transportation planning include much more complex, technical and operational considerations in coordinating different modes than are required for single modes, involving separate jurisdictions for different modes.

Vuchic writes, *"Another serious obstacle is often the narrow, modally oriented mentality of personnel and professionals in many agencies in charge of different transportation modes."* He notes, *"The extensive debates about 'highways versus transit' or 'bus versus rail,' created by the narrow single-mode expertise of many professionals as well as by the emotional biases of some professionals and others, are often stronger than efforts to develop efficient, well coordinated multimodal systems."*

**Level III** – This level requires more coordination than the more simple Level IV (below), but networks of individual modes are often under the same jurisdiction, with joint financing and unified control. If jurisdictional problems exist (for example, street networks are shared by different municipalities, or there are two different transit planning agencies), inefficiencies may occur.

**Level IV** – At this level, planning and operation are, in most cases, performed satisfactorily. Designing and operating a single facility or service is technically the least complicated and is often financed from a single source or several pooled sources. This level of planning is more tactical in nature and is typically performed by a single agency, requiring the least coordination, if at all.

Vuchic indicates that most current urban problems are created by a failure to understand transportation as a system that interacts with most other activities in the city (i.e. Level I). He also notes that the transportation planning process has been effectively backwards in many cities in the past, with agencies developing facilities in a piecemeal fashion (Level IV), or developing single mode systems (Level III) without conscious efforts to integrate such systems into a multi-modal and coordinated system (Level II). In fact, many jurisdictions could be considered to be at best between Levels II and III, and it is only when a city proactively develops an integrated and coordinated multi-modal system that Level I planning and outcomes can be achieved.

**Figure 4.2** schematically shows the four levels of transportation planning. **Figure 4.3** shows the proper sequence Vuchic suggests should be employed in modern urban transport planning processes.

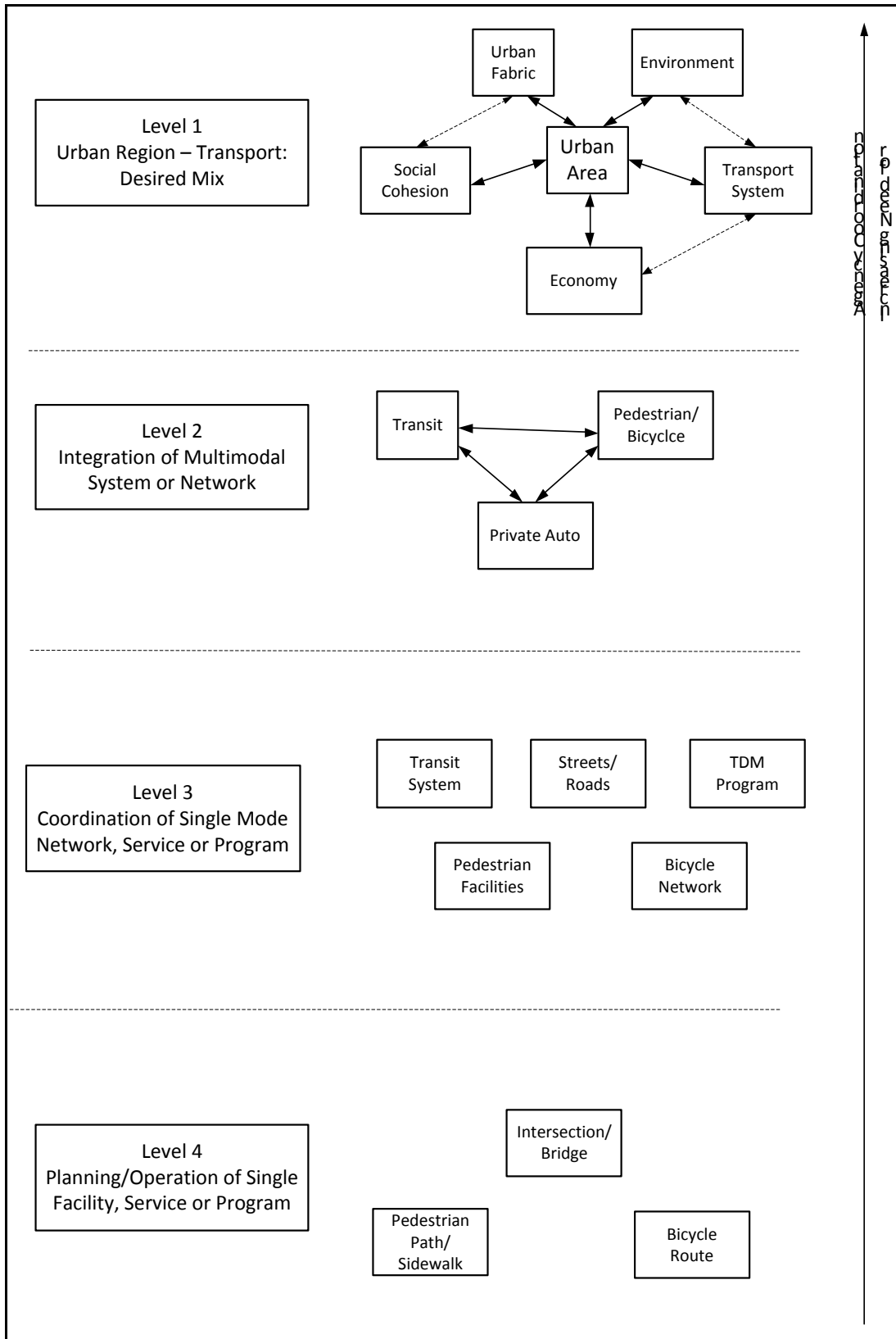
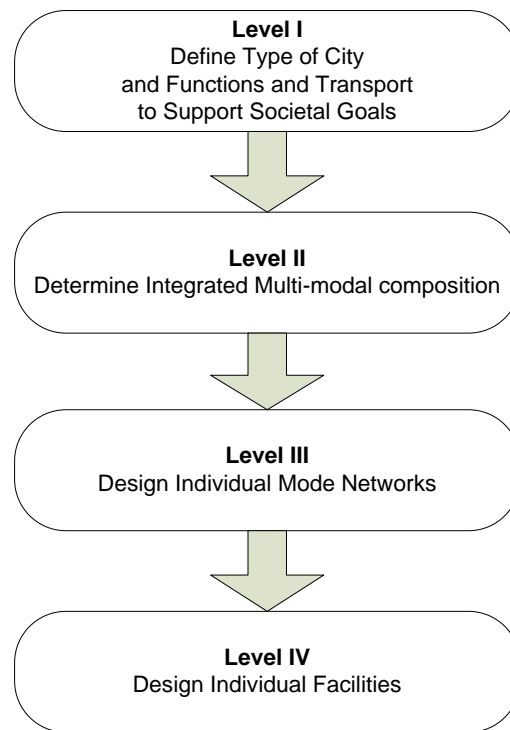


Figure 4.2: Four Levels of Transportation Planning (Vuchic)



**Figure 4.3: Proper Urban Transportation Planning Process**

"...most current problems are created by a failure to understand transportation as a system that interacts with most other activities in cities."

"Without Level I planning, cities can seldom achieve satisfactory levels of efficiency and livability. The increasing efforts to achieve more sustainable forms of urban development will further increase the need for such planning."

- V.R. Vuchic, Professor, University of Pennsylvania

## 4.5 Accountable Planning Process

Fundamental to the development and implementation of a plan is the accountability of the planning process to actually deliver the intended outcomes of the plan. The link between monitoring and evaluation and the overall vision, goals and objectives of the plan is therefore critical.

### 4.5.1 Cyclical Sustainable Transportation Framework and Process

At the heart of a sustainable transportation system is a planning framework that embodies the principles of sustainability and desires of its community. A complete planning framework links the visions, goals, and objectives of a community with the authority, ability and will to enact plans, and with a means for accountability



through monitoring and evaluation. A complete planning framework is one that is *sustainable*. The seven elements of a sustainable transportation planning framework/process are identified below (order is typical but can vary depending on process):

1. Visions, Goals & Objectives
2. Policy Development
3. Strategic Planning
4. Tactical & Project Planning
5. Implementation
6. Measurement & Monitoring
7. Analysis & Evaluation

This sustainable planning framework is a **cyclical process** in which the outcome of one planning cycle is reviewed and evaluated against the initially stated visions, goals, and objectives, and then contributes to the next planning cycle. This cyclical process provides the opportunity for any correction along the way (e.g., mid-term plan implementation remediation measures), as well as a means of accountability (e.g., progress toward goals), to ensure a realistic and feasible process. **Figure 4.4** illustrates the cyclical nature of this sustainable planning framework using a bicycle wheel as an illustrative allegory.

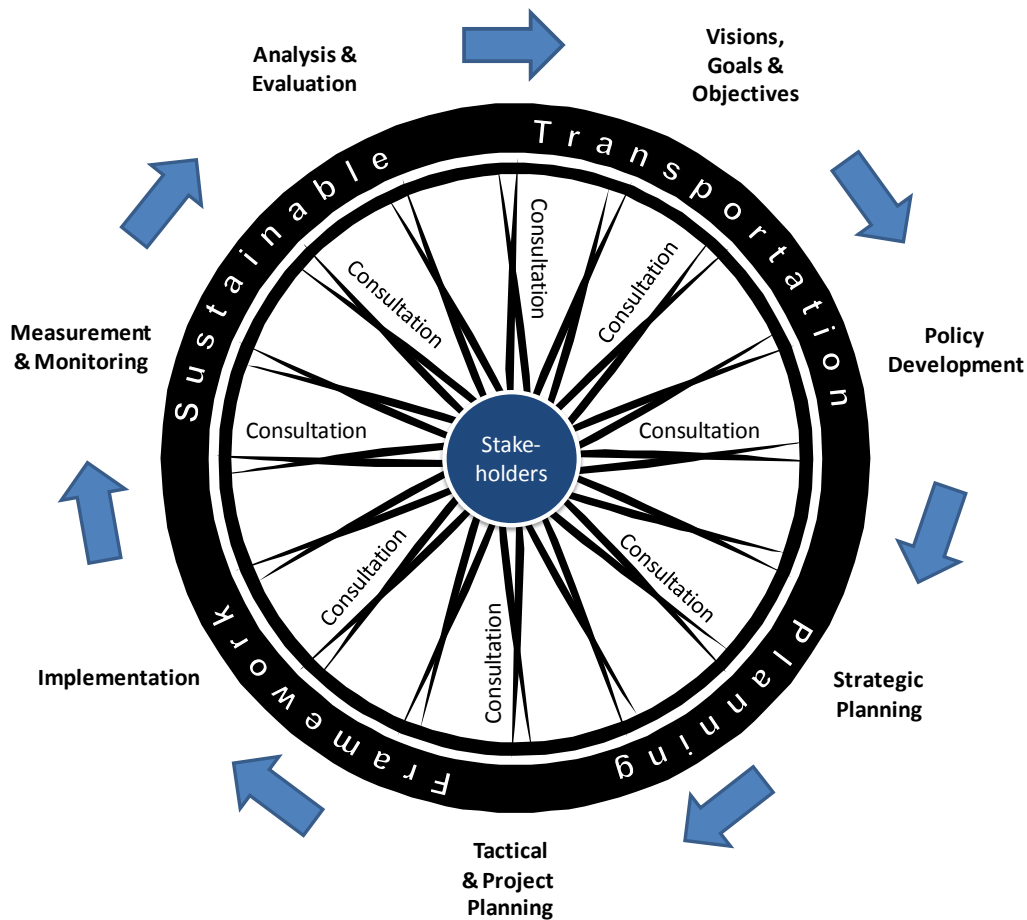
#### 4.5.2 *Monitoring and Evaluation: the Quantification of Accountability*

Accountability is an important principle and mechanism in ensuring planning processes are implemented to completion. However, what does it mean to be accountable and what is the process involved in ensuring accountability? Simply, to be accountable can be stated as being held to expected outcomes.

Outcomes therefore require accounting or assessment based on stated or accepted standards. The approach, method, and resources expended in the assessment of outcomes are therefore important elements in the process of accountability. In transportation, this concept is commonly defined as “monitoring and evaluation.” A review<sup>28</sup> of transportation agencies concluded that the monitoring and evaluation of progress provided processes of accountability that established understandable and demonstrated progress. In some jurisdictions, this was required by legislation.

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<sup>28</sup> “*Organizing for Regional Transportation Operations: An Executive Guide*”, Booz Allen & Hamilton, for Federal Highway Administration & Institute of Transportation Engineers, FHWA-OP-01-137, July 2001.



**Figure 4.4: The Cyclical Sustainable Transportation Planning Framework and Process**

The establishment of policy is one of the main responsibilities of decision makers at the highest level of governance. The significance of policies and their guidance within an organization is demonstrated in the investment of public funds. For example, pro-transit policies can create an environment where billions of dollars are funneled to transit-related infrastructure and services. Therefore, the accountability of those decisions requires an accounting of the progress made by the dollars spent.

Typically, the normalized measure of progress in the investment in specific modes is "mode share" and "transit mode share", as a result of the significance of the levels of investments made in transit, has become common nomenclature in public discussions and debates concerning the priorities, costs, and affordability of transportation decisions.

Targets of mode share can be established and used to hold decision makers accountable at the helm of transportation agencies. It is critical then how mode

share is measured: the methodologies used, the quality of measurements (i.e., data), abilities/capacity of evaluators (expertise), and the degree of transparency and independence under which the results were determined.

The process of monitoring and evaluation is a necessary process required to complete the “full circle” of accountability within transportation planning and implementation processes. This concept should be no more foreign to the planning process than the balancing of books is to generally accepted accounting principles (GAAP). Monitoring and evaluation not only provides the verification of outcomes, but conducted on a consistent basis, allows for correction of incremental implementation to increase the likelihood of achieving desired outcomes. At the very least, the resulting evidence can be used in post-mortem planning studies to investigate and learn from sub-optimal results. Therefore with sound monitoring and evaluation, accountability can be strengthened, and the possibility of good governance becomes more certain.

