

4 Transportation



Residents have access to convenient, green and affordable multi-modal transportation systems that enhance livability

01 Strategy

STRATEGIES & PLANS

- › [Regional Transportation Plan](#)
- › [Regional Growth Strategy](#)
- › [Regional Parks & Trails Strategic Plan](#)
- › [Regional Trails Management Plan](#)
- › [Climate Action Strategy](#)
- › [Gulf Islands Regional Trails Plan](#)

CORPORATE PLAN GOALS

- 4a Present options for changes in governance for transportation in the region, including the electoral areas
- 4b Improve regional connectivity & safety across transportation modes
- 4c Support investments, expansion & equitable access to active and low carbon transportation
- 4d Education, encouragement & information

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03 Operating Context

ACHIEVEMENTS IN 2024

1. CRD Transportation Workshop held with local governments, agency partners and First Nations on May 24, 2024, to seek input on service categories for the establishment of a regional transportation service.
2. CRD Board received Regional Transportation Service Bylaw No. 4630 and directed staff to seek approval through alternative approval process on September 11th, 2024.
3. Advocacy to provincial government on Motor Vehicle Act amendments to allow mobility aids to operate in bike lanes.
4. CRD Traffic Safety Commission advanced report about micromobility to Transportation Committee on January 21, 2024.
5. Completed the 2023-24 cohort for the Ready Step Roll initiative (three elementary schools).
6. Conducted annual bicycle and vehicle counts.
7. Signed Memorandum of Understanding with Island Corridor Foundation to support their participation in consultation on the Island Rail Corridor, undertaken in partnership with the federal and provincial governments, island regional districts, First Nations and the Island Corridor Foundation.
8. Initiated a feasibility study for constructing a new regional trail on Salt Spring Island.
9. Mayne Island Regional Trail scheduled to be completed in October 2024.
10. Hired a Manager Regional Trails and Trestle Renewal to lead project.
11. Initiated construction on Selkirk Trestle below deck rehabilitation work in support of Regional Trestle Renewal, Trail Widening and Lighting project.

FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2025 AND BEYOND

- **Regional Transportation Governance:** A Regional Transportation Services report was brought to CRD Board on September 11, 2024, seeking approval for the establishment of a service for the purpose of providing transportation related services in the capital region. Participating areas approval will be obtained by the regional alternative approval process with results expected in 2025. A service feasibility study is underway led by KPMG; findings are likely to result in new or adjusted program and service delivery activities in both Regional Planning and Regional Parks.
- **Mode Shift and Population Growth:** The volume of transportation work around the region remains high to accommodate population growth and to meet shared objectives to reduce congestion, support higher rates of walking, cycling and transit use and reduce greenhouse gas emissions. Transportation planning and infrastructure delivery is a shared responsibility among local governments, the province and service delivery partners such as BC Transit. There is a sustained need for data collection, research, analysis and regional coordination to ensure that project planning and delivery achieves a consistent, connected and sustainable transportation system.
- **Changing User Needs and Expectations:** Regional trail user needs and expectations are changing with increased rates of cycling and walking, as well as increased use of eBikes and other mobility devices. This has the potential to impact service levels. To address CRD Board direction to accelerate implementation of regional trail widening and lighting to support increased rates of walking and cycling, a dedicated Project Manager was hired in 2024.

- **Sustainable Service Delivery:** Major infrastructure in regional trails is nearing the end of its lifespan and needs improvements to support demands they were not built for. In recent years, the increased cost of materials and the complexity of projects has led to high costs for these major capital projects. Anticipate increased costs associated with the need for improved and safer active transportation infrastructure.
- **Pandemic Recovery:** The active school travel planning initiative, Ready Step Roll, has been in place for almost five years. We are seeing the capacity of our school and community partners return to pre-pandemic levels following a low in the COVID-19 pandemic, with five schools participating in 2024-2025. A continuous improvement approach is being used to refine delivery of this initiative and to consider expansion to employers and workplaces. A sixth school site –the ŁÁU, WELNEW Tribal School and WŚÁNEĆ Leadership Secondary School– has also been added to the 2024-2025 cohort at the request of the school leadership and RCMP, who raised ongoing concerns with the CRD about vehicles speeding and pedestrian safety in the community.