## 4.6 Fundamentals of a Sustainable Transportation System

A regional transportation service that can develop and maintain a sustainable transportation network of local, regional, and provincial transport systems should be founded on the following fundamentals:

- **Holistic and Sustainable:** Support holistic and broad sustainability goals in terms of the transportation system’s social, economic and environmental impacts.
- **Community Values and Aspirations:** Fully reflect individual community values within broader regional aspirations. This requires a balance of ensuring local autonomy while taking advantage of the natural synergies in collaboration towards a common goal.
- **A Complete System-View:** Rather than implementing piecemeal solutions, plan, develop and finance transportation as one coherent multi-modal system for the cost-effective and efficient movement of people and goods. This requires that all transport plans and projects are developed and evaluated within the context of a complete unbiased multi-modal system appropriate for individual communities and the region as a whole.
- **Proper Planning and Decision Processes:** As transportation is a means to a society’s ends, which can be described as livability and desired quality of life, the development of the transportation system should be conducted from a “top-down” approach to ensure the system supports the “ends” rather than simply the “means”. This will subsequently require a governance and decision process that is amenable to this approach.

- **Ability to Implement:** An institutional framework of agencies sharing common goals and values with the intent to work collaboratively is required to ensure desired outcomes can be achieved. A governance structure that is able to adapt to growing needs that allows for the ability to implement required actions is central to a sustainable transportation system. This also includes the ability to raise and attract requisite funding to develop, maintain, and operate the system.

## 4.7 Urban Transportation Governance

The preceding sections have identified a number of fundamental elements and concepts that should be considered in order for a region to begin to achieve a sustainable transportation system. Key considerations include the need for:

- an integrated and multi-modal approach,
- regional coordination and inter-agency cooperatives,
- a cyclical planning framework that encompasses the broad and strategic scope of sustainability, yet provides a sound and accountable process from which desired and intended outcomes can be realized.

These sustainable transportation tenets are in the context of the current institutional roles and arrangements of Provincial, regional, and municipal government agencies. Given the number of institutions involved in transportation in the Capital Region, transportation governance is one of the most significant issues requiring attention. A key question is whether the current institutional arrangements and roles can overcome current and future transportation issues, provide for stable and adequate funding, and establish, maintain, and develop a transportation system that supports the goals and ultimate vision of the RTP. If not, then the question is “what is the best institutional arrangement in order to achieve the region’s sustainability and livability goals?”, or at the very least “what does good governance look like?”

### 4.7.1 Good Governance

Governance is important as it represents the pinnacle of an organization. To illustrate its importance, the system of governance can be likened to the steering and rudder of a water-borne ship: relatively small components, but absolutely critical the ability for the ship to reach a desired destination or, in the case of the RTP, a set of outcomes, particularly over the longer term.

Governance can also be thought of as the “DNA” of a transportation system’s development and operations. Establishing the kernel of an organization with sound

principles and clear intentions will allow for the overall structure and culture to be similarly robust.

Based on a partnership form, the strength of the structure lies in a foundation of trust, cooperation, equity, and the sharing of common goals. Furthermore, it will take champions and leadership at all levels to fortify this governance structure and ensure an unwavering vision towards the region's sustainable transportation future.

Therefore, defining "good governance" will provide a standard to which the consideration for an appropriate governance model for the Capital Region can be made. The importance of good governance is stated by CCH of Australia as follows: <sup>29</sup>

*"Good governance is not an end in itself. The reason governance is important is that good governance helps an organisation achieve its objectives. On the other hand, poor governance can bring about the decline or even demise of an organisation."*

Exactly what is meant by the word "governance?" One definition which is commonly cited in the literature is a definition from the Canada Institute on Governance:<sup>30</sup>

*"Governance is a process whereby societies or organizations make their important decisions, determine whom they involve in the process and how they render account."*

In Australia, public sector governance is defined as:<sup>31</sup>

*"...the set of responsibilities and practices, policies and procedures, exercised by an agency's executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability."*

In raising the discussion for the need to improve the way regional transportation is governed in the Portland area, the City Club of Portland defined "Transportation Governance" as:<sup>32</sup>

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<sup>29</sup> CCH, "Public Sector Governance", Australia, Sydney, 2004, p.10–101

<sup>30</sup> Graham, J., Amos, B., Pluntre, T. "Principles for Good Governance in the 21<sup>st</sup> Century", Policy Brief No. 15, Institute on Governance, Ottawa, August 2003.

<sup>31</sup> "Implementation of Programme and Policy Initiatives: Making Implementation Matter, Better Practice Guide", ANAO and Department of the Prime Minister and Cabinet, Commonwealth of Australia, Canberra, 2006, p.13.

<sup>32</sup> "Moving Forward: A Better Way to Govern Regional Transportation", City Club of Portland Bulletin, Vol. 96, No. 32, March 5, 2010.

*“Transportation governance includes how transportation decisions are made, the balance between local, state and federal jurisdictions, the sources of funding, and how projects are prioritized. It raises controversial issues like local control, public participation in decision making, appropriate transportation objectives and their relation to land use planning principles, taxation and social equity.”*

In applying these definitions of governance, it is helpful to define more specifically the dimensions that constitute “good governance.

#### 4.7.2 Dimensions of Governance

Within the context of transportation, there are several dimensions of governance that can be considered. From interviews of current and ex-urban transportation executives, and review of literature on governance, the various dimensions of governance may substantially be captured in six criteria:

- **Accountability** - Degree to which the governance structure has political, administrative, environmental and social accountability linkages
- **Transparency** - Accessibility of information to those affected by decisions and visibility of governance process
- **Responsiveness** - Extent of citizen orientation, public friendliness in decision-making and redress if needed
- **Clarity of Purpose** - Degree to which the prime agency understands and acts on its direct and indirect purposes
- **Advocacy** - Speaking out, leading and encouraging public dialogue on major relevant public policy issues
- **Productive Relationships** - Relative strength of relationships and recognition of dependencies with other entities

Collectively these may be seen as reflecting the overall “fitness for purpose” of the governance system or framework. It may be helpful to see these as a series of interlocking gears in a “governance machine” that ideally are all fully engaged, functional and synchronized for optimum results ([Figure 4.5](#)).

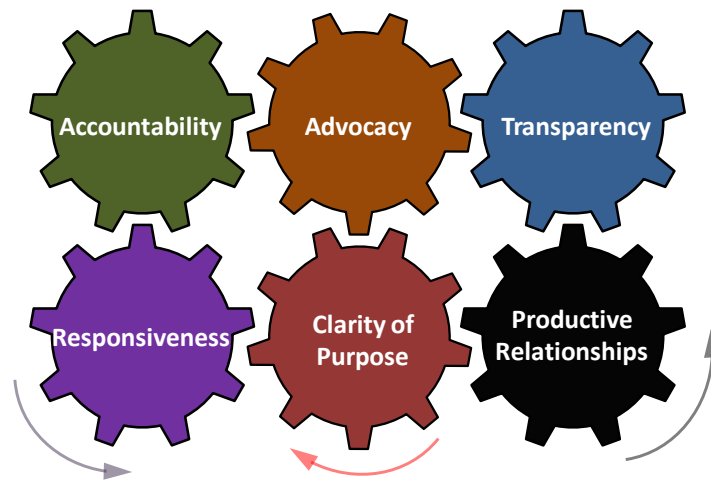


Figure 4.5: The “Gears of Governance”

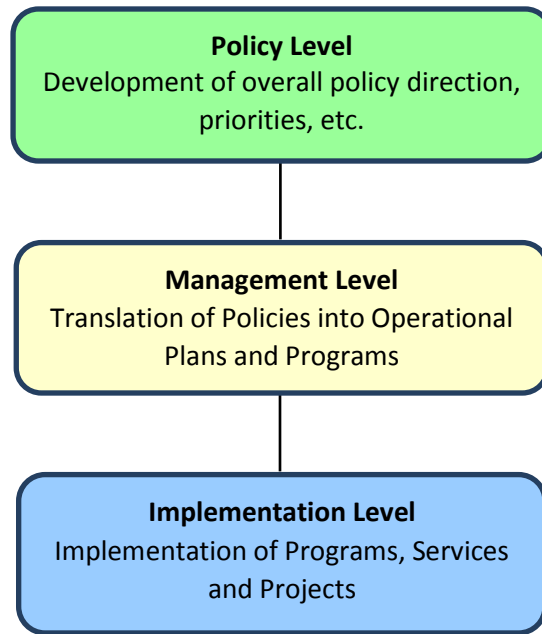
#### 4.7.3 Defining Appropriate Roles

Governance models identify the key actors and individuals that represent constituents, provide expertise and administration, or are charged to implement actions to reach intended goals and objectives. Defining the roles for each of these players is then crucial in defining both the structure and process of governance, establishing clear leadership, and clarifying lines of accountability.

The “division of labour” among levels of governance between the various elements of a governance system can be seen as a three-level hierarchy:

1. Strategic decision-making on policies, plans, funding and relationships to broader plans and public purposes is the responsibility of elected representatives;
2. Management policy is the responsibility of persons and/or bodies skilled in management, administration, service provision and financial control, including the selection of service delivery modes and structures; and
3. Implementation is the responsibility of staff or contractors hired and paid for this purpose.

Figure 4.6 provides a schematic of these three levels of governance.



**Figure 4.6: Levels of Governance**

A clear separation between policy and administration (management and implementation) is a requirement relating to defining roles that are clear and accountable, with the board of a transport agency focused on policy and holding administration accountable through metrics related to the achievement of policy objectives. Specifically, in relation to decisions that are of policy-nature, elected officials should be able to make decisions that are related to overall direction, funding, and priority-setting. As elected representatives of their constituents, they are charged by the people to make value-based decisions and are held accountable for their decisions by the people they represent.

Regardless of the structure and roles of governance, determining “who drives, who navigates, who pays for gas, and who buys the car” will need to be clarified. On matters of funding, this may raise the need to involve senior levels of government and other external partners in the overall governance structure.

#### **4.7.4 External Partner Roles**

As illustrated earlier in Chapter 3, there are a number of agencies and stakeholders external to the CRD that have special relationships or influence, impacting the CRD’s overall governance process. Considered, for all intents and purposes, as external partners to the CRD, local governments, the provincial government, and federal government all play key roles in the Capital Region’s transportation system. These transport partners directly influence the CRD’s mandate and direction (Province), funding (local, provincial, and federal governments), and implementation (provincial and local governments).



A principle of “whole-of-government” could be considered, of which the Australian government advocates is key to its current and future governance challenges and connection to the global community:<sup>33</sup>

*“Whole of government denotes public service agencies working across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues. Approaches can be formal and informal. They can focus on policy development, programme management and service delivery... Whole of government is the public administration of the future. It offers links and connections to the global community of ideas, knowledge and understanding essential for the APS to face the governance challenges of the 21st century. It extols team-based approaches to solving the wicked problems that are endemic to public policy.”*

#### 4.7.5 Formalizing and Maintaining Productive Relationships

Institutions are created for a purpose and mandated to accomplish the goals of that purpose. Practically, institutions are an aggregation of people—elected officials, professionals, staff, etc.—who direct and carry out the work of the institution. Therefore, a key principle is the need to recognize the human element behind institutions. Nobel Prize winning Professor of Economics, Douglass C. North, defined institutions from a human perspective as:<sup>34</sup>

*“...humanly devised constraints that structure political, economic and social interactions...with their major role in a society to reduce uncertainty by establishing a stable (but not necessarily efficient) structure to human interactions.”*

In their seminal work in the field of public choice, James Buchanan and Gordon Tullock introduced the analytical approach of methodological individualism that defines collective action (i.e. by governments) as based on the actions of individuals choosing from a group setting.<sup>35</sup>

From these definitions, institutions can be considered as the collective embodiment of the wishes of society (mandate), and the sequence of decisions (governance) and implementation (administration and operations) to achieve those wishes. Similarly, it can be considered that institutions start and end with human interactions. As the relationships between institutions matter, so do the individual relationships between the officers representing those institutions. It can

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<sup>33</sup> “The Australian Government Business Process Interoperability Framework”, AGIMO, Commonwealth of Australia, Canberra, 2007, p. 12.

<sup>34</sup> North, C. D. “Institutions, Institutional Change and Economic Performance”, 1990 Cambridge University Press, 2011

<sup>35</sup> Buchanan, J.M., Tullock, G. “The Calculus of Consent”, 1962 Ann Arbor: Liberty Fund Inc., 2004

then be concluded that governance, as much as it is about structure and authority, is equally about relationships—and specifically the human relationships—between the champions, leaders, and officers within and between the various organizations who play critical roles in the structure and context of institutional governance.

However, conflicts can and do often arise when decisions of a multi-faceted nature are considered. Commitment to more formal definitions of roles, responsibilities, and accountabilities can help to reduce the conflicts that arise in defining, planning, and prioritizing major infrastructure projects. Research on good governance conducted by the Australian National Audit Office concluded that: <sup>36</sup>

*“Relationships with stakeholders need to be reflected formally in governance structures to provide adequate communication flows and manage possible conflicts of interest”.*

Although desired outcomes can be achieved within ad-hoc relationships, the formalization of relationships can provide a number of benefits. These include, but are not limited to:

- **Clarity:** of mandate and purpose, and the identification of roles, responsibilities, and accountabilities of all parties involved.
- **Positive relations:** amiable cooperation between various public agencies and private sector in varying degrees of partnership, and healthy engagement of the public, including increased public confidence in agencies.
- **Co-operative synergies:** efficiencies in the sharing of resources, expertise, information, and available funding.
- **Increased funding:** the potential to combine funding to attract more funding from other levels of government or other sources.
- **Dedicated leadership:** identification of dedicated champions and leaders at all levels.

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<sup>36</sup> “Public Sector Governance, Volumes 1 & 2: Better Practice Guide”, ANAO, Commonwealth of Australia, Canberra, 2003, p. 17.

## 5. Arrangement and Structure Options

### 5.1 Transportation Governance Characteristics and Models

Transportation governance can take on a number of forms and be adapted to meet the needs and qualities of a region. As discussed in the previous chapter, renewed governance that supports the planning, funding and delivery of sustainable transportation should be based on:

1. a multi-modal perspective and sound policies;
2. a complete planning framework;
3. consideration of current institutional roles and arrangements;
4. an understanding of current and future needs; and
5. realistic goals based on clear understanding of current situations and the extent of the region's potential for change (e.g. political will, funding availability).

Governance is the vehicle in which strategies and investments are approved, funded, prioritized, and implemented into the transportation system. Sustainable transportation governance can be characterized and described in various models, providing governance options that can be evaluated to best fit a region's current and future needs.

#### 5.1.1 *Dimensions of Governance Structure*

A model of transportation governance provides a schematic description of how transportation decisions are made and funded, and the institutional arrangements supporting this process. In order to be able to assess and compare various governance models that best suit a particular region, a systematic approach is proposed that considers a three-dimensional framework with the following dimensions of governance:

1. Institutional Formalization – the degree of formality in institutional arrangements
2. Modal Completeness – the degree of multi-modalism
3. Funding Potential – the scope and breadth of funding options available

Although these three dimensions describe specific characteristics of governance, they are not solely independent and are rather highly dependent on each other. For example, increased modal completeness typically requires higher degrees of

institutional formalization. Furthermore, funding potential increases with increased modal scope and institutional formalization. Each of these governance dimensions are discussed and described in further detail.

### 5.1.2 Governance Structure Dimension 1 – Institutional Formalization

The degree of formality in the arrangement of transportation institutions can vary from independent operators, to coalitions based on loose agreements, to fully integrated and legislatively defined authorities. There are a number of definitional of institutional formalization, some of which are discuss below.

Ulberg<sup>37</sup> and Meligrana<sup>38</sup>, define transportation governance in five different levels of formalization or coordination: (i) complete independence, (ii) informal coordination, (iii) formal coordination, (iv) partial integration, and (v) full integration:

#### 1. Complete Independence

- a. most fragment
- b. regionally inefficient
- c. lack of coordination between agencies
- d. complex fare structures and rider information if more than one operator
- e. limited sources of funding
- f. beneficial if only one local authority exists

#### 2. Informal Coordination

- a. coordination through senior managements and loose short-term agreements
- b. staff-level relationships and coordination is key
- c. agreements typically based on good will between jurisdictions and operators
- d. ongoing commitment to share information required
- e. participation is voluntary
- f. disruptions from management and staff turnover

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<sup>37</sup> Ulberg, C.G. *“Issues in the Shift from Regional to Local Provision of Bus Service”*, Washington, DC: Transportation Research Board, 1990

<sup>38</sup> Meligrana, J.F. *“Toward regional transportation governance: A case study of Greater Vancouver”*, Transportation 26: 359-380, 1999

### **3. Formal Coordination**

- a. created politically
- b. institutional organization supporting local jurisdiction at a regional level
- c. typically limited to the coordination of transit services
- d. more consistent and simpler fare structures
- e. medium and long-range planning more feasible
- f. local vs. regional disputes may arise regarding planning and funding distribution

### **4. Partial Integration**

- a. regional agency performs coordinating role among local operators
- b. may operate the regional transit system itself
- c. key advantage is the support of regional transfer stations and connection to higher-capacity forms of mass transit
- d. gains planning responsibility for integrating coordinating existing local transit services with regional systems
- e. less duplication of effort
- f. conflicts over local and regional responsibilities may arise
- g. increased administrative costs due to deeper management structures

### **5. Full Integration**

- a. institutional structure where a single authority controls the system
- b. clear accountability
- c. minimizes potential conflict between planning and operations
- d. potential savings in administrative costs
- e. combines low-capacity buses with high-capacity mass transit systems
- f. greater potential benefit to the economy and urban planning

Beyond complete independent arrangements, when separate entities in a contiguous region require cooperation amongst each other, degrees of

institutional formalization can be grouped into three levels as identified by Briggs et al.<sup>39</sup>:

**1. Virtual Organization**

- a. a partnership based on voluntary participation with no legal status
- b. base on cooperative agreements such as MOUs
- c. work within existing governance structures
- d. relies on partner agencies for resources, staffing, and funding
- e. relatively easy to form
- f. example: Houston TranStar; Maricopa Transportation Policy Committee; Spokane Regional Transportation Council; Sustainable Transportation Partnership of the Central Okanagan (STPCO)

**2. Private Corporation**

- a. a virtual organization with legal status, such as a private non-profit organization
- b. typically formed through the evolving formalization of a virtual organization with a specific function
- c. staff hired and resources managed like a private organization
- d. financially independent and able to generate revenues from private sources
- e. public funding sources through contracts with government agencies
- f. participation typically through dues or other contractual agreements
- g. example: TRANSCOM (New York/New Jersey/Connecticut metropolitan area)

**3. Regional Government and Authority**

- a. created politically by legislative mandate
- b. can be a newly created organization with new functions, or an amalgamation of existing organizations and their functions
- c. can operate as a coordinating organization with services under an umbrella structure
- d. may obtain new and existing dedicated funding sources and revenue generation abilities

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<sup>39</sup> “Organizing for Regional Transportation Operations: An Executive Guide”, Booz Allen & Hamilton, for Federal Highway Administration & Institute of Transportation Engineers, FHWA-OP-01-137, July 2001.

- e. can provide the greatest capacity for region-wide integrated multi-modal planning, funding, and delivery of transportation infrastructure and services
- f. as a political entity typically, may create conflicts between local, regional, and senior-level government levels
- g. examples: TransLink (Greater Vancouver); Metropolitan Transportation Commission (San Francisco Bay Area)

It should be noted that most regional transportation organizations are currently not legal operating authorities but informal partnerships. As partners in a virtual governance arrangement, for specific corporate functions, such as procurement, land ownership, etc., these organizations must rely upon one of their participating agencies<sup>40</sup>.

Based on these examples, a simplified classification scheme can be adopted with the following levels of institutional formalization:

**1. Independent Organizations**

- a. agencies operate independently and separately from each other
- b. high-level relationships may create short-term partnerships, typically project-based
- c. sharing of staff and resources is limited, if any

**2. Informal Coordination / Virtual Governance**

- a. governance arrangement through voluntary agreements
- b. partnership may form into a coalition
- c. although no formal or legal basis, partnership duration is indefinite
- d. voluntary sharing of resources, staff, and funding without legal requirement or commitment for the good of the partnership and collective desired outcomes

**3. Formal Coordination / Corporation or Authority**

- a. formal partnership amongst public and private entities through legislation, contracts, or both
- b. wider range of authority allows for opportunities of tighter integration with less bureaucratic or corporate boundaries


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<sup>40</sup> Briggs, V. "Operations in a Regional Transportation Organization Environment", ITE Journal, pp 32-35, January 2001.

- c. greater ability for synergies and efficiencies, however potential for increased political intrusiveness

**Table 5.1** illustrates the degrees of institutional formalization as the first “governance dimension.”

**Table 5.1: Degrees of Institutional Formalization**

Governance Dimension 1	Increasing Formalization 		
Degree of Institutional Formalization	Independent Organizations	Informal Coordination / Virtual Governance	Formal Coordination / Corporation or Authority

### 5.1.3 Governance Structure Dimension 2 – Scope / Modal Completeness

As discussed in previous sections, the degree of modal completeness is important in the effectiveness of transportation agencies. Single or independent-mode agencies have limited perspectives and goals that could not only limit, but unintentionally hinder the effectiveness of funding and efforts towards sustainable transportation. Agencies operating together, or as a single authority, in a more coordinated multi-modal approach can achieve their sustainability goals more effectively.

As discussed earlier, Vuchic identified a framework in which the planning, organization, and operation of urban transportation may be classified into four levels. These four levels provide a range of modal coordination ranging from individual system elements to the overall city/urban area level:

#### 1. Level I: City-Transport Relationship

- coordination between transportation system and city’s physical components and functions

#### 2. Level II: Multi-modal Coordinated System

- incorporates street networks with transit systems and pedestrian zones

#### 3. Level III: Single Mode Network or System

- street network, rail system, bike network

#### 4. Level IV: Individual Facilities

- boulevards, intersections, bus lines



With the need for coordinated and functional governance as a basis for intelligent transportation systems, IBM<sup>41</sup> defined an “Intelligent Transport Maturity Model” similar to Ulberg, however focusing on modal coordination. Their model of modal maturity relative to governance is as follows:

**1. Level 1: Single Mode**

- single mode planning
- little coordination between various transport providers

**2. Level 2: Coordinated Modes**

- a transport vision articulated
- a single overarching regulator but with limited planning and management powers

**3. Level 3: Partially Integrated**

- integrated multi-modal transport authority
- coordinated demand management measures

**4. Level 4: Multi-modal Integration**

- integrated corridor-based multimodal planning
- dynamic demand management schemes

**5. Level 5: Multi-modal Optimized**

- integrated regional multi-modal planning
- continuous system-wide performance measures with dynamic pricing

Based on these examples, a simplified classification scheme can be adopted with the following levels of modal completeness:

**1. Single Mode**

- a. agencies operate single mode of transportation
- b. minimal or no coordinated planning between agencies, with indicators mode-specific
- c. minimal or no shared or coordinated operations between agencies

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<sup>41</sup> “Intelligent Transport: How cities can improve mobility”, IBM Global Business Services Brochure, IBM Institute for Business Value, 2009.

## 2. Limited Multi-Modal

- a. agencies operate single mode of transportation in limited coordination
- b. limited or project-based coordinated planning between agencies
- c. limited or temporary shared or coordinated operations between agencies

## 3. Full Multi-Modal

- a. all modes of travel are integrated under one system-view
- b. all modes are planned under a single planning framework, with most indicators based on non-mode specific metrics
- c. high-degree of coordination between agencies or a single multi-modal agency

**Table 5.2** provides a summary of the modal completeness and institutional formalization degrees combined, providing a range of 9 combinations with varying potential or likelihood and integration/effectiveness/complexity. This framework, incorporating the two degrees of governance discussed thus far, provides a structured construct to help understand the complexity and logic behind varying scales of transportation governance.

**Table 5.2: Degrees of Modal Completeness vs. Institutional Formalization**

Governance Dimension 2		1 Increasing Formalization →		
Increasing Scope ↓	Degree of Modal Completeness \ Degree of Institutional Formalization	Independent Organizations	Informal Coordination / Virtual Governance	Formal Coordination / Corporation or Authority
	Single Mode			
	Limited Multi-Modal			
	Full Multi-Modal			

Darker cells denote increasing degree of potential or likelihood

#### 5.1.4 Governance Structure Dimension 3 – Funding Potential

The final governance dimension is related to the potential for funding available to meet the transportation goals of a region. This dimension is typically dependent on the other two dimensions. It is subject to the degree of institutional formalization with increased secure and stable funding proportional to increasing formalization. Funding potential is also a function of the scope of the transportation governance, increasing with modal scope.

Funding potential can be described as increased yield, adequacy, stability, and predictability of funding, as well as the range of existing and potential funding sources, such as:

- Transit Fares
- Property Taxes (residential and commercial)
- Fuel Taxes
- Benefitting Area Taxes
- Motor Vehicle Levies
- Carbon Tax
- Parking Sales Tax
- Parking Area/Stall Taxes
- Project Tolling
- Congestion Pricing/System Tolling
- Area Licensing Fees
- Automobile Commuter Levies
- Municipal/ Regional Sales Taxes
- Right of Way Fees
- Payroll Taxes
- Accommodation Taxes
- Property Development Charges
- Property Rent
- Advertising

A funding strategy would allow for the appropriate consideration of various funding sources and their potential. Other considerations such as equity, public

acceptance/political will, behavioural impacts, and implementation would be required to ensure a balanced and realistic strategy is developed.

As an example, for the original funding provisions negotiated for the creation of TransLink (originally the Greater Vancouver Transportation Authority, now the South Coast BC Transportation Authority), a range of existing and new revenue sources were identified and provided to TransLink (through the creating and governing legislation GVTA Act, now the SCBCTA Act). These were:

(i) Existing Sources

- Transit fares;
- Residential and commercial property taxes;
- Parking sales taxes;
- AirCare test fees (limited to recovering the cost of the AirCare program);
- Levies on BC Hydro residential electricity accounts; and
- Gasoline taxes (transferred from the Province).

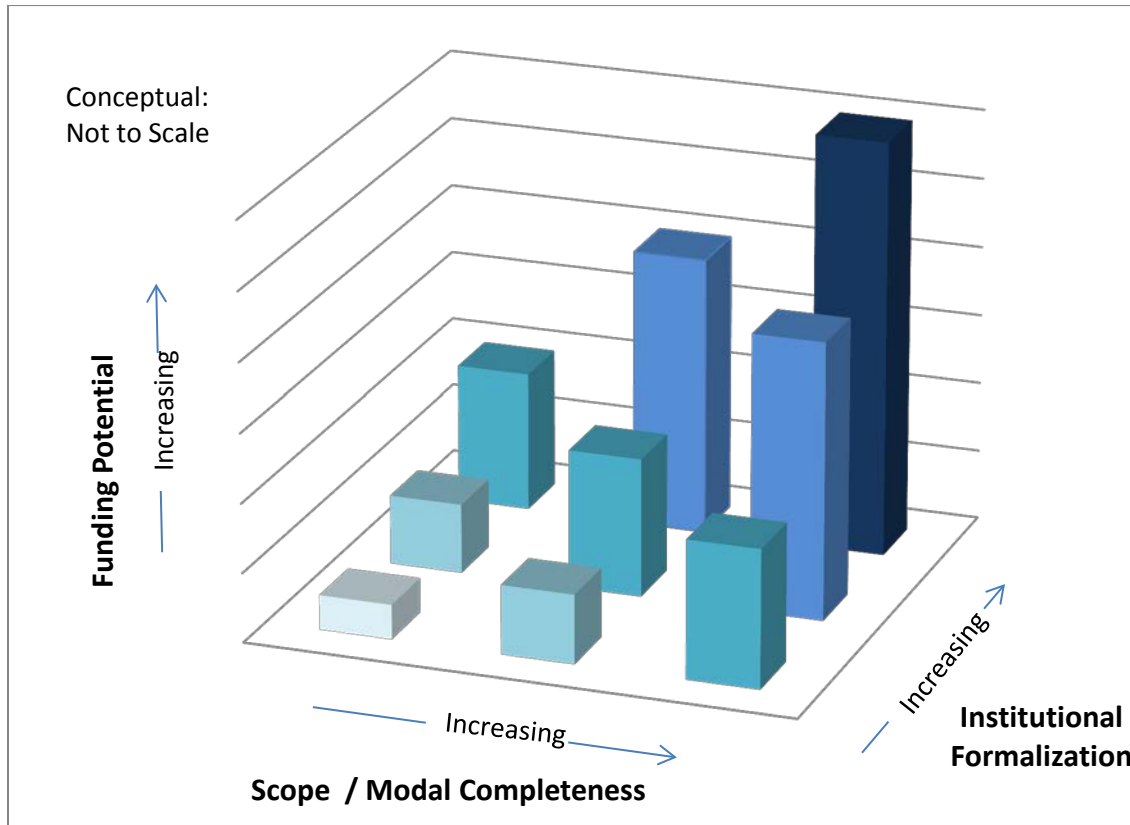
(ii) New Sources

- Cost recovery tolls on improvements to parts of the Major Road Network;
- Charges on any owner or operator of a motor vehicle in the region (charges can be variable or different by specified class), as of October, 2001;
- A tax on non-residential parking lots by area and/or number of spaces;
- An additional local ad valorem tax of up to 21% on parking fees; and
- Taxes on properties within specified zones that benefit from nearby transportation stations or facilities that TransLink constructs or funds.