OPERATIONAL STATISTICS

2024 Regional Trail average daily peak user volume: 4,100 (July 2024, CRD Regional Planning)

04 Services

The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.

SERVICE BUDGET REFERENCES¹

- › 1.324 Regional Planning
- › 1.280 Regional Parks*

1. REGIONAL PLANNING – TRANSPORTATION

Description

Responsible for data collection, research and modelling related to regional multi-modal travel. The service supports the development and implementation of regional district services and informs local, agency and provincial government transportation and land use planning processes.

What you can expect from us

- ▶ Every five years, prepare the Origin Destination Household Travel Survey to gather mode shift data and other information about regional travel patterns.
- ▶ Collect and monitor multi-modal transportation data on an ongoing basis. Liaise and disseminate findings to municipalities, electoral areas, the provincial government, partner agencies, academic institutions and other partners, on demand.
- ▶ Deliver active school travel planning services with up to five schools per year.
- ▶ Analyze the impacts of actual and projected changes to the transportation system and provide transportation planning advice and expertise to regional, sub-regional and local planning and transportation projects and initiatives, on demand.
- ▶ Implement and monitor the Regional Transportation Plan, including research, analysis and advice to achieve the multi-modal Regional Transportation Network and support CRD departments advance active transportation infrastructure and programming.
- ▶ Deliver on CRD Board direction to scope and develop governance options, including consideration of a new transportation authority.
- ▶ Host *Let's Get Visible* outreach events to promote road and trail safety with distribution of free re-chargeable lights

Staffing Complement²

Regional Planning: **3.5 FTE + Senior Manager and 1 Administrative Support**

¹ Service budget(s) listed may fund other services

² Excluding exempt and administrative support staff

2. REGIONAL TRAILS

Description

Manage Regional Trails system to protect and operate three regional trails that provide a transportation and recreation function and that provide non-motorized trails for active transportation and recreation to connect municipalities, electoral areas and the region with adjacent jurisdictions.

What you can expect from us

- ▶ Operate, manage and maintain 95 km of multi-use regional trails.
- ▶ Implement the Regional Parks and Trails Strategic Plan, Regional Trails Management Plan and Gulf Islands Regional Trails Plan to achieve regional transportation objectives.
- ▶ Conduct 250 km of boom flail vegetation removal annually.
- ▶ Procure engineer assessments of critical built assets (dams, trestles, bridges) up to a value of \$225,000 annually. Prepare a 10-year critical asset assessment schedule.
- ▶ Update the Lochside Trail license agreement with municipalities and Province of BC.
- ▶ Initiate discussions with the Province of BC on updating the Lease agreement for the Galloping Goose Regional Trail.
- ▶ Complete detailed design for the Regional Trestle Renewal, Trail Widening and Lighting Project.
- ▶ Construct the first 300m section of the trail widening and lighting project on the Galloping Goose Regional Trail.

Staffing Complement

Regional Parks: [See the Regional Parks Community Need Summary](#). Regional Trail FTEs are built into the [Regional Parks Staffing complement](#).