As it can be seen, a diverse range of funding sources allows TransLink to develop funding strategies that provide the necessary yield, stability, and demand-influencing user-pay revenue streams to expand and operate a complex multi-modal transportation system.

In summary, the key driver for increasing institutional formalization is modal completeness. In essence, governance pertains to the degree of institutional and decision making formalization, which can range from informal or ad-hoc committees, to legislatively established structures. Furthermore, increased scope requires increased funding needs and increased institutional formalization allows for the necessary structure in which to engage and implement appropriate mechanisms for increased funding

**Figure 5.1** provides a graphical illustration of the conceptual relationship between increasing transport scope, institutional formalization, and funding potential.



**Figure 5.1: Funding Potential with Respect to Institutional Formalization and Scope**

## 5.2 Outcome-Focused Governance Structure

The Capital Region’s eventual transportation governance structure should be capable in delivering on the outcomes it is designed for. The RTP outlines five **outcome themes** and **statements** that are to be considered in defining the scope and capability of the institutional vehicle required to achieve these outcomes. The outcomes suggest some significant **scope elements** will need to be considered in the development of the eventual governance structure.

Combined with the daily cycling and walking mode share targets of 15% each (by 2038) and daily transit mode share of 12% (by 2030), the required scope elements summarize the goal of the required governance structure. [Table 5.3](#) provides a “governance ability and outcome” statement that can be used as the basis in the design and assessment of governance structures capable of delivering the full extent of the RTP.

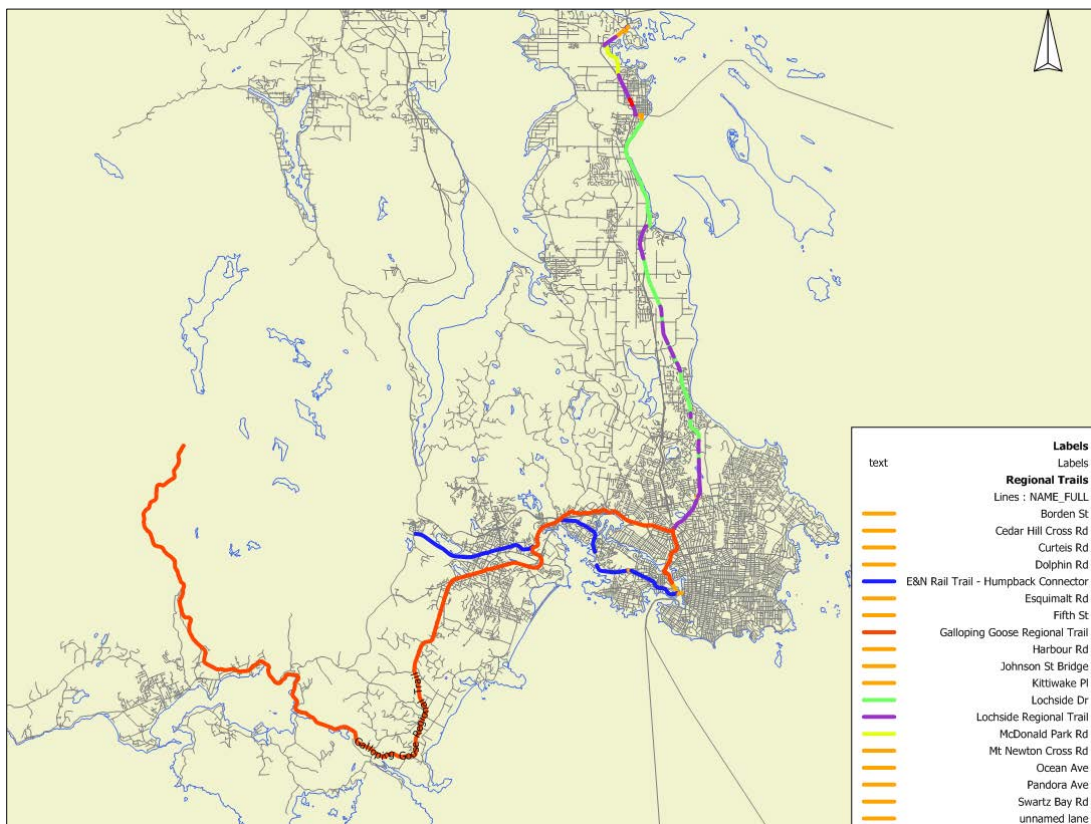
**Table 5.3: Required Governance Scope and Ability in relation to Outcome Themes**

<b>Outcome Theme</b>	<b>Outcome Statement</b>	<b>Required Governance Scope and Ability</b>
<b>Integrating Land Use and Transportation</b>	Movement between communities, mobility hubs and major destinations is facilitated through a network of regional multi-modal transportation corridors (RMN).	the ability to significantly influence land use
	Mobility hubs align with the Regional Sustainability Strategy (RSS) and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub regional and regional scale.	
	Transportation and land use planning tools are integrated at the local and regional levels.	
<b>Creating Exceptional Environments for Walking and Cycling</b>	Cycling is an appealing, safe and viable transportation option for residents and visitors of all skill and confidence levels.	the authority and/or influence for active transportation infrastructure; daily cycling and walking mode share targets of 15% each by 2038
	Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.	
<b>Taking Transit to the Next Level</b>	Public transit is a preferred choice of transportation in the region, attracting new riders through comfortable, safe, accessible and convenient service.	the authority and/or influence in the creation and operation of a transit system that attracts new riders; daily transit mode share 12% by 2030
<b>Getting the Most out of Our Roads and Trails</b>	Existing regional transportation infrastructure is optimized and enhanced by new technology where appropriate	the authority and/or influence of the existing road and trails system, including implementation of technology
<b>Influencing Travel Behaviour</b>	Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis and high occupancy vehicles.	the authority and/or influence of tools and programs to shift travel behaviours towards sustainable modes of travel

### 5.3 Current CRD Transportation-Related Services and Structure

Currently within the CRD, there are a variety of transportation-related services distributed across four service divisions. Planning Information Services, under the Planning & Protective Services, provides the planning, analysis, advocacy and monitoring services for most of the CRD. With a similar scope, however to a lesser degree, the Salt Spring Island (SSI) Administration administers transit and transportation services and functions. Although the SSI Administration manages transportation in a more autonomous manner from the rest of the CRD, Planning Information Services provides a coordinating and supportive role for SSI Administration.

The planning, development, management, and maintenance of Regional Trails are currently provided by Parks & Environmental Services. The trails system consists of approximately 100 km of urban and rural trails categorized as bike and pedestrian trails, multiple-use trails (including horseback riding), or hiking and walking pathways. Three trails make up the regional trails system: Lochside Regional Trail, Galloping Goose Regional Trail and the E & N Rail Trail. At various locations, the trails utilize approximately 18 km of municipal roads to provide network continuity.



### Figure 5.2: Regional Trails

Regional docks services are currently provided by Integrated Water Services. These docks provide connectivity to the transportation network for regional residents separated by water bodies.

**Table 5.4** summarizes the current transportation-related services across different service divisions.

**Table 5.4. Current Transportation-Related CRD Services**

Transportation-Related Service	Current Services Division
Planning Information Services	Planning & Protective Services
Regional Trails	Parks & Environmental Services
SSI Transit & Transportation	Salt Spring Island (SSI) Administration (under Planning & Protective Services)
Regional Docks	Integrated Water Services

The four transportation-related services report to the CRD Board through a number of committees and commissions. Each service reports to one or more of the following committees/commissions:

- Transportation Select Committee
- Planning, Transportation & Protective Services Committee
- Regional Parks Committee
- Electoral Area Services Committee
- Salt Spring Island Transportation Commission
- Southern Golf Islands Harbour Commission
- Fernwood Dock Management Commission

A schematic of the current CRD decision and reporting Structure for the four transportation-related services is provided in **Figure 5.3**.



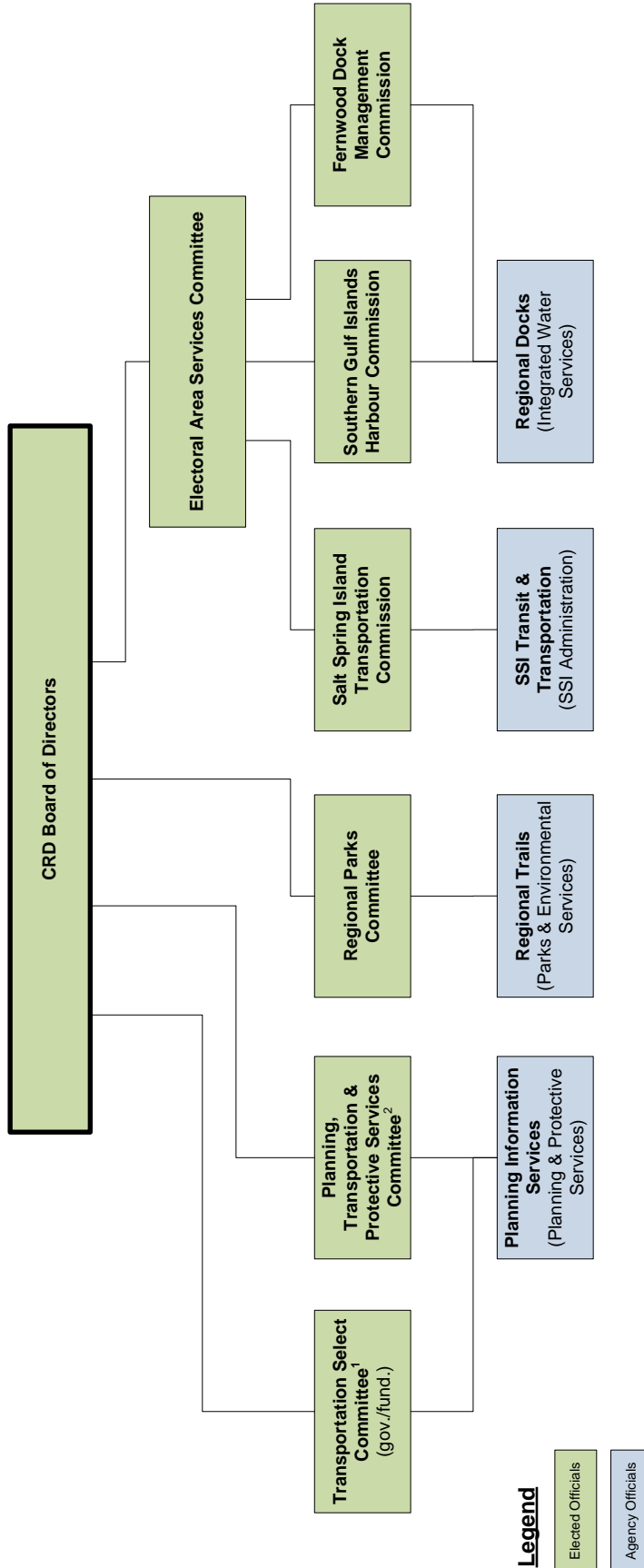


Figure 5.3. Current Transportation-Related CRD Decision and Reporting Structure

<sup>1</sup> Transportation Select Committee expected to dissolve after RTP approval

<sup>2</sup> Planning, Transportation & Protective Services Committee expected to be renamed to "Planning & Protective Services Committee" after RTP approval

While the current arrangement of transportation-related services is functional, there are a number of issues and limitations to the existing structure in relation to the achievement of the RTP outcomes. Some of the main issues are:

- the current transportation-related services are fragmented across various services divisions
- the current internal transportation services arrangement inhibits coordinated planning towards a multi-modal system
- the current structure hampers the ability to efficiently absorb additional scope of services
- the reporting and decision process is complex, with the CRD Board of Directors and seven committees and commissions overseeing the four transportation-related services

## 5.4 Transportation Services Extension Models

Given the issues and limitations of the current transportation-related services arrangement within the CRD, a model that provides the ability to expand and evolve towards a fully multi-modal transportation system for the Capital Region is needed. The achievement of desired transportation outcomes as identified in the RTP will eventually require greater governance formalization to provide increased regional authority on transportation. Although a complete authority, through legislation, could be created within a short period of time, this may be too dramatic of a change for the Capital Region. An adaptive governance framework is proposed that allows for the most appropriate regional transportation governance structure to evolve over time.

To this end, a three-step evolutionary model of governance formalisation is proposed that demonstrates the **conceptual feasibility** of a Transportation Service within the CRD—from a simple consolidation of existing transportation-related services, to a full-scale governance structure with authority over all regional modes of transportation, including transit.

### 5.4.1 Step 1: Consolidated Transportation Services

The first step in the evolution of the CRD's transportation governance proposes to consolidate the existing four transportation-related CRD services (as defined in [Table 5.4](#)). This consolidation proposes no increase in scope or the need of additional resources or staffing—it is simply a reorganization of functions and resources to centralize transportation planning and services, and aligns the CRD towards further formalized structures (to be defined in Steps 2 and 3).

The consolidation of existing services into a single **CRD Transportation Services** division can be implemented through a CRD bylaw. This bylaw would be drafted to enable ownership of assets, to be able to legally enter in to lease agreements and contracts, and have the ability to borrow and administer funds for its purposes.

The consolidation process itself can consist of number of “sub-steps” with the first “sub-step” being the consolidation of cost centres into a “virtual division” prior to the re-allocation of staff and resources. This allows for a more smooth integration and implementation process, while providing minimal disruption to staff and existing work plans.

**Figure 5.4** provides a simple schematic of the possible consolidated transportation services structure, which focuses the four separate CRD transportation-related services under a single CRD Transportation Services division. The administration of this new division could be allocated to an existing management-level staff member, with possible changes to the roles and responsibilities to some of the existing professional staff. The inclusion of Regional Trails and Regional Docks requires CRD Transportation Services to develop and own capital assets, as well as be able to maintain current and establish new agreements and contracts with external partners.

#### *Decisions & Reporting*

In regards to the decision and reporting process, the CRD Transportation Services would report to a **Transportation Standing Committee (TSC)** comprised of CRD Board Directors. The TSC would report to the CRD Board on matters of significant decisions such as major plans, capital works, funding approvals, and governance. From within the membership of the TSC, working groups would be formed to focus on subareas of the Capital Region, or in regards to topics such as modes or capital projects.

A **Transportation Advisory Committee (TAC)**, comprising of professional representatives from local governments, BC Transit, MoTI and the CRD, would act as the main technical advisory body to the TSC. Transportation Services would support and report to TAC and various sub-committees (e.g. standing committees) and working groups (e.g. task groups) that could be formed to allow TAC members to focus on specific topics and matters to support TACs mandate. Under this model, VRTC is assumed to continue under status quo, with existing formal linkages to the CRD still intact.

**Figure 5.5** illustrates the possible decision and reporting structure of the consolidated transportation services structure. It should be noted that this structure would continue to require a collaborative approach with municipal and agency staff, currently maintained through ad-hoc partnerships. It is envisioned this new structure would allow for increased formalization in collaboration through the TAC.

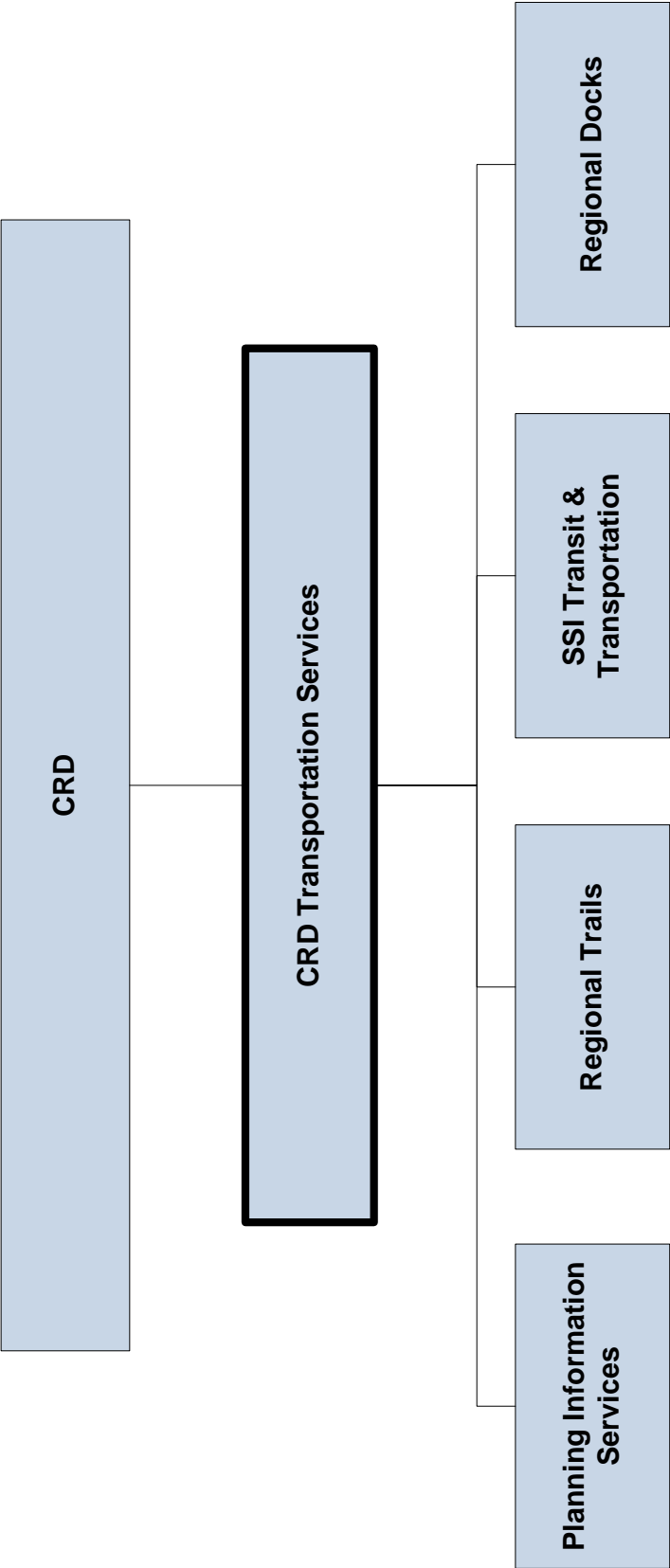


Figure 5.4. Step 1: Consolidated CRD Transportation Services Structure

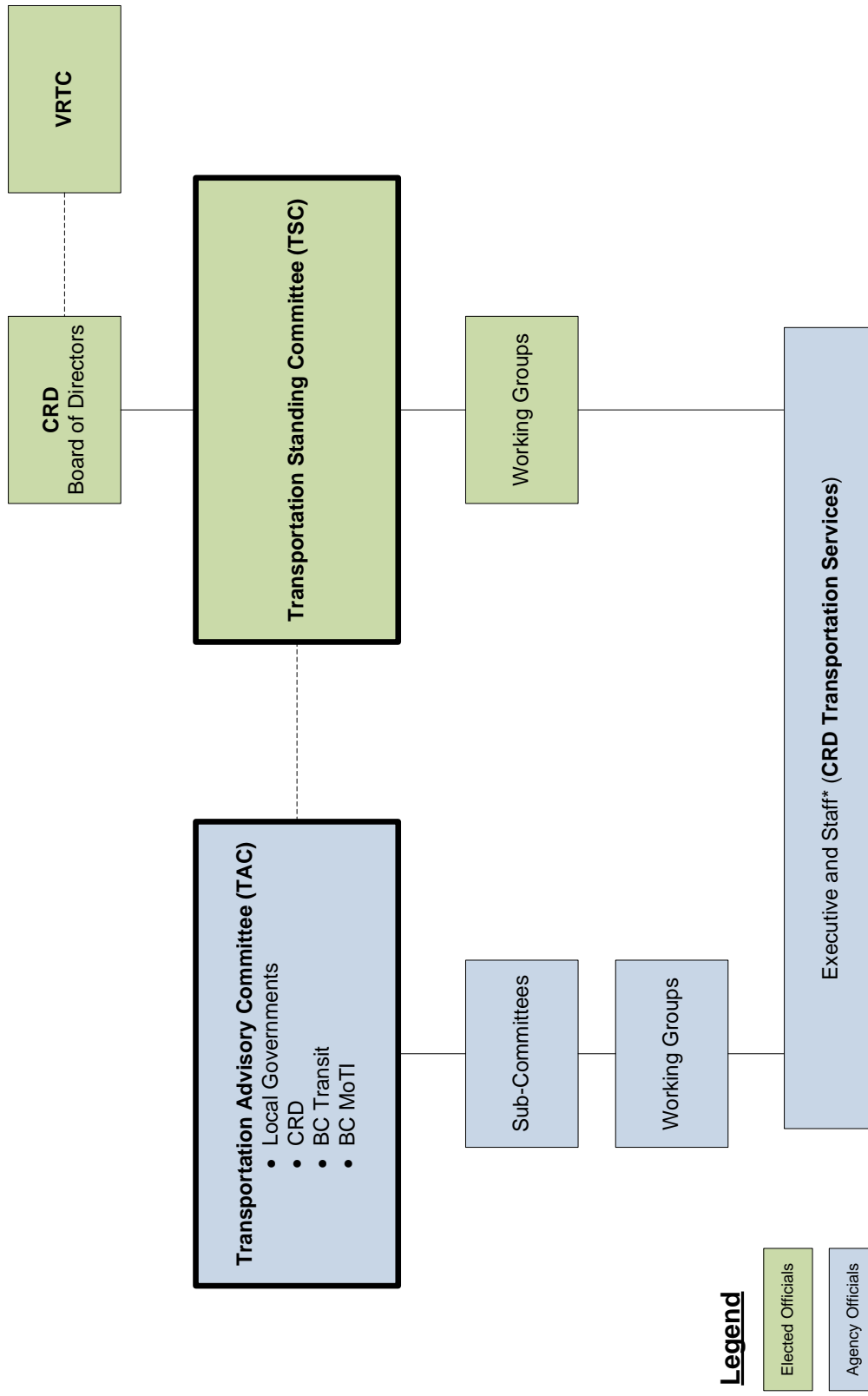


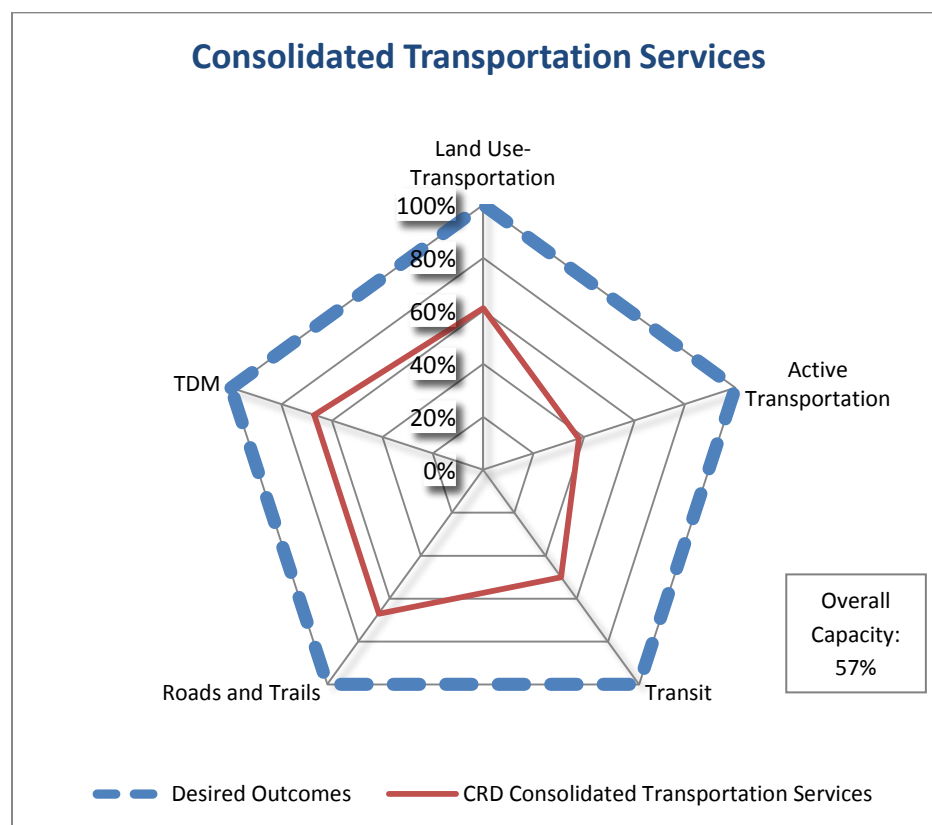
Figure 5.5. Step 1: Consolidated CRD Transportation Services Decision & Reporting Structure

\* Collaborative approach working with municipal and agency staff.

The value in the consolidation of existing transportation-related CRD services are:

- synergy of planning under an initial multi-modal framework
- reduced duplication of efforts, and increased impact through a more concerted effort
- reduced complexity in reporting and decision making
- clarity and simplification of transportation services within the CRD for external stakeholders and general public
- making the first step into a more formalized governance model towards the ability to achieve the RTP's desired outcomes

Although Step 1 is a necessary and critical transformation of CRD's transportation services, this new structure will not be able to achieve the full extent of the RTP Outcomes and mode share targets. Relative to the RTP Outcome Themes, the Consolidated Transportation Services governance structure is estimated to have approximately 57% of the required capacity to achieve all of the RTP's outcomes (Figure 5.6.)



**Figure 5.6. Step 1: Consolidated Transportation Services Capacity Relative to Desired RTP Outcomes**

### 5.4.2 Step 2: Expanded Transportation Services

Without the addition of new functions, the consolidation of transportation services (Step 1) essentially consists of the same scope as the unconsolidated arrangement of the original four transportation-related CRD services. As per the RTP, an increase in scope will be eventually required, triggering the need to evolve to Step 2, the expansion of transportation services.

Step 2 in the evolution of the CRD's transportation governance proposes to expand the scope of transportation services to move closer to achieving the RTP Outcomes. In doing so, this would require an increase in resources, staffing, and budget.

The **expansion of scope** from the Consolidated Transportation Services structure would essentially be a formalization of existing functions into "departments", supported by an increase in capacity (i.e. staffing, resources, and budget). This change can be implemented a CRD bylaw or coded into the original bylaw that established the consolidation of transportation services in Step 1. The Expanded Transportation Services structure could formally define functions as departments that report to a senior-level administrator. The addition of new staff resources could further adjust the roles and responsibilities of existing staff.