05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2025. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)
<p>4a-1 Scope and develop governance options, including consideration of a new transportation authority</p> <ul style="list-style-type: none"> ▶ 4a-1.1 Transportation Service ▶ NEW IBC 4a-1.1 Transportation Service Implementation³ 	<p>2023–2024</p> <p>2024–2025</p> <p>2025-ongoing</p>
<p>4a-2 Work collaboratively with elected and staff leaders in electoral areas, local governments, partner agencies and the province on transportation governance options development</p>	<p>2024-2025</p>
<p>4a-3 Chart a pathway to approval, based on a preferred transportation governance option</p>	<p>Planned for 2025-2026</p>
<p>4b-1 Work with the Transportation Working Group to implement the regional multi-modal transportation network</p> <ul style="list-style-type: none"> ▶ 4b-1.1 Regional Trails Closure Policy Implementation Funding 	<p>Ongoing</p> <p>2024-ongoing</p>
<p>4b-2 Prepare policy positions to support advocacy for infrastructure investments and service improvements to achieve regional transportation priority items related to mass transit, general transit improvements, active transportation and multi-modal and safe highways</p> <ul style="list-style-type: none"> ▶ 4b-2.1 Island Corridor Consultation 	<p>Ongoing</p> <p>2024</p>
<p>4b-3 Support local governments to implement consistent approaches to transportation demand management, active transportation and safety policy</p>	<p>Ongoing</p>

³ Initiative 4a-1 is subject to establishment of a new service

Initiative	Implementation year(s)
NEW IBC 4b-4.1 Regional Trestles Renewal, Trails Widening & Lighting Project Team*	2024-2028
4c-1 Update the Regional Trails Management Plan	2026
4c-2 Prepare a funding strategy to support implementation of priority regional trail enhancement and expansion projects ▶ 4c-2.1 Regional Trails Project Engineer	Ongoing 2024-2028
4d-1 Shift travel behaviour through education, encouragement, and information	2025

*Not captured in the 2023-2026 Corporate Plan

06 Performance

GOAL 4A: PRESENT OPTIONS FOR CHANGES IN GOVERNANCE FOR TRANSPORTATION IN THE REGION, INCLUDING THE ELECTORAL AREAS

Targets & Benchmarks

- **Rate of stakeholder participation** will measure the level of stakeholder engagement in the transportation governance initiative. High levels of participation indicate that stakeholders are interested, informed and committed to the initiative. Low levels of participation indicate possible indifference or resistance.
- **Progress reporting** on workplan deliverables will measure the number of decision milestones reached on time. Progress is on track if the timing of decisions continues to align with the timing required to execute governance change within the Board’s term.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
1	Percentage of stakeholders participating in the transportation governance initiative ¹	Quantity	100%	100%	100%	→
2	Number of decision milestones reached on time ²	Quantity	2/2	3/3	1/1	→

¹ Participation, expressed as a percentage, of the 22 stakeholders invited to participate in the transportation governance initiative.

² Number of decision milestones, based on the project plan, that need to be reached in-year to deliver transportation governance change within the 2023-2026 Board term.

Discussion

- **Measure 1:** 22 stakeholders are participating in the transportation governance initiative (13 municipalities, three electoral areas and six agency partners.) Participation will be measured yearly and evaluated based on whether the stakeholder provided input into the engagement process. The target is for 100% participation as governance changes will impact all stakeholders. Note that First Nations have been informed of the project and invited to participate on an opt-in basis. Their participation will be tracked separately.
- **Measure 2:** The project timelines for the transportation governance initiative were presented to the CRD Board on June 14, 2023. The timelines aim to deliver governance options for CRD Board consideration in 2024 to allow for new service creation in 2025, pending Board direction. Project timing is constrained by fixed deadlines (i.e., Board term, statutory requirements for service creation) and decision milestones are dependent on completing deliverables and securing consensus from multiple stakeholders. When decisions are not made on time, progress toward achieving transportation governance change will slow. This measure will indicate friction-points in the process and allow for the consideration of adjustments where needed (e.g., change to engagement approach or re-scoping). Note that decision milestones are not cumulative from year to year.

GOAL 4B: IMPROVE REGIONAL CONNECTIVITY & SAFETY ACROSS TRANSPORTATION MODES

Targets & Benchmarks

- **Mode share** is a good indicator of residents’ willingness and ability to make sustainable transport choices for at least some of their trips. The regional mode share target is 45% for active transportation and transit combined for the region by 2038, based on 15% walking, 15% cycling and 15% transit. Note this is a 3% increase from the mode share target in the Regional Growth Strategy as the Victoria Regional Transit Commission increased the transit mode share target to 15% in 2020.