The proposed five departments under an Expanded Transportation Services division are:

- Planning and Evaluation
- Transportation Projects and Infrastructure
- Transportation Programs
- Marketing & Communications
- SSI Transit & Transportation

**Figure 5.7** provides a simple schematic of the possible Expanded Transportation Services structure, showing the five functions under a single CRD Transportation Services division. Under this structure, the SSI Transit and Transportation function is still kept intact and operating autonomous to a degree, while benefiting from the coordination of a centralized transportation services division.

#### *Decisions & Reporting*

The decision and reporting process for this Step 2 Expanded CRD Transportation Services would remain the same as in Step 1 of the Consolidated structure. This allows for the changes to focus on the services organizational and staff structure while keeping the decision and reporting structure relatively unchanged—other than possibly the addition of working groups that may be needed for some of the

newly formalized “department” functions. **Figure 5.8** illustrates the possible decision and reporting structure of the consolidated transportation services structure.

The value in the expansion of scope from the consolidated transportation services structure is:

- increased capacity for the various and complex needs of multi-modal planning and implementation
- increased formalization to allow for efficiencies under each of the specific functions/departments
- an organizational structure that demonstrates a more organized and serious approach to external stakeholders and general public
- a more formalized governance model moving the CRD towards the ability to achieve the RTP’s desired outcomes.

Although Step 2 moves the CRD closer towards its transportation goals, with the lack of transit planning authority this new structure will not be able to fully achieve the RTP Outcomes and targets given the significance of transit to a fully-functional multi-modal system. Relative to the RTP Outcome Themes, the Expanded Transportation Services governance structure is estimated to have approximately 80% of the required capacity to achieve the RTP outcomes (**Figure 5.9.**)



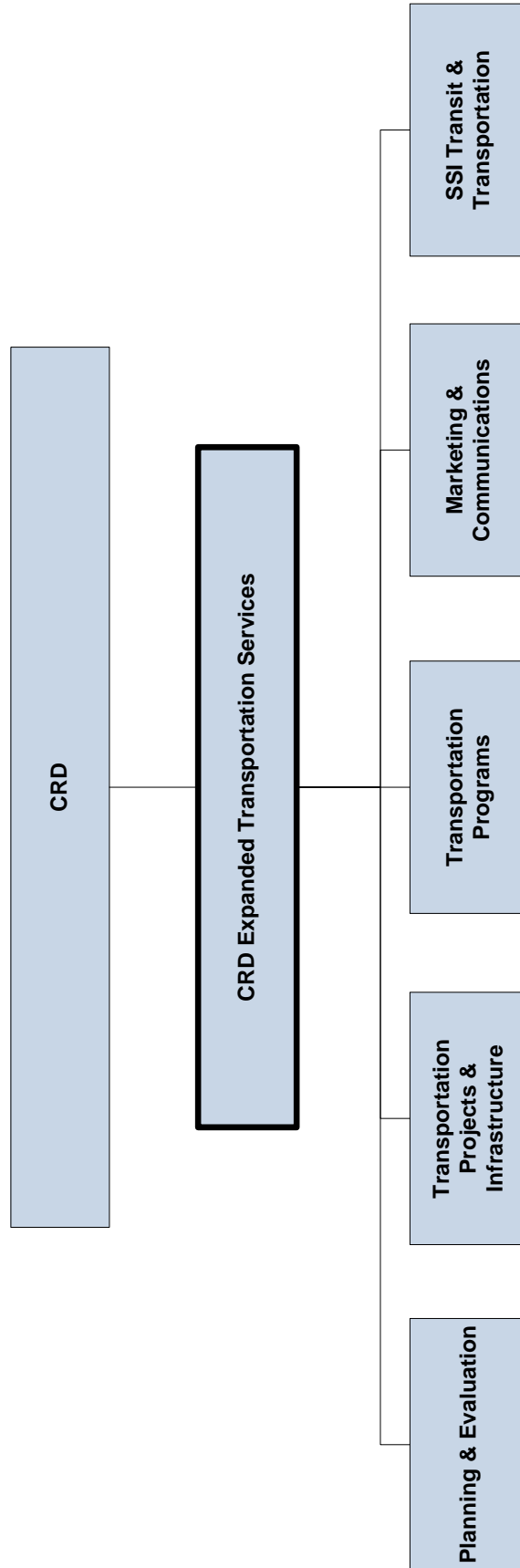


Figure 5.7. Step 2: Expanded CRD Transportation Services Structure

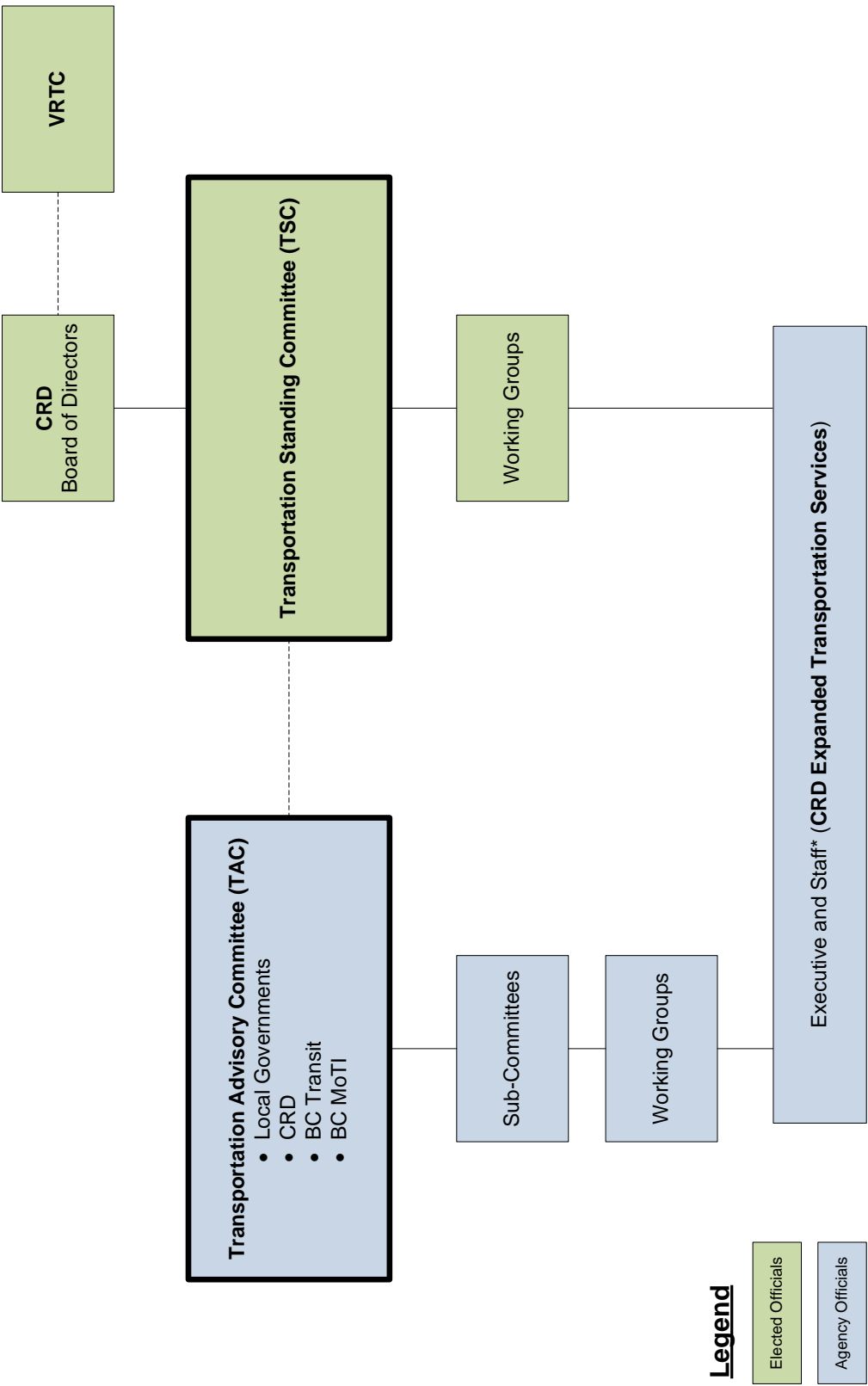
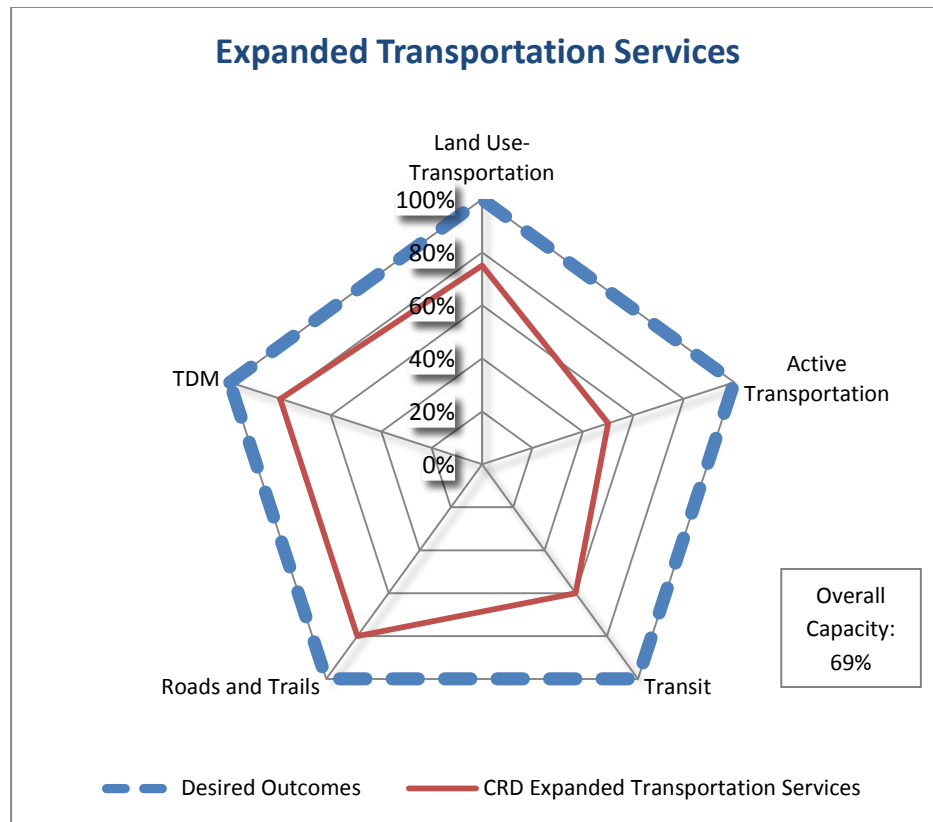


Figure 5.8. Step 2: Expanded CRD Transportation Services Decision & Reporting Structure



**Figure 5.9. Step 2: Expanded Transportation Services Capacity Relative to Desired RTP Outcomes**

#### 5.4.3 Step 3: Capital Region Transportation Authority

To be in a position to fully achieve the RTP Outcomes, a final Step 3 in the evolution of the CRD's transportation governance model may need to be considered. This final step, the establishment of the **Capital Region Transportation Authority (CRTA)**, sees the CRD incorporating transit planning, administration of programs, and the oversight of transit-related budgets and capital decisions. With transit under the same authority as the other modes of transportation, a fully-functional and integrated multi-modal transportation system can be achieved.

A key process in establishing the CRTA is the drafting and enacting of new legislation similar to that which established TransLink (i.e. GVTA ACT, now SCBCTA Act). This process would require negotiations between the Province and the CRD, and would also result in amendments to existing legislation, as needed.

Evolving from the expanded services structure (Step 2) into the CRTA structure (Step 3) would see the splitting of the Planning and Evaluation department into two new departments: Strategic Planning and Evaluation, dealing with long-term

and “big-picture” planning and policies; and Implementation Planning, which would focus on short-term and operational planning.

The most significant change would be the absorption of transit planning and administration under the CRTA. The planning of transit would be moved to the two new planning departments; however the operations and administration of transit could be made under a “super department” or run as a subsidiary. This would integrate transit planning into a multi-modal planning framework, while maintaining current efficiencies, processes, and structures of transit administration and operations.

The proposed six departments under a Capital Region Transit Authority are:

- Strategic Planning and Evaluation
- Implementation Planning
- Transportation Projects and Infrastructure
- Transportation Programs
- Marketing & Communications
- Transit

Under this new step, significant levels of resources will be required to absorb the changes to the scope of services and magnitude of levels of effort required. Most of the additional resources would be shifted from BC Transit. However, there may be a need of increased resources and budgets to tackle the increased complexity that comes with an integrated multi-modal transportation system.

**Figure 5.10** provides a simple schematic of the possible institutional arrangement, showing the six department/functions under a single CRTA structure. With the significance of the changes, the SSI Transit and Transportation function would be absorbed into the CRTA structure, however transit and transportation autonomy for the SSI would be able to remain intact through an appropriate reporting and decision structure.

#### *Decisions & Reporting*

Under the CRTA structure, the TSC would be transformed into the CRTA Board with TSC Working Groups converted to Committees. The decision and reporting structure for TAC would remain the same as in Steps 1 and 2, allowing for consistency in the provision of technical advice. It is noted that with the transfer of transit to the CRTA, the VRTC is assumed to dissolve (with appropriate amendments to legislation). **Figure 5.11** illustrates the possible decision and reporting structure of the CRTA structure.

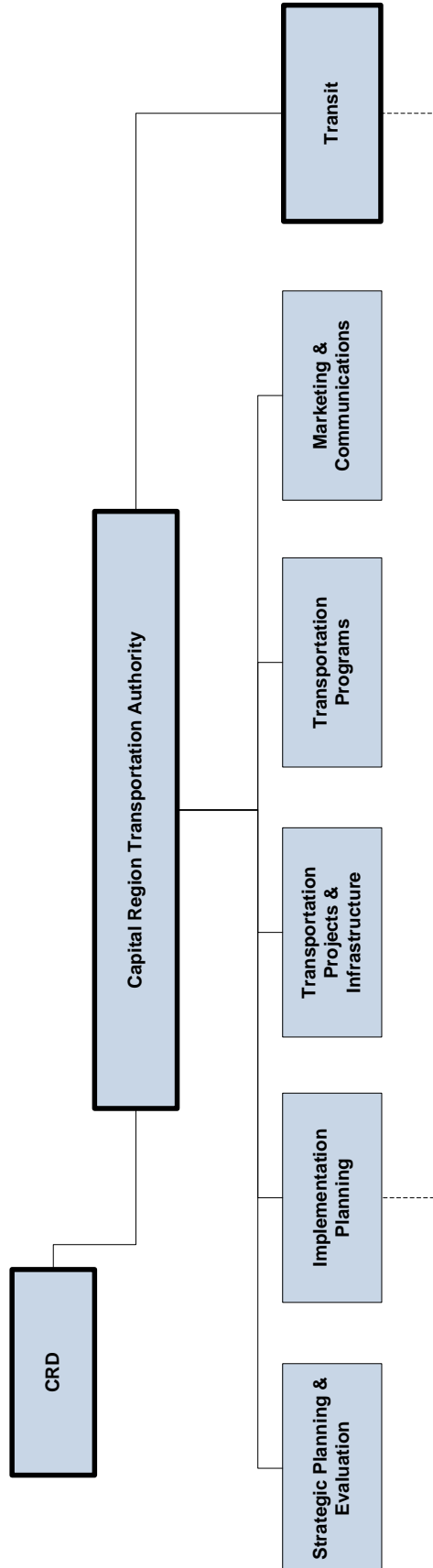


Figure 5.10. Step 3: Capital Region Transportation Authority Structure

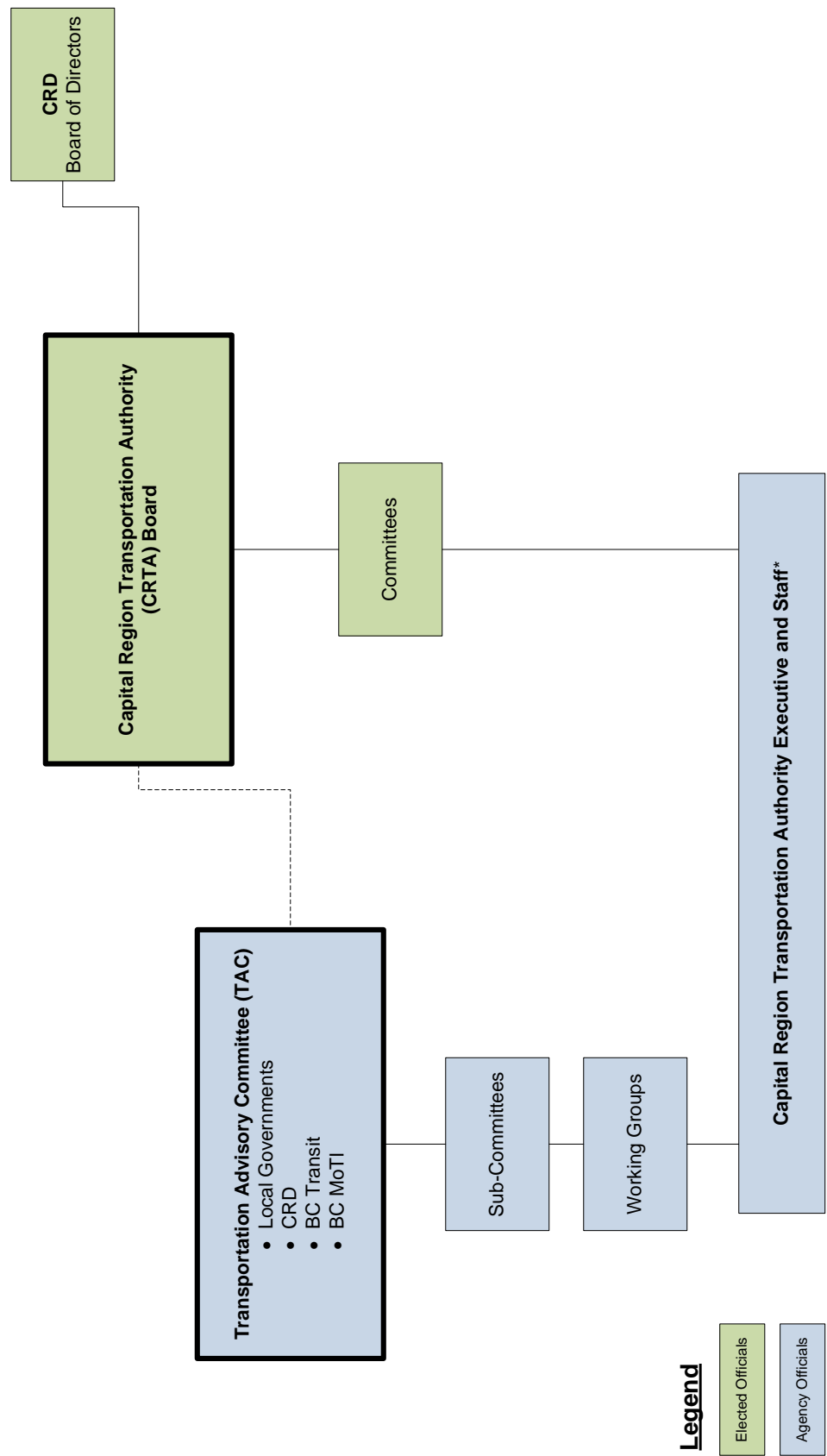
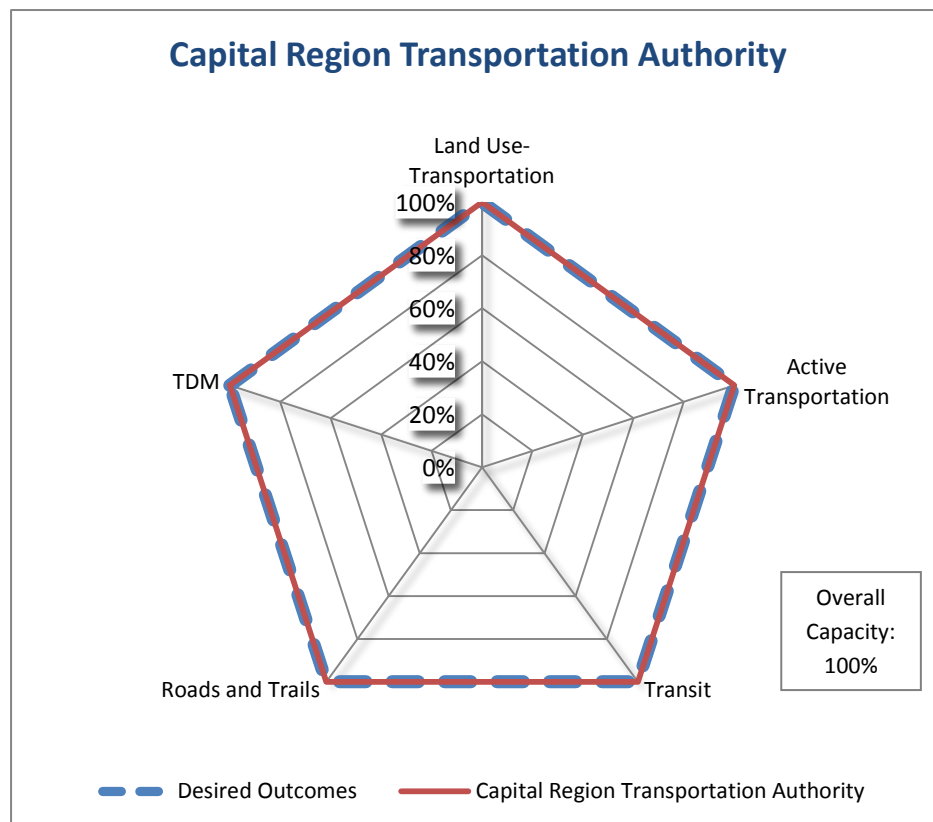


Figure 5.11. Step 3: Capital Region Transportation Authority Decision & Reporting Structure

The value in establishing the CRTA is:

- a complete integrated multi-modal planning and implementation framework
- increased formalization through legislation allows for a greater range of funding options
- an organizational structure that matches the significance of transportation in the Capital Region, demonstrating action to external stakeholders and general public
- a formalized governance model that provides the CRD with the ability to fully achieve the RTP Outcomes.

With the establishment of the CRTA, relative to the RTP Outcome Themes, this new governance structure is estimated to fully provide the required capacity to achieve the RTP outcomes (**Figure 5.12.**)



**Figure 5.12. Step 3: Capital Region Transportation Authority Capacity Relative to Desired RTP Outcomes**

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## 6. Implementation

The previous chapters define the underlying policy basis and theoretical need for an increase in the **formalization of a collaborative multi-modal governance model**. Furthermore, an evolutionary model of governance formalisation is proposed that supports the **conceptual feasibility** of a Transportation Service within the CRD—from a simple consolidation of existing transportation-related services, to a full-scale governance structure with authority over all regional modes of transportation, including transit.

The remaining test for feasibility in moving forward with the evolution of the CRD's transportation governance is the **practical feasibility**, which defines the capacity and serviceability needs to establish increasingly formalized structures.

Key considerations<sup>42</sup> and implications that will be required to implement Steps 1 through to 3 in the evolution of CRD's transportation governance are discussed in this Chapter.

### 6.1 Scope of Services and Organization

Defining the scope and description of services in detail is the initial step in establishing a revised governance structure. For the consolidated transportation services structure, the scope of services is to remain the same. However, the initial organizational structure of service delivery would reflect the newly consolidated model (**Figure 5.4**), which is essentially a centralized reporting of transportation-related services under a new services division called "CRD Transportation Services."

#### 6.1.1 Scope of Services

The scope of services under the consolidated structure remains the same with the following scope dimensions, however increases in scope will trigger additional functions and abilities:

*Modal Scope:* through authority for roads (through local government CRD members) and regional trails

- walking
- cycling
- automobile (SOV & HOV)
- goods movement (roads)
- transit (limited to SSI administration and advocacy in Steps 1 & 2)

<sup>42</sup> Details identified are examples only for purposes of demonstrating practical feasibility. They can be used to provide a gross estimate of expected increases in capacity needs.

*Asset Scope:* Ownership and management of assets limited to the following

- regional trails (CRD Peninsula), municipal segments through lease agreements
- regional docks (EA)

*Services Scope:*

- service administration
- limited strategic, tactical, and project planning and studies; increasing scope with increasing formalization (i.e. establishment of Steps 2 and 3)
- policy research and development
- analysis and analytics (i.e. modelling)
- data collection, monitoring and evaluation
- project management and coordination
- limited capital works (regional trails and docks); increasing scope with increasing formalization (i.e. establishment of Steps 2 and 3)
- limited asset management, operations and maintenance (regional trails and docks) increasing scope with increasing formalization (i.e. establishment of Steps 2 and 3)
- limited communications and marketing increasing scope with increasing formalization (i.e. establishment of Steps 2 and 3)
- contracts and agreements administration (i.e. SSI Transit AOA, municipal-owned regional trails segments); Step 3 may see SSI Transit AOA dissolved re-defined under a transfer of transit authority to the region
- limited borrowing ability; increasing scope with increasing formalization (i.e. establishment of Steps 2 and 3)
- support of committees and associated governance structures

### *6.1.2 Service Area and Participants*

The boundaries of the service area should be formally defined according to the legal definition of the CRD boundaries. The participants should also be formally identified as the 13 municipalities and 3 electoral areas. This is expected to remain the same through all governance evolution Steps 1 through 3.

### *6.1.3 Cost Recovery*

The method of cost recovery for this service should be defined, including the maximum amount that may be requisitioned for the service, as per § 804(2) of the LGA. Further considerations to changes may be required in Step 3.

## 6.2 Legal Basis

Step 1 is simply a consolidation of existing transportation functions at the CRD and should not require any additional authority since such authority already exists. However, a service establishing bylaw could be used to confirm the establishment Step 1 and further coded to allow for the establishment of Step 2 (expanded services) when required, without the need for bylaw amendment or a new bylaw. A service establishing bylaw would need to describe the function in broad terms and the means by which it would be governed and financed (see LGA § 800.1).

The CRD's **New Service Request Toolkit** should be used to establish Step 2 (expanded services). Refer to Appendix A for a discussion of the use of the New Service Request Toolkit.

Step 3 would involve amendments to existing legislation, such as the BC Transit Act, which would likely be best accomplished in a separate piece of legislation and require the involvement and approval of the Province.

Substantial, if not unanimous support from member municipalities and electoral areas would be required, of which a clear understanding of the benefits of each evolutionary step should be conveyed.

The official name of the new service is suggested to be "CRD Transportation Services" under both Step 1 and Step 2.

The official name of the new authority under Steps 3 is suggested to be the "Capital Region Transportation Authority" (or abbreviated as "CRTA").

## 6.3 Decision and Reporting

Currently, the four transportation-related services report to the CRD Board through one or more of the following committees/commissions:

- Transportation Select Committee
- Planning, Transportation & Protective Services Committee
- Regional Parks Committee
- Electoral Area Services Committee
- Salt Spring Island Transportation Commission
- Southern Gulf Islands Harbour Commission
- Fernwood Dock Management Commission

It is assumed the following changes would be made upon establishment of a consolidated CRD Transportation Services division (see [Figure 5.5](#)):

- **Transportation Select Committee:** This committee would have fulfilled its role under the current governance structure. The scope of this committee<sup>43</sup> could be transferred to working groups (and eventually a committee in Step 3) under the TSC (or CRTA Board under Step 3) dealing with subjects related to public transit/LRT and governance and funding.
- **Planning, Transportation & Protective Services Committee:** This committee would continue to exist however with the reduction of transportation as a scope under its purpose (as per terms of reference)<sup>44</sup>. The title of the committee would also be amended to “Planning & Protective Services Committee” or PPSC. CRD Transportation Services would not report to the newly amended PPSC.
- **Regional Parks Committee:** The transfer of the authority of regional trails to the newly formed CRD Transportation Services would remove the scope of regional trails from Regional Parks and subsequently matters of regional trails would no longer report to the Regional Parks Committee. Reporting on regional trails could be made to a working group under the TSC (eventually a committee reporting to the CRTA Board in Step 3).
- **Salt Spring Island Transportation Commission:** This commission is expected to stay intact and continue to report to the Electoral Area Services Committee. However, the commission could be represented within the TSC as a working group representing SSI (eventually a committee reporting to the CRTA Board in Step 3). This allows for the SSI Transportation Commission to maintain its autonomy while contributing to, and benefiting from, the new Transportation Service. Bylaws 3450 and 3438 may need to be amended to reflect such participation.
- **Southern Golf Islands Harbour Commission and Fernwood Dock Management Commission:** As authority over regional docks would be transferred to the Transportation Services division, matters related to regional docks would no longer apply to these commissions. The scope of regional docks would be considered within a working group under the TSC (eventually a committee reporting to the CRTA Board in Step 3).
- **Electoral Area Services Committee:** Members of this committee could be appointed to the TSC and/or a working group representing Electoral Areas (or the CRTA Board and/or committee in Step 3). No amendments are expected for this committee other than the removal of the scope of regional docks.