Measuring progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
3	Percentage of all trips made annually in the capital region by walking, cycling and public transit ³	Quantity	29%	29%	29%	↗

³ data from CRD Origin Destination survey 2022

Discussion

- The mode share target is measured through the CRD OD Survey, administered every five years. There is no year-on-year reporting of the target.
- The CRD has been tracking mode share since 2001. Starting in 2006, there has been a steady increase in the combined walking, cycling and public transit mode share over time:
 - 2001: 21.2%
 - 2006: 20.5%
 - 2011: 22.4%
 - 2017: 26.6%
 - 2022: 29%

GOAL 4C: SUPPORT INVESTMENTS, EXPANSION & EQUITABLE ACCESS TO ACTIVE AND LOW CARBON TRANSPORTATION

Targets & Benchmarks

- **Value of capital spending** in CRD active and low-carbon infrastructure indicates the level of organizational commitment to deliver this goal.
- **Value of grant funding** from federal, provincial and other funding bodies for CRD active and low-carbon infrastructure projects indicates the amount of external support available to deliver this goal.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
4	Total estimated CRD capital investments in active and low-carbon infrastructure projects ⁴	Quantity	\$1.9M	\$580K	\$1.2M	↗
5	Total value of grant funding for CRD active and low-carbon infrastructure projects from external sources ^{5,6}	Quantity	\$1.9M	\$522K	N/A	↗

⁴ Estimated totals from CRD operating and capital plans

⁵ Total value of grants received by the CRD.

⁶ Total value of unsecured funds based on outstanding federal grant program applications (2024)

Discussion

- **Measure 4:** The desired trend is to increase the amount invested in CRD active and low-carbon transportation infrastructure to keep pace with user needs. Targets are set for each fiscal year through the service and financial planning processes. The reported dollar figures include capital investments for regional trail expansion, enhancement, maintenance and operations in the fiscal year. Regional trails, both existing and proposed, are defined on Map 6 of the Regional Parks and Trails Strategic Plan and include the Galloping Goose, Lochside, E&N Rail-Trail Humpback Connector and the proposed network on Salt Spring Island and the Southern Gulf Islands. The figures also include investments in low-carbon infrastructure charging. Note the 2024 actual do not include any debt servicing associated with borrowing related to acceleration of the Regional Trails Widening and Lighting project.
- **Measure 5:** The desired trend is to attract greater amounts of external funding for active and low-carbon transportation infrastructure. CRD priorities for active and low-carbon transportation are closely aligned to federal and provincial goals. The assumption is that the CRD is in a strong position to attract funding. If the measure trends down, this could indicate that grants are over-subscribed or there is a need to consider new grant application strategies. Note that the forecast and target values are for unsecured funds.

GOAL 4D: EDUCATION, ENCOURAGEMENT & INFORMATION

Targets & Benchmarks

- Measuring the number of schools participating in the Ready Step Roll initiative tracks the number of schools that have received hands-on support to educate younger residents on matters of traffic safety and sustainable mode choice.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
6	Active School Travel Planning: schools' participation in the regional Ready Step Roll initiative ⁶	Quantity	47	50	55	↗

⁶ Total number of schools that have participated in the regional Ready Step Roll initiative since 2015; data from CRD Regional Planning

Discussion

- The active school travel planning initiative is delivered as a partnership among schools (administration and parent advisory committees), municipalities and the CRD. The initiative cannot succeed without the active participation of all three partners. Due to pressures facing school administrators and parents from the ongoing COVID-19 pandemic, only two schools participated in the initiative for the 2022/23 cohort (or school year). Three schools participated in the initiative for the 2023/24 cohort and five schools will participate in the initiative for the 2024-2025 cohort.

07 Business Model

PARTICIPANTS	All municipalities, Tsawout Nation and Songhees Nations
FUNDING SOURCES	Requisitions, grants and reserves
GOVERNANCE	<u>Transportation Committee</u> <u>Traffic Safety Commission</u> <u>Regional Parks Committee</u>