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<sup>43</sup> Transportation Select Committee – Terms of Reference, April 11, 2012

<sup>44</sup> Planning, Transportation and Protective Services Committee Terms of Reference – Revised, March 26, 2014

Under governance structures Steps 1 (consolidated) and 2 (expanded), a key action is the establishment of the TSC and its working groups, and TAC and its supporting sub-committees and working groups (see [Figures 5.5.](#) and [5.8](#)). The TAC's mandate would be to set policies and priorities, guide and facilitate actions based on predetermined performance metrics.

A terms of reference should be created and adopted for each of the main committees, as well as supporting working groups and sub-committees. It is suggested the terms of reference be detailed enough to ensure clarity on scope and purpose, reporting structure, membership, representation and term, procedures (especially related to voting and adoption of resolutions), and budgets.

External agency membership to the TAC should be made formal through the use of an MOU or similar partnership documents. Along with the terms of reference, the MOU could include elements such as the identification of all parties involved and their roles, responsibilities and accountabilities, clarity of purpose and mandate, meeting and decision making protocols, expectations regarding capacity and implementation levels, and protocols framing responsiveness and communications. Ultimately, the intent of these instruments is to provide a degree of clarity accountability, fairness, and confidence.

With the structure of TAC remaining effectively the same through the evolution of governance (from Steps 1 through to 3), this provides a degree of consistency and allows this advisory committee to mature and adapt through the evolutionary process.

## 6.4 Capacity and Service Delivery

An estimated staff total of 4.2 FTE has been identified within the four transportation-related services that are potentially subject to being reorganized into the consolidated CRD Transportation Services division:

- Planning Information Services
  - Manager (0.4 FTE)
  - Sr. Transportation Planner (0.3 FTE)
  - Active Transportation Planner (1 FTE)
  - Admin. Clerk (1 FTE)
  - Communications Specialist (0.1 FTE)
- Regional Trails
  - Parks Planner (1 FTE)

- SSI Transit & Transportation
  - AOA Administration and transportation/transit staff support (0.2 FTE)
- Regional Docks
  - staff support (0.2 FTE)

For Step 1, consolidated services, it is expected this staff total would not change, however some reorganization of staff and resources may be required. This would need further discussions and cooperation of all services divisions involved, including affected staff. The same degree of senior-level management support is assumed to oversee the consolidated CRD Transportation Services. Their FTE levels are not included in this initial capacity assessment.

For Step 2, expanded services, it is estimated a total of 8.7 FTE could be required under the following departments:

- Planning & Evaluation
  - (3 FTE)
- Transportation Projects & Infrastructure
  - (2 FTE)
- Transportation Programs
  - (2 FTE)
- Marketing & Communications
  - Communications Specialist (0.5 FTE)
- SSI Transit & Transportation
  - AOA Administration and transportation/transit staff support (0.2 FTE)

In addition, a senior-level manager would be required to oversee the expanded CRD Transportation Services, consisting of the final 1 FTE allocation.

A collaborative approach is expected in which regional staff work with municipal and agency staff under a collaborative governance model. This allows staff from partnering agencies to gain regional experience, while the CRD benefits from local government and provincial expertise.

Initial work plans would focus on key items and priorities as identified in the RTP, such as the development of the RMN, TDM, establishment of performance and evaluation targets, and supporting the establishment of the new decision and reporting structures.

## 6.5 Budget and Funding

The budgets for each of the governance steps would grow respectively. The budgets for the initial two steps would be expected to allocate most of the financial resources to staffing, contracts/consulting, analytical tools, and data. Materials for programs and marketing/communications would increase proportionally, with a sharp increase in capital budgets beginning near the end of Step 2 and furthermore in Step 3.

The estimated budgets for Steps 1 and 2 are as follows: <sup>45, 46</sup>

- Step 1: \$1.4 million average annual budget
- Step 2: \$3.5 – 4.0 million average annual budget

The current funding source is derived from regional revenues (majority from conditional transfer from government and sale of services). As discussed in Section 5.1.4, there are a number of possible funding sources that could be considered and pursued to expand the suite of funding potential. It is expected that this will be required, at least under Step 3.

A significant funding source is the Federal Gas Tax Fund (administered by the province under the current Gas Tax Agreement, recently renewed in May 2014). Starting in 2014, the Strategic Priorities Fund (SPF) is expected to deliver approximately \$145.2 million in funding over a 5 year term.

A strategy should be developed to pursue the direct provisioning of per capita allocations of the SPF to the CRD for use in funding transportation-related projects. The estimated allocation available to the CRD would be approximately \$25.3 million, or just over \$5 million annually. This amount would be needed to support the RTP's identified capital project program. However, a significantly greater amount of funding would eventually be required. To put this into context, approximately \$250 million is required for pedestrian and cycling infrastructure alone.

Funding strategies to consider include:

- repurposing of existing funding source
- jointly, through one common voice, apply for additional senior-level government funding (e.g. consolidating funds from member Community Works Fund approximately-\$78.8 million available over the next 5 years) to

<sup>45</sup> Estimated budgets based on current and forecasted budgets, as well as estimated costs of initial priority actions as identified in the RTP.

<sup>46</sup> Other than staff costs (Parks Planner), it is assumed the operating and maintenance budget for regional trails would be remain with Regional Parks. This is subject to further discussions and change could take place in Step 1 or Step 2, affecting annual budgets. In such a case, Regional Parks would manage trails under contract.

create a larger regional pool from which to co-fund municipal and EA projects through contributions to capital and program costs using performance-based metrics

- develop a funding strategy based on a thorough review and prioritization of funding sources, considering a framework of funding principles:
  - Yield, Adequacy, Stability & Predictability
  - Fairness and Equity
  - Sustainability
  - Feasibility
  - Transparency and Neutrality
  - Implementation & Administration
- consider opportunities for cost recovery in all services provided
- effectively utilize existing operating budgets of project partners through in-kind contributions of staff time on the TAC

## 6.6 Implications

There are a number of implications when establishing a new governance structure. As discussed, changes will be required at all levels from committees represented by elected officials, to relationships with local and provincial governments, and the reallocation of staff and internal resources. These changes will require amendments to bylaws and possibly legislation. Adding additional scope will trigger further implications proportional to the increase in scope. However, it is believed the benefits for governance change outweigh the issues and implications as a result of change; namely, increases in efficiency, cost savings, and potential for delivering on the RTP Outcomes.

### *Intergovernmental Implications*

The proposed transportation service identifies a collaborative partnership between BC Transit, the Victoria Transit Commission, MoTI, the CRD and local governments. Sub-regional working groups have also been identified that will allow for the identification of sub-regional priorities that align with the RTP.

### *Decision and Reporting Structure Implications*

The seven committees and commissions that currently have transportation-related services reporting to them would require changes ranging from disbanding to changes in scope, reporting, or official names. The results would allow for a



streamlining of the reporting of transportation-related matters and reduced redundancies.

#### *Resource Implications*

The staffing resourcing and changes that would be required to implement each stage of the Transportation Service would be subject to confirmation of priorities, focus areas and service levels. In the initial phase, some existing staff or staffing hours will need to be transferred from their current divisions to one division responsible for transportation. The affected staff would be those involved with transportation planning and programming.

The maintenance and operating functions would remain as they are with the exception of the possible realignment of cost centres to reflect the establishment of a transportation service. Longer term resource implications will be examined in greater detail through an implementation plan before progressing to the second phase of the recommended service authority.

The proposed transportation service would be created in a way that would enable it to expand over time to meet changing regional transportation needs and increase the ability to implement the RTP.

#### *Financial Implications*

No significant financial impacts are expected for Step 1 (consolidation of existing transportation-related services with no increases in scope or staffing), currently estimated at \$1.4 million annually. However, Step 2 will require additional funding to cover an increased budget of \$3.5 – 4.0 million average annual budget.

Step 3 is a significant evolution in the region's transportation governance, providing authority over an integrated multi-modal transportation system. It will also be required to fulfill the capital and program needs as identified in the RTP. The funding levels required for this will need to be determined in due time.

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## 7. Conclusion

This study has demonstrated that **it is conceptually and practically feasible to evolve the current arrangement of transportation-related services within the CRD to a more formalized collaborative multi-modal governance model** that provides the ability to eventually assume the required scope and services to achieve the RTP Outcomes.

The first two steps, which involve the consolidation and expansion of the current scope of services, can be established within the CRD's existing authority. However, these first two steps are not expected to fully achieve the desired RTP Outcomes.

The CRD's transportation governance structure will need to continue to evolve with increased scope, authority, and subsequent funding arrangements. Potential sources have been identified in order to support expected budgets and financing capacity. Nevertheless, taking a multi-phased approach allows the region to ease into increased responsibilities and authority over the region's transportation system.

In conclusion, it is recommended upon adoption of the RTP, that arrangements be made to **consolidate current transportation-related services into a CRD Transportation Services division** (i.e. Step 1). This course of action will require technical and political considerations, as identified in this feasibility study. However this initial step can be taken immediately.

A commitment to the RTP is a commitment to evolving the region's transportation governance. Doing so will put the CRD in the best position to achieve its transportation vision and the collective values and aspirations of its member local governments and provincial partners.

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# Appendix A: Implementation of the New Service Request Toolkit

## Establishing a Regional Transportation Service for the Capital Regional District

### Introduction

The CRD Transportation Service Feasibility Study sets out an approach to developing a regional transportation service for the CRD, from consolidation of existing activities to the establishment of a service fully capable of delivering on the Regional Transportation Plan (RTP) Outcomes and targets.

The Study proposes three steps in the process:

- Step 1: Consolidated Transportation Services
- Step 2: Expanded Transportation Services
- Step 3: Capital Region Transportation Authority

By its very nature, a CRD regional transportation service must be for the entire region, including its constituent municipalities and electoral areas.

Ultimately, the CRD will need additional authority to achieve its goals. This authority can come in the form of a service establishing bylaw or a separate piece of legislation. Both will require substantial if not unanimous support from the municipalities and electoral areas as benefiting areas.

Step 1 is simply a consolidation of existing transportation functions at the CRD and should not require any additional authority since such authority already exists. However, a service-establishing bylaw could be used to confirm the establishment Step 1. Step 2 would require a service-establishing bylaw describing the function in broad terms and the means by which it would be governed and financed. Step 3 would involve amendments to existing legislation such as the BC Transit Act, which would likely be best accomplished in a separate piece of legislation.

### Service Establishing Bylaw

§ 800.1 of the Local Government Act states that:

*(1) An establishing bylaw for a service must do the following:*

- (a) describe the service;*
- (b) define the boundaries of the service area;*
- (c) identify all municipalities and electoral areas that include participating areas for the service;*
- (d) indicate the method of cost recovery for the service, in accordance with section 803 [options for cost recovery];*
- (e) set the maximum amount that may be requisitioned for the service, by
  - (i) specifying a maximum amount,*
  - (ii) specifying a property value tax rate that, when applied to the net taxable value of land and improvements in the service area, will yield the maximum amount, or*
  - (iii) specifying both a maximum amount and a property value tax rate as referred to in subparagraphs (i) and (ii), in which case the maximum amount is whichever is greater at the applicable time.**

The following sections set out the provisions on each of these subjects that might be included in a service establishing bylaw for the CRD's transportation service.

**a) Description of the service**

Under this bylaw, the Capital Regional District is authorized to:

- Prepare, approve and pursue implementation of a regional transportation plan within the overall context set by the Capital Regional District's regional growth strategy;
- Undertake studies, data collection and modeling activities pursuant to the development and maintenance of the regional transportation plan;
- Undertake capital works on regional trails and docks pursuant to the Regional Transportation Plan, including borrowing of funds necessary to these purposes;
- Establish one or more committees comprising representatives of local governments, provincial agencies, federal agencies and other interested parties for the purpose coordinating activities to pursue the implementation of the regional transportation plan;
- Enter into contracts and agreements with local governments, provincial agencies, societies and private corporations for the implementation of the transportation plan, including agreements to establish a regional multi-

modal corridor network, cycling facilities and programs to facilitate travel by means of transit, shared vehicle, cycling and walking; and

- Undertake such other works, activities and expenditures necessary to the effective administration of this service.

**b) Description of the boundaries of the service area**

The service area is the Capital Regional District.

**c) Municipalities and electoral areas included in the service area**

All municipalities and electoral areas in the Capital Regional District are included in the service area.

**d) Identification of all municipalities that contain participating areas for the service**

All municipalities contain participating areas for the service.

**e) Method of cost recovery for the service**

The costs of the service will be recovered in accordance with § 804(2) of the Local Government Act, ie. on the basis of the converted value of land and improvements in the service area.

**f) Maximum amount that can be requisitioned for the service**

TBD.

**Approval of service establishing bylaw**

The service establishing bylaw would need the approval of all benefiting areas, ie. all municipalities and electoral areas in the CRD.

**Conclusion**

Preparation and approval of the service-establishing bylaw described herein would enable the Capital Regional District to implement Step 2 of the development of a stronger regional transportation function, and it would set the stage for a progression to Step 3. That last Step would, however, require a further consultation and negotiation process leading to amendments to legislation such as the BC Transit Act